

**A STUDY OF THE ROLE OF COMMUNITY COLLEGES IN THE  
PROVISION OF VOCATIONAL-TECHNICAL EDUCATION WITH  
SPECIFIC REFERENCE TO THE EASTERN FREE STATE**

**By**

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**DECLARATION: STUDENT NUMBER: 99237335**

**I declare that “The Role of Community Colleges in the Provision of Vocational-Technical Education with Specific Reference to the Eastern Free State” is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.**

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**28 October 2003**

**SIGNATURE**

**DATE**

**Mr. L. E. Letsie**

## DEDICATION

I dedicate this work to:

1. My children **Motetekoane Esther, Ditlhare, Lebakeng** and **Lotoane**. May they be inspired to strive for high educational attainment and for responsible citizenship.
2. All **Educationists, Educational Administrators** and **Educators** who are engaged in the development of Further Education and Training in South Africa. Their efforts are invaluable to millions of their countrymen.

**LIST OF ABBREVIATIONS AND ACRONYMS**

|       |   |
|-------|---|
| A.C.T | Academic Coordination Team                            |
| AA    | Associate in Arts                                     |
| AACC  | American Association of Community Colleges            |
| AACJC | American Association of Community and Junior Colleges |
| AAJC  | American Association of Junior Colleges               |
| AAS   | Associate in Applied Science                          |
| ABET  | Adult Basic Education and Training                    |
| AET   | Adult Education and Training                          |
| AIDS  | Acquired Immune Deficiency Syndrome                   |
| ANC   | African National Congress                             |
| AS    | Associate in Science                                  |
| B.A.  | Bachelor of Arts                                      |
| CASE  | Community Agency for Social Enquiry                   |
| CBEC  | Community-Based Education Centre                      |
| CBO   | Community-Based Organisation                          |
| CCC   | Centre for Community Colleges                         |
| CEO   | Chief Executive Officer                               |
| CERI  | Center for Educational Research and Innovation        |
| CES   | Chief Education Specialist                            |
| CETA  | Construction Education and Training Authority         |
| CJT   | Customised Job Training                               |
| CLAST | College-Level Academic Skills Test                    |
| CLC   | Community Learning Centre                             |
| COLTS | Culture of Learning, Teaching and Service             |

|        |   |
|--------|---|
| COSATU | Congress of South African Trade Unions        |
| CT     | Company Training                              |
| DES    | Deputy Education Specialist                   |
| DoE    | Department of Education                       |
| DoL    | Department of Labour                          |
| ERIC   | Education Resource and Information Center     |
| ERS    | Education Renewal Strategy                    |
| ETDP   | Education, Training and Development Practices |
| ETQA   | Education and Training Quality Assurance      |
| FET    | Further Education and Training                |
| FETC   | Further Education and Training Certificate    |
| FM     | Frequency Modulation                          |
| FTSE   | Full-Time Student Equivalent                  |
| FTE    | Full-Time Equivalent                          |
| GETC   | General Education and Training Certificate    |
| GNP    | Gross National Product                        |
| HE     | Higher Education                              |
| HETC   | Higher Education and Training Certificate     |
| HIV    | Human Immunodeficiency Virus                  |
| HoA    | House of Assembly                             |
| HSRC   | Human Sciences Research Council               |
| IT     | Information Technology                        |
| ITB    | Industry Training Board                       |
| LF     | Learning Facilitator                          |
| MEC    | Member of Executive Council                   |



|          |   |
|----------|---|
| MERSSETA | Manufacturing, Engineering and Related Services Sector Education and Training Authority |
| NCFE     | National Committee on Further Education   |
| NGO      | Non-Governmental Organisation   |
| NEPI     | National Education Policy Investigation   |
| NICE     | National Institute for Community Education  |
| NQF      | National Qualifications Framework   |
| RDP      | Reconstruction and Development Programme  |
| RPL      | Recognition of Prior Learning   |
| RSA      | Republic of South Africa  |
| RTC      | Regional Training Centre  |
| SACHED   | South African Committee for Higher Education  |
| SAPS     | South African Police Services   |
| SAQA     | South African Qualifications Authority  |
| SARS     | South African Revenue Services  |
| SAS      | Statistical Analysis System   |
| SASA     | South African Schools Act   |
| SDA      | Skills Development Act  |
| SEPSI    | South Eastern Public Safety Institute   |
| SES      | Senior Education Specialist   |
| SETA     | Sector Education and Training Authorities   |
| SGA      | Student Government Association  |
| SGB      | School Governing Body   |
| SMD      | School Management Developer   |
| SMME     | Small, Micro and Medium Enterprise  |

|       |  |
|-------|--|
| SPC   | St. Petersburg College                                   |
| SPJC  | St. Petersburg Junior College                            |
| SRC   | Student Representative Council                           |
| TESA  | Tertiary Education Sector Assessment                     |
| THETA | Tourism and Hospitality Education and Training Authority |
| UPC   | University Partnership Centre                            |
| US    | United States  |
| USA   | United States of America                                 |
| USF   | University of South Florida                              |

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### **Abstract**

This study was conducted with the purpose of evaluating American community colleges in order to consider their role in the provision of vocational-technical education with specific reference to the Eastern Free State. In order to achieve this, three research methodologies were engaged in. They comprised a documentary study relating to the nature and functioning of American community colleges and to the provision of vocational-technical education in South Africa, an on-site visit to an American community college for the purpose of conducting an in-depth study thereof as well as an empirical investigation undertaken in the Eastern Free State with the purpose of determining the need for the establishment of community colleges in the region.

The documentary study of the American community college as well as the on-site visit to a typical American community college have revealed that these educational institutions have been particularly useful to individuals whose educational opportunities have been limited by a variety of circumstances by being plentiful, nearby, inexpensive, offering a variety of programmes and by adhering to an open-door admissions policy that imposes few entry requirements. It has also been revealed that American community colleges have a positive impact on those associated with them, namely, students, commerce and industry, universities and society in general.

The documentary study relating to the provision of vocational-technical education in South Africa has revealed that in the past the provision of education in the country has been skewed in favour of the White population, which happened to be in the

minority. As a result, the majority of citizens of the country either received little or no education at all. This has resulted in high levels of illiteracy, unemployment and poverty. It has also been found that corrective measures against this state of affairs are currently being undertaken.

The empirical investigation undertaken in the Eastern Free State has found that the residents of the Eastern Free State are in favour of the establishment of community colleges in their region. The type of community college that is desired is one that will lead to the upliftment of the educational levels of its students and equip them with marketable skills.

Based on the findings of this study, recommendations are made relating to the establishment of community colleges in the Eastern Free State. It has been found that there is no need for the establishment of community colleges alongside the already existing FET colleges in the Eastern Free State. Instead it is recommended that some of the features of American community colleges that have contributed to their success be adopted, adapted where necessary and be integrated into the FET college operating in the Eastern Free State.

#### **KEY WORDS**

Community Colleges, Community Education, Adult Education, Further Education and Training, Life-long Learning, Continuing Education, Recurrent Education, Vocational Education, Technical Education and Career Education

## CHAPTER ONE

### ORIENTATION

#### 1.1 Introduction

Education plays an important part in modern society. Individuals and, hence, communities and nations cannot develop to their full potential without being equipped with quality education. It follows then that the higher the number of educated individuals in a country, the higher the level of its social, economic, political and technological development. It is precisely because of this realisation that the former State President of the Republic of South Africa (RSA), Nelson Rolihlahla Mandela made the following remarks pertaining to education:

**"Education is the great engine of personal development. It is through education that the daughter of a peasant can become a doctor, that the son of a mineworker can become the head of a mine, that a child of farm workers can become the president of a great nation. It is what we make out of what we have, not what we are given, that separates one person from another. "**

**(Mandela, 1994: 194)**

However, for many years prior to 1994, successive governments of South Africa did not take full advantage of the role that education is capable of playing in individual, community and national development. Instead of making education readily available and accessible to the majority of the citizens, they

only equipped certain sections of the population, which happened to be in the minority, with quality education and either denied or offered inferior education to millions of others. The type of education that was offered during those years was characterised by three key features. Firstly, it was fragmented along racial and ethnic lines. Secondly, there was lack of access or unequal access to education at all levels, accompanied by vast disparities between Black and White provision. As a result, large numbers of people had little or no access to education and training. Lastly, there was lack of democratic control within the education and training system. Students, teachers, parents and workers were excluded from decision-making processes (African National Congress, 1994: 58).

The fragmented, unequal and undemocratic character of the education system had intense effects on the development of the country's economy and society. This effect is best described by Mulholland (2002: 1) who states that:

:

**"Seldom in history can a government have faced a more complex challenge than that which the ANC has taken on in government. On the one hand we have an industrialised, high technology, modern element with the capacity to produce wealth at a First World pace. On the other we have apartheid's legacy: a vast, huddled mass, many uneducated and uneducable, unemployed and unemployable, raven with disease and struggling to survive. These sad people are the true legacy of apartheid. ... This is a long-term recipe for disaster. It is our central problem and that we**

**desperately need leadership which grasps this fundamental truth and devotes itself to dealing with it."**

As Mulholland rightly suggests, the leadership of our country is concerned about the state of affairs described above. It is because of this concern that when the current President of the RSA , Mr Thabo Mbeki, after taking office in 1999, stated in parliament that education and training must comprise the decisive drivers in our efforts to build a winning nation. He further emphasised the intention of government to intensify its focus on education so that the country may succeed in producing an educated and skilled population (Asmal, 1999: 1). Similarly, the National Minister of Education, Professor Kader Asmal, clearly articulates his concern for the remediation of this unacceptable state of affairs when he states that:

**"As a bridge between general education and higher education or employment, this (Further Education and Training) is a vital sector for young people and adults whose formal education has been cut short. ... It is essential for the FET sector to be as accessible as possible to adult learners who were unable to continue their education because of poverty or lack of opportunity."**

**(Asmal, 1999: 13)**

It is obvious from the above that there are many people in our country who have not received adequate education and therefore need to uplift their level



of education, improve their work-related skills or equip themselves with new skills that will open doors to the world of work. It is also evident that our government is desperately seeking means of redressing educational imbalances of the past, preventing the recurrence thereof and equipping the majority of its citizens, especially adults and out-of-school youth, with marketable skills. The purpose of this study then, as it will be described in more detail later, is concerned with an investigation into one of the means, namely, community colleges, through which vocational-technical education may be provided to school leavers, adults, out-of school youth and others, so as to make such individuals competent to earn their living or continue their education.

## **1.2 Aims of the Study**

Based on the above brief description of the problem equally facing the government and educators in South Africa, there are three major aims for this study. Firstly, the study seeks to evaluate community colleges in order to consider the contribution they can make towards training in the vocational-technical sector with specific reference to the Eastern Free State in the Republic of South Africa. Secondly, the study also aims at determining the necessity for the establishment of community colleges in the Eastern Free State. Lastly, the study aims at providing a framework for the establishment of community colleges in the Eastern Free State.

The area referred to as the Eastern Free State in this study, is that part of the Free State Province constituting the Thabo Mofutsanyana Education District.

It includes nineteen towns namely, Arlington, Bethlehem, Clarens, Clocolan, Ficksburg, Fouriesburg, Harrismith, Kestell, Lindley, Marquard, Memel, Paul Roux, Petrus Styn, Qwaqwa, Reitz, Senekal, Van Reenen, Vrede and Warden (See Appendix 1 for a map of the Free State Province). Although the problem described above affects the whole of South Africa, for practical reasons it would not be feasible to engage in a countrywide study. The Eastern Free State was found to be more convenient since it is already organised into an education district and is the area of residence of the researcher, making it easily accessible to him.

### **1.3 Circumstances that Gave Rise to the Study**

Circumstances that motivated the researcher to undertake this study relate to his experiences at the workplace as well as to his experiences as a citizen of the Republic of South Africa. They are briefly described in the following section.

Firstly, for thirteen years the researcher served as a high school principal in the former Qwaqwa homeland now forming part of the Eastern Free State. During this period he has always been concerned about the high number of learners who dropped out of school before completing grade twelve. One of the major reasons for their leaving school pre-maturely was poverty. It has always been of concern to the researcher whether these learners, some of whom were talented and capable of attaining high educational levels, would ever get a second chance in life. Because of the lack of marketable skills most of them are presently unemployed and are still living in poverty. The level of

poverty in Qwaqwa is so high that President Thabo Mbeki had to declare it a nodal area. The average household income is a mere R1 000. The level of poverty has reached 88% while unemployment is at 57%. (City Press, 10 August 2003: 9). Although other towns in the Eastern Free State have not been declared nodal areas, their situations relating to poverty and unemployment do not differ much from that of Qwaqwa. Singh (1996: 527) believes that American community colleges have the capability of offering not only second, but multiple chances to learners who for some reason could not finish their school education. He states that:

**“... pupils emerging from the secondary schools in America have second, third, and fourth chances in a fashion unimaginable in most systems of higher education.”**

For this reason the researcher found it worthwhile to conduct an investigation into community colleges as providers of vocational-technical education in the Eastern Free State. It is believed that the investigation will shed some light on the role of community colleges in education and will lead to a more informed choice of a strategy to use in the South African situation.

Secondly, after joining the Qwaqwa Campus of the University of the North (now the University of the Free State) the researcher was appointed Director of the University's Centre for Community Colleges (CCC) in 1998. The CCC was the community outreach arm of the university that was responsible for extending its resources to community members who would otherwise not

qualify to enroll at the University. This task brought the researcher into contact with many community members who had different kinds of educational needs. There were those who have been forced to pre-maturely exit the education system and who wished to continue with their education and others who were employed and wished to improve their skills. This contact resulted in a better understanding of the needs of many of our countrymen who, because of circumstances beyond their control, were denied educational opportunities. This understanding was further enhanced by the findings of the research that had to be engaged in by the CCC into how other countries were dealing with problems associated with the type of student being served by the CCC. All these convinced the researcher of the need for this type of an investigation.

Finally, the level of unemployment in the country as well as the accompanying high crime rate are a cause for concern to all responsible citizens of South Africa. Research has shown that American community colleges have been very useful in the development of a trained workforce and, hence, in the creation of employment in that country (Fidler, 1982: 59; see also, The American Association of Community Colleges (AACC), 2002(d): 2; Dougherty, 1994: 59 and Parnell, 1993: 6). Thus, this type of study was found worth engaging in with the hope that it will lead to the establishment of community colleges in the Eastern Free State, which will bring to the region the benefits that these educational institutions brought to the United States of America (USA).

## **1.4 Research Methodology**

The achievement of the aims of the study enunciated above will be sought through the use of multiple research methodologies. These comprise a documentary study, an on-site visit and an empirical investigation.

### **1.4.1 Documentary Study**

A study will be made of documents relating to the American community college as well as to the provision of vocational-technical education in South Africa. This study will shed some light on the role that American community colleges are playing in the provision of vocational-technical education to the citizens of the country. The information obtained will help us to determine whether the strategies used by the Americans can be equally successful when applied within the South African context.

In order for us to be in a position to make informed decisions on whether to experiment with the community college in South Africa, it will be necessary for us to have sufficient knowledge regarding the provision of vocational-technical education in South Africa. For this reason, a documentary study of the provision of vocational-technical education in South Africa will also be undertaken.

This documentary study will comprise different types of documents. Among these will be books, magazines, newspapers, journals, Education Resource and Information Center (ERIC) documents, online documents, government documents, community college catalogues and so forth.

#### **1.4.2 On-Site Visit**

For the purpose of gaining deeper insight on the functioning of a typical American community college, the study will include a two-week visit to an American community college namely, St. Petersburg College, in the State of Florida. The visit was included in the study for the purpose of conducting an in-depth study thereof. During this period various campuses of the multi-campus community college will be visited, participant observations will be done, interviews conducted with college personnel and students and various college documents will be studied.

#### **1.4.3 Empirical Investigation**

One of the aims of this study is to determine the need for the establishment of community colleges in the Eastern Free State. This will be achieved by the conduction of an empirical investigation in the Eastern Free State. The objectives of the investigation are the following:

- To analyse the reaction of the respondents on the availability and adequacy of education opportunities to adults and out-of-school youth of the Eastern Free State.
- To evaluate the opinion of the respondents as to the need for the establishment of community colleges in the Eastern Free State.
- To investigate the impression of the respondents on the services to be rendered by community colleges should they be established in the Eastern Free State.

- To determine the perceptions of the respondents on the type of community college that would best suit the needs of the residents of the Eastern Free State in terms of admission requirements, articulation agreements with other types of educational institutions, accreditation, governance, scheduling and the location of delivery sites.

The findings of the investigation will establish whether there is a need for the introduction of community colleges in the Eastern Free. In addition to this, the findings will also shed some light on the functions community colleges are to perform as well as the conditions under which they are to function.

## **1.5 Structure of the Research**

The research report is organised into six chapters. Each of the chapters deals with a specific aspect of the investigation. They are briefly explained below:

Chapter One is the Orientation Chapter. Its purpose is to give the reader an indication of what to expect in the report. It deals with the purpose of the study, circumstances that led to it, the research methodology the structure of the research as well as the limitations of the study.

Chapter Two concerns itself with the theoretical and conceptual framework for community colleges. It mainly deals with the explication of the concepts of community colleges, vocational education and related terms such as technical education, general education and career education. The chapter is concluded with an exposition of theories that impact on community colleges, namely, the

community development theory, career development theories, systems theory and andragogy.

Chapter Three is a follow-up to Chapter Two in that the concepts of community college and vocational education explained in the latter chapter are taken one step further by examining the nature of the American community college and how it operates on a day-to-day basis as well as the impact it has on those who are associated with it. This explication of the nature and functioning of an American community college is reinforced by a report on a case study of a typical American community college that was visited by the researcher for a period of two weeks.

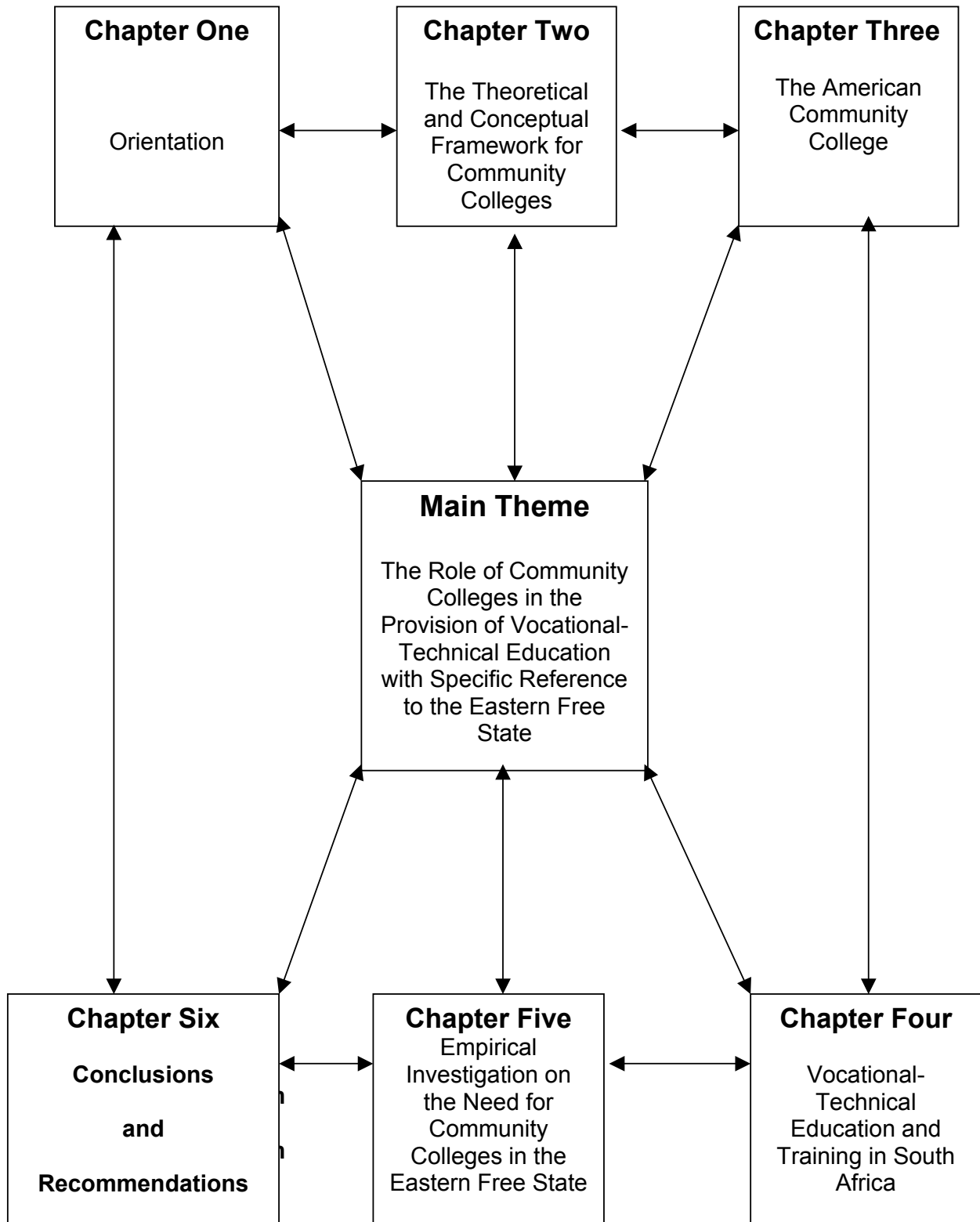
Since the purpose of the study is to evaluate community colleges and to consider their introduction in the Eastern Free State, it was felt that it would be useful to find out whether and how vocational-technical education is being offered in South Africa. This knowledge will assist in deciding whether there is a need for the introduction of community colleges in our region of interest. Chapter Four is concerned with this assessment of the provision of vocational-technical education in South Africa and concludes with community college initiatives in South Africa.

Based on the findings of Chapter Four, Chapter Five comprises an empirical investigation on the need for the establishment of community colleges in the Eastern Free State. It includes a description of the procedures followed in the conduction of the investigation and the presentation of findings.



Chapter Six, which is the last one consists of a brief summary of the research, conclusions drawn from its findings, recommendations and suggestions for further research. The structure of the research described above is schematically represented in Figure 1.1 below.

Figure 1.1: Schematic Representation of the Structure of the Research



## 1.6 Limitations of the Study

This study has the following limitations that are worth mentioning and taking into consideration:

- The study largely concerns itself with the evaluation of community colleges with the purpose of establishing them in the Eastern Free State. Although for practical reasons it was found necessary to limit the study to this area, its findings may not be generalised to the rest of the Free State nor the country as a whole.
- Most of the questionnaire items used in the empirical investigation reported on in Chapter Five were referring to the concept of community college, which is not such a familiar concept in South Africa. Although all attempts were made to clarify the concept in the covering letter accompanying the questionnaires, there is no guarantee that all the respondents fully understood the concept.
- Some of the respondents, especially the parents from the rural areas do not have well developed reading and writing skills. While arrangements were made for the questionnaire items to be explained to them, there is no guarantee that they understood all the items to which they responded.

**CHAPTER TWO**  
**THE THEORETICAL AND CONCEPTUAL FRAMEWORK**  
**FOR COMMUNITY COLLEGES**

**2.1 Introduction**

In this chapter, the theoretical and conceptual framework for community colleges is presented. This will include an illumination of some significant concepts pertaining to community colleges as well as an exploration of selected theories impacting on the provision of education in community colleges.

The elucidation of the theory behind the provision of education through community colleges will hopefully shed more light on the role that community colleges are playing or are capable of playing in the provision of vocational-technical education. McMillan and Schumacher (1993:7) define theory as:

**“A set of interrelated constructs and propositions that specify relations among variables to explain and predict phenomena.”**

Similarly, theory is also metaphorically referred to as:

**“A map on which a few points are known and the road between points is inferred.”**

**(Malan, 1999: 22)**

Malan (1999: 22) has also observed that although the concept theory is variously defined, these definitions have in common, the elements of reality and belief. She refers to belief as the way in which theorists see and attempt to explain phenomena. Reality on the other hand, she observes, is the data or behaviour that theorists see and try to explain.

It becomes clear from the above views on theory that its two major uses are to explain a current state of affairs and to predict future occurrences (Best and Kahn, 1993: 10). In addition to the above, theory also has other uses which make it indispensable to a study of this nature. The following are some of its uses as identified by Isaacson and Brown (1993: 20):

- Assisting in the incorporation of data.
- Summarising and generalising a body of information.
- Focusing attention on relevant data.
- Facilitating understanding and explanation of complex phenomena.
- Presenting ways of evaluating previous phenomena.
- Stimulating further research and fact finding.

For it to be able to perform the above functions satisfactorily, theory must satisfy among others, four criteria. Firstly, it must provide a simple explanation of the observed relations pertinent to a particular problem. Secondly, it must be consistent with both the observed relations and an already established body of knowledge. Thirdly, it must provide a means of confirmation and modification. Lastly, it must stimulate further research in areas in need of investigation (McMillan and Schumacher, 1993: 8).

One of the objectives of this study is to evaluate community colleges, i.e., explaining the current state of affairs and to consider the possibility of their establishment in the Eastern Free State as prediction of their future use. Exploration of selected theories impacting on community colleges will go a long way in facilitating the achievement of these and other objectives of this study.

The organisation of this presentation of the theoretical and conceptual framework on community colleges will be influenced to a large extent by the following significant aspects of the nature of this study:

- The study deals with community colleges, which are distinctly an invention of the USA. Consequently, Americans are leaders on the theory and practice of community colleges. For this reason, this theoretical and conceptual framework on community colleges will be based on the American model of the community college.
- The phenomenon of interest of this study underscoring the community college is a relatively new concept in South Africa. This novelty of the concept will be reflected in the theoretical and conceptual framework

for community colleges by the considerable amount of space that will be devoted to the elucidation of the concept of community college.

- One of the objectives of this study, as mentioned earlier, is to evaluate community colleges in order to consider their contribution to continuing education for the vocational-technical sector. In order to do justice to this evaluation, it will be necessary to take a closer look at the concept of vocational education as well as at the theories impacting on it, since these will also have a significant impact on the provision of education in community colleges.

## **2.2 The Concept of Community College**

As aforementioned, community colleges are patently an American invention. According to Witt *et al.* (1995:1), they were born in the American heartland before the turn of the twentieth century and spread rapidly throughout the expanding west and a century later, there is a community college within commuting distance of most Americans. It is therefore obvious that the most developed community colleges will be found in the USA. The following discussion of the concept community college will subsequently be based on the American model and will include the concept community, definition of the community college, circumstances which led to the establishment of community colleges in the USA, the mission and objectives of community colleges.

### 2.2.1 The Concept of Community

A clear understanding of the concept community as used in this study, is of fundamental importance in the discussion on community colleges as providers of vocational-technical education, since it is the lynch pin in the subject of our interest. Lack of understanding of the concept may impair the understanding of the nature and functioning of community colleges, which is of fundamental importance in the achievement of the objectives of this study. Mayo (1994: 48) rightly points out that the concept is notorious for its dubiousness and points out that it has been used differently to push different agendas:

**“Community has been used in different ways over time. And it has been used within the context of alternative sociological approaches and competing political orientations. These fundamental differences are key, it will be argued. It is not just that the term community has been used ambiguously; it has been contested, fought over, and appropriated for different uses and interests to justify different politics, policies and practices.”**

A brief look will be taken into some of the different interpretations of the concept. This will be done with the purpose of expanding our comprehension of who is being served by community colleges.

The Center for Educational Research and Innovation (CERI) (1982: 47) conducted a survey among several universities in different countries, with the purpose of determining the universities' understanding of the concept



community as it applies to them as institutions of learning. An analysis of the results of the survey, revealed the existence of factors of differentiation within any 'community'. The CERI found these factors to be of considerable importance since they can lead to the exclusion of certain groups in the community from any relationship with the institution. These factors include ethnic groups, cultures and sub-cultures, rural or urban society, different degrees of socio-economic development, differing structures of representation; authority powers and responsibilities. This finding coincides with the view of Mayo (1994: 51) of the concept:

**“Community can be defined in terms of people who live in a common geographical area. Or it can be defined in terms of common interests, interests which may be as diverse as ethnic origin, religion, politics, occupation, leisure pursuits or sexual propensity as in the Jewish community ... the occupational community of the police or the gay community.”**

Chekki (1979:6) concurs and adds other factors to be taken into consideration:

**“...the concept 'community' will refer to a relatively limited geographic area of living, identified as such by the residents with reference to common residence and interest, and mutual interaction. In addition to this territorially organised community as our unit of analysis, we have also recognised another important**

**social unit - a group or association, again based on common needs, interests values and functions. Such an understanding of community then accentuates, in addition to territorial definition, such essential constituents as common bond, membership in a group, sharing of common interests and an identity, together with acknowledgement of the rights and responsibilities of all other community members.”**

Chekki(1979:6) also recognises universal dynamism as an essential component of all communities. According to him, change, whether natural or planned, is inevitable if communities are to endure and develop. They therefore must undergo a continuous process of alternation, adjustment, adaptation and re-organisation.

Further analysis of the results of the CERI (1982: 48) survey of universities mentioned above, resulted in the identification of three broad approaches to the concept of community. These are referred to as the structural approach; the geographical, institutional and administrative approach; and, the voluntarists and political approach. The three approaches are briefly described below.

### **2.2.1.1 The Structural Approach**

The fundamental criterion underlying the structural approach to the concept of community is that of the real or potential client population served by the institution, which constitutes an important agent in the process of expressing and identifying demands. Associated with this approach are definitions with different emphases and are favoured by institutions sharing the same emphasis with the definition.

- There are those that emphasise all potential or real client individuals including those groups, which are catered for by the permanent education and the continuing education services. Institutions favouring this category of definition are usually those whose objective is to uplift the level of knowledge of the individuals.
- Some emphasise an entity composed of organised groups such as trade unions. Institutions that have a high regard for issues such as worker education defence of the environment and socio-cultural activities favour this definition.
- Others emphasise firms and employers. These are used by institutions concerned with employment related education, continuing education of executives and applied research for the benefit of firms.
- Finally, there are those that emphasise public authorities including geopolitical entities such as territorial and administrative bodies.

### **2.2.1.2 The Geographical, Institutional and Administrative Approach**

The criterion underlying this approach is the use of territorial divisions to show the limits of each type of community. It would not make much sense to assign borders to an institution's area of operation without taking the different functions of the institution into consideration. When the functions are taken into account, the community may be defined in terms of:

- The student recruitment area (corresponding with the teaching function of the institution).
- The area of dissemination of research activities (corresponding with the research function of the institution).
- The area over which services are provided (corresponding with the service function of the institution).

The definition of an institution's community in accordance with this approach, may be a result of external factors such as administrative and budgetary issues decided upon by central authorities, or internal factors within the region itself such as socio-cultural integration and tightening of community links. Whether decided upon externally or internally, the CERI (1982: 51) sees this approach as having three objectives:

- To take into account the existing disparities between regions or areas, in order to ensure better distribution of financial, human and technical resources, whilst endeavouring to introduce more equitable conditions for access to the educational services.
- To bring about a better adaptation of teaching and research activities to the socio-economic and cultural realities of the regional environment.
- To make changes in the structures and decision-making procedures, both in the community and the institution, through an increased participation of each in the other's affairs.

#### **2.2.1.3 The Voluntarists and Political Approach**

The main thrust of the voluntarists and political approach is planning aimed at defining and circumscribing the community, which the institution is to serve. The approach relies heavily on the contribution that the institution can make to regional, economic and industrial development. Some of the activities of the institution are directed towards target populations or specific geographic areas with the intention of either improving them or assisting them in their own efforts at improvement.

The objectives associated with this approach are:

- To develop in the region, a general climate favouring research.
- To give fresh impetus to firms and to other local activities.
- To offer a wider variety of programmes, both for university studies and for occupational training.

- To improve the supply on the labour market, of university graduates capable of filling responsible posts.

It is clear from the above discussion of the different approaches to the definition of the concept of community that although the approaches seem to be different and sometimes in conflict with one another, there are also many areas of overlap among them. It has also come to light that the understanding that an institution has of the concept, determines the services that the institution offers and that the services that the institution offers also determine who it recognises as its community. It then follows that the definition of the community college will be greatly influenced by how American educationists interpret the concept of community.

### **2.2.2 Definitions of the Community College**

There are several related definitions of the concept of community college. A brief look will be taken at some of them with the purpose of educing its meaning. As Hoyt (1994: 18) rightly points out:

**“Definitions do make a difference in describing and delimiting the basic nature and purpose of any concept. While definitions have limited usefulness in helping one understand *how* a programme is to operate, they are of central importance in specifying *what* the concept is intended to accomplish. The words that are used and the ways in which words are joined together, combine to form the basic rationale and justification for the concept itself.”**

An analysis of these definitions will therefore hopefully assist in the understanding of the nature and purpose of community colleges.

Singh(1996: 109), refers to a community college as:

**“Any institution accredited to award the associate degree in arts, science and applied science as its highest qualification, in addition to a vast array of compensatory and community education.”**

Venter (1996: 11) defines a community college as:

**“A public, comprehensive institution offering general education, including academic transfer, technical-vocational education and training, compensatory, remedial and community education. The institution has its foundation in the community (local population, business and industry) and responds to the needs of the community.”**

According to Witt *et al.* (1995: 131) a community college is:

**“An institution designed to serve chiefly local community educational needs. It may have various forms of organisation and may have curricula of various lengths. Its dominant feature is its intimate relations to the life of the community it serves.”**

The Encyclopaedia Britannica (1980:638) refers to the community college as a junior college and defines it as:



**“A two-year institution, offering continuing education beyond secondary school but not granting degrees. It is in many respects an extension of the public school system, providing terminal education (vocational and semi-professional training) for many students and the first two years of undergraduate college study for other students who may subsequently attend a standard college or university.”**

Gleazer Jr. (1994: 20) sees it as:

**“A two-year institution of Higher Education, generally public, offering instruction adapted in content, level, and schedule to the needs of the community in which it is located. Offerings usually include a transfer curriculum (credits transferable toward a bachelor’s degree), occupational or terminal curriculums, general education, and adult education.”**

The following features of a community college emerge from these definitions:

- Community colleges are two-year institutions. They are called two-year colleges because they offer the first two years’ work towards a bachelor’s degree, to students who intend transferring to four-year institutions that offer the degree.

- Community colleges award associate degrees as their highest qualification.
- They offer a wide range of educational services to their communities.

These include, *inter alia*:

- ☛ Community education.
  - ☛ Academic transfer.
  - ☛ General education.
  - ☛ Developmental/compensatory/remedial education.
  - ☛ Vocational-technical education.
- Community colleges respond to the needs of their communities resulting in a close relationship between community colleges and such communities. This fact is collaborated by the 1947 President's Commission on Higher Education (Witt *et al.*, 1995: x):

**“The Community College seeks to become a center of learning for the entire community, with or without the restrictions that surround formal course work in traditional institutions of Higher Education. It gears its programs and services to the needs and wishes of the people it serves.”**

- Community colleges are sometimes viewed as an extension of the school system:

**“The colleges of this early period were clearly extensions of high schools. Existing school facilities were used, and**

**teachers continued to teach in very much the same way that they taught high school courses. ...In most communities, the same board served the school and college.”**

**(Tillery and Deegan, 1985: 6)**

- The terms two-year college, junior college and community college are used interchangeably in referring to this type of college. At the second annual meeting of the American Association of Junior Colleges (AAJC) in 1922, the junior college was defined as:

**“An institution offering two years of instruction of strictly collegiate grade.”**

**(Gleazer Jr., 1994: 17)**

This definition implies that the junior college differs from a community college in that the former had only one role, namely, the transfer function while the latter has multiple roles. Three years after the AAJC annual meeting, the definition of the junior college was amplified:

**“The junior college is an institution offering two years of strictly collegiate grade. This curriculum may include those courses usually offered in the first two years of the four-year colleges; in which case these courses must be identical, in**

**scope and thoroughness, with corresponding courses of the standard four-year college. The junior college may, and is likely to, develop a different type of curriculum suited to the larger and ever-changing civic, social, religious, and vocational needs of the entire community in which the college is located. It is understood that in this case, also, the work offered shall be on a level appropriate for high school graduates.”**

**(Gleazer Jr.,1994: 17-18)**

This definition eliminates the difference between the junior and the community college. Thus, the term junior college is hardly used anymore.

Several other names in addition to the above mentioned, have been advanced but none of the others has taken hold. These include “city college”, “peoples’ college”, “democracy’s college” and “anti-university college”. The name “anti-university college” was proposed by those who saw community colleges as negating the principles on which universities had been founded (Cohen and Brawer, 1982: 5).

What comes out clearly from the above analysis of the different definitions of the concept of community college is that how the concept is defined depends on a number of factors. These include the services they offer, people they serve, qualifications offered as well as the duration of training.

As stated earlier, community colleges are a distinctly American invention and are a new concept in South Africa. In order to further broaden our understanding of the community college concept, it would be necessary to find out why these colleges were established.

### 2.2.3 Why Community Colleges Were Established

Scrutiny of the literature on community colleges reveals several circumstances that led to the establishment of community colleges in the USA. Some of them are summarised below:

According to Witt *et al.* (1995: xii) the major reason for the establishment of community colleges, was to extend educational opportunity by broadening opportunity. They state:

**“The present expansion in education is not only vastly increasing the number of students; it is also drawing them from many more diverse social origins. This trend should be encouraged further. We should cast our net wider and wider in order to identify, to catch and to bring within the scope of education all available talent, wherever it may be found.”**

American President, Harry Truman, added to the call for the extension of educational opportunity when, on the 13<sup>th</sup> of July 1946, he created the

President's Commission on Higher Education. In his letter appointing members to the commission, he wrote:

**“Among the more specific questions with which I hope the Commission will concern itself, are ways and means of expanding educational opportunities for all able young people; the adequacy of curricula, particularly in the fields of international affairs and social understanding; the desirability of establishing a series of intermediate technical institutes; the financial structure of Higher Education with particular reference to the requirements of the rapid expansion of physical facilities.”**

**(Parnell, 1993: 83)**

Seventeen months later, The President's Commission on Higher Education (1947:3) responded to the call of the President by recommending in its report that public education be made available tuition-free, to all Americans able and willing to receive it, regardless of race, creed, colour, sex, or economic and social status. This call gave community colleges a major role in the offering of education to the majority of American citizens.

Monroe (1972: 13) identifies the following four reasons for the establishment of community colleges:

- Demands from a growing number of high school graduates clamouring for a college education. This notion is also supported by Tillery and Deegan (1985: 5) as follows:

**“The primary factor in the increased demand for and expansion of Higher Education was the increase in completion rates from the secondary schools. So as early as the late 1880's, the increasing attendance at and graduation from American high schools, resulted in new demands for Higher Education that could not, or would not, be met by existing colleges and universities.”**

- Growing demands of business and industry for technically trained employees in the middle-level occupation. Related to this is the rapid industrialisation of the USA and the mechanisation of its agriculture, both leading to increasing demands for trained employees (Tillery and Deegan, 1985: 3).
- The existence of local communities that had both sufficient taxable wealth and population and willing to support community colleges.
- Parents and citizens aspiring to have their children enjoy the fulfillment of a dream for college education.

Cohen and Brawer (1982: 5) add to the list state universities, who, apart from their commitment to the goal of equality of educational opportunity, also feared being swamped by students who would prevent them from being devoted to research and graduate training. The establishment of community colleges

enabled these universities to concentrate on upper division and graduate education and to accept only the best students who were able and willing to continue with their education after completing the lower division work. Raby (1996: 3) concurs with this view when he contends that the United States (US) community college, in part, evolved as a feeder institution to provide educational opportunities for students who did not fit the traditional profile; lacked a sufficient academic background for entrance in four-year universities; or could not afford university tuition. He therefore feels that community colleges were established with the purpose of disputing the preconception of Higher Education being a venture intended for only the chosen few.

Government officials have also been identified as being among the strong local drives to found community colleges. These officials include local school superintendents and high school principals who founded community colleges mainly because these brought them professional prestige and gave them access to college-level jobs. For example, Dougherty (1994:22) maintains that by establishing a community college, local principals or superintendents could attract the acclaim of their peers and of the professional elite at the universities. In addition to the above reason, government officials offered an “attractive carrot” as publicly subsidised employment training to business, in order to realise goals of their own such as capital for economic growth which would be welcome by voters and secured the officials their positions as elected officials.



Community colleges were also established as a result of a commitment to be different from traditional Higher Education. The emphasis was on access, convenience, low-cost and a convenient location of services (Eaton, 1987: 2).

It is clear from the reasons advanced above that community colleges were established to serve the wide ranging educational and vocational-technical interests of several parties. These included students, the community, universities, business and industry, individual government officials and the government in general. The next question to consider now is whether the community college has lived up to the expectations of those who had an interest in its formation. This question can be answered by scrutinising the mission of the community college.

#### **2.2.4 The Mission of Community Colleges**

It would be difficult, if not impossible to describe a community college without focusing on its mission. Bogart (1994: 60) defines the term mission as follows:

**“What the institution will contribute to society, whom it will serve, how it will serve them, and the social benefits that will result.”**

In consonance with this definition, the debate on the mission of the community college centres on questions such as the following: Can and should the community college be all things to all people? After the students have gained access to the community college, what is the goal? What constitutes reasonable progress in a community college? What are community colleges

providing and how are they providing it? Are there some functions that should not be provided and some people who should not be served - at least by a given community college?

From the review of the literature on community colleges, it becomes clear that the mission of community colleges is difficult to articulate. Vaughan (1983: 9) advances the following reasons for this difficulty:

- It is constantly changing and is in a state of flux.
- Each college has its own mission which takes on a local flavour.
- It changes whenever there are changes in local and national leadership.

This view is echoed by Bogart (1994: 61) who indicates that defining the current mission of the American community college is a complex task. He states that:

**“What makes it complex, is that we don’t exactly have fifty versions in fifty states. One needs to take into account the fact that what may be sound mission in one state may only be a part of the mission in another.”**

Further review of the literature on the mission of community colleges also reveals that it has been organised differently by different researchers. Two of the ways in which it has been organised are summarised below.

Cross (1985: 36) organises it into themes or foci referred to as: Comprehensive, vertical, horizontal, integrated and remedial.

#### **2.2.4.1 The Comprehensive Focus**

The comprehensive focus includes the five traditional programmes of the community college propounded by Cohen and Brawer (1989: 229 - 341):

- Career Education: Occupational Entry, Change and Development.
- Compensatory Education: Enhancing Literacy and Basic Skills.
- Community Education: Extending College Services and Training.
- Collegiate Function: Transfer and The Liberal Arts.
- General Education: Knowledge for Personal and Civic Life.

The comprehensive focus has its roots in the historical arguments for equal access to educational opportunity, namely, that all prospective students should be within commuting distance of the type of education that serves their needs (Cross, 1985: 37). Critics of the comprehensive mission argue that it will be difficult if not impossible to pursue excellence simultaneously in all five of the programmes making up the comprehensive community college since it spreads the college's resources too thin (Cross, 1985: 37).

#### **2.2.4.2 The Vertical Focus**

The vertical focus emphasises the transfer function of the comprehensive mission. Its goal is to move students through the traditional education system, namely, from high school through a community college to a four-year tertiary institution. Community colleges opting for the vertical focus, offer the liberal arts courses needed to transfer to four-year institutions, prepare their students

for college-level work, help them to transfer to four-year institutions and conduct follow-up studies of students transferring to four-year institutions to determine how they have performed.

The vertical focus is generally acknowledged as the most prestigious and easily understood model. This is because it places the community college between the high school and four-year colleges as an essential part of the formal education system (Cross, 1985: 380).

#### **2.2.4.3 The Horizontal Focus**

Unlike the vertical focus, which seeks to form linkages within the formal education system, the horizontal focus reaches out to nurture linkages with the community. A college opting for the horizontal mission becomes a major role-player in community development. Such a community college is seen as the hub of all education going on in the community, serving people of all ages throughout their lives and helping the community to solve problems and build a better community through education. Educational partnerships are formed with industry, senior citizens centres, local libraries, local theatres, museums, etc. (Cross, 1985:41).

#### **2.2.4.4 The Integrated Focus**

The integrated focus gives major attention to linkages within the college rather than to external linkages either with the education system or the community. A community college opting for this focus emphasises multi-disciplinary courses, team teaching and curriculum development across college departments. Cohen, the proponent of the integrated focus, believes that a community

college education should contain a sequence of intended learnings. He describes sequence as a pattern of progression that has some rationale, order and deliberate arrangement. Cohen is against the view of the community college serving anything that anyone in the community wants. On the contrary, he believes that it should provide a continuing, liberal arts education for life-long learners of all sorts (Cross, 1985: 43).

#### **2.2.4.5 The Remedial Focus**

The remedially focused community college develops a comprehensive set of services that is needed by young people in order to help them become responsible and useful citizens. This set includes guidance, job preparation, job placement, referral to other community agencies for help, apprenticeship, etc.

Careful analysis of the foci propounded by Cross (1985: 36), discloses a close relationship between the comprehensive focus and the other four, with each of the four foci corresponding with one of the functions comprising the comprehensive focus as follows. The horizontal focus corresponds with community education; the vertical focus with the collegiate function; the integrated focus with general education and the remedial function with compensatory education.

The second organisation of the mission of the community college is proposed by Bogart (1994: 63), who weaves the literature on the mission into six areas.

These are: Governance and Leadership; Student Development; Instruction and Faculty; Curricula/Programmes; Economic Development and Life-long Learning. A brief discussion of these aspects follows.

#### **2.2.4.6 Governance and Leadership**

In this area it is argued that governance and decision-making processes, not only impact on the mission but also help to shape it. The converse is also true, namely, that the mission can also influence governance and decision-making. This means that the community college mission and the decision-making process are inextricably linked. In support of this view, Fryer and Lovas, as referred to by Bogart (1994: 64), state that:

**“The function of leadership in governance is to create the conditions within which people want to decide and want to act in ways that maximise the institution’s achievement of its purposes.”**

#### **2.2.4.7 Student Development**

The mission of the community college from this area of focus is two-fold: Firstly, to help students succeed. This includes a variety of services such as assuring open-door admissions; providing educational, career and personal counselling; supplying financial and academic assistance; supporting a wide range of out of class college and community-based activities. Secondly, the mission could be oriented to serving a diversity of students. This includes reaffirming equality of opportunity as an essential goal; developing an aggressive outreach programme for disadvantaged students; expanding and

improving outreach programmes for adults; encouraging intellectual and social contacts among students of different ages and racial backgrounds.

#### **2.2.4.8 Instruction and Faculty**

The mission becomes linked to instruction when viewing each course being offered in the college as a major component of the mission of the community college. The importance of the faculty in fulfilling the mission of the community college is underscored when the community college commits itself, amongst others, to recruit and retain top quality members of faculty; identifying, employing and nurturing faculty members representing diverse groups; providing for the renewal of faculty staff and establishment of policies that address the concerns and needs of part-time members of faculty.

#### **2.2.4.9 Curricula/Programmes**

The mission of the community college in as far as the curriculum and programmes are concerned, focuses on the five functions of the comprehensive community college, namely, the transfer function, the career preparation function, the developmental education function and the community service function. The mission pays particular attention to the role of the functions, the clients to be served, the various elements that constitute the functions, as well as a guide on how to assess the functions.

#### **2.2.4.10 Economic Development**

Economic development as the mission of an institution is a thrust that the entire community college, rather than only a segment thereof must address.

Although the programme activities associated with economic development flow from career education, they are not bound by it. With its linkages with the community at large, economic development tends to hold a position of greater relevance than career education.

#### **2.2.4.11 Life-long Learning**

The mission statements of community colleges focusing on life-long learning acknowledge and reflect the community college's role in providing life-long learning opportunities. These community colleges have helped many adults in various ways such as improving their work-related skills, offering general education, helping them to read and write, learning new languages and in leisure learning.

In conclusion, the following citation from Cohen and Brawer (1987: 2) aptly captures the overall mission of community colleges:

**“Enter the community college. Aptly labelled ‘democracy’s college’, it sought to provide access to Higher Education to people who might not otherwise attend. It accepted the diverse students and shaped itself to their form. Occupational programs were organized for students seeking job entry. Massive remedial programs were installed for students who could not read. Courses were offered at the students’ convenience, day and night, on campus and off. Past academic sins were forgiven as the community college accepted students who had done poorly in high**



**school or in prior college studies. Course registration was simplified, and students took advantage of policies allowing them to drop in and out again at their whim. Adults seeking personal - interest activities, avocational pursuits, or occupational upgrading were welcomed. It became the college for everyone.”**

Consequently, it becomes patently clear that the community college serves numerous objectives. We need to consider some of these objectives.

### **2.2.5 Objectives of Community Colleges**

Venter (1996: 11) identifies the following as the criteria to be fulfilled by community colleges, depending on their location and community demands. These criteria may also serve as the objectives to be achieved by community colleges in order to realise their mission as adumbrated above.

- To provide the first two years of college education for those students who plan to continue studies towards a bachelor’s degree.
- To provide students with developmental education and services which will assist them in making personal academic and career decisions.
- To provide educational opportunities to community members of all ages including those not seeking degrees, or who are uncertain of their educational goals, to acquaint themselves with broad areas of learning.
- To provide educationally oriented programmes for those students who wish to pursue work in a vocational, technical and business sphere.

- To provide programmes for those people in business, industry or in the professions who wish to study for advancement in a current occupation or to enter a new area of employment.
- To provide programmes for basic and adult education leading to a high school diploma or equivalent qualification.
- To provide programmes and activities, which address significant community problems, e.g., environmental and governmental concerns, health, safety, child-rearing and education, consumer economics and human relations, etc.
- To provide a cultural and social environment to enable students to further develop their social competence, interests and talents.
- To promote economic development by forming educational partnerships with business and industry.
- To provide remedial programmes.
- To provide occupational training facilities for adults on a part-time basis.
- To provide open-door access to persons from the communities to attend courses for self-improvement.
- To provide flexible attendance schedules to employed adults.
- To provide an outlet for leisure learning.

It is clear from the above that with so many objectives, the community college is suited to serve the needs of diverse students. The next issue to consider is whether everyone is content with the functions community colleges are performing.

### 2.2.6 Criticism of the Community College

Although the advocates of community colleges had good intentions for their existence, there are some who are strong critics of these colleges. The following are some of the criticisms that have been levelled against community colleges:

- The community college provides business, at public expense with trained workers who will smoothly fit into the capitalist enterprise. Pincus (1983:4) states:

**“Community colleges are part of an education system that produces social inequality... The leaders of private industry get workers who are trained at public expense. The more privileged sectors of society are less likely to be challenged since the aspirations of working class and minority students are lowered (cooled out) by community colleges.”**

- The community college maintains class inequality over the generations by ensuring that working-class children inherit their parents' social class position. Zwerling (1976: xix) observes:

**“Not only is maintaining the social hierarchy a primary function of the community college, but the community college is also remarkably effective at the job. It takes students whose parents are characterized primarily by low income and educational achievement and slots them into the lower ranks of the industrial and commercial hierarchy. The community college is in fact a**

**social defence mechanism that resists changes in the social structure.”**

- The community college protects selective admissions at the Higher Education institutions. Nasaw (1979: 228) clearly articulates this view:

**“For the education system to function properly, two-year students must somehow be diverted from the four-year schools. The scarcity of the bachelor’s degree must be protected ... The diversionary role of the two-year college is, again, not accidental, but an intended, intrinsic function of these schools within state systems.”**

### **2.2.7 Summation**

The above discussion on the concept of community college has hopefully clarified what the community college is, why it was established and the services it is rendering to its clients. Although some people have different views, the definition of the community college, its mission and objectives, bear testimony to the contention that the community college is indeed “the college for everyone”. A statement which is also confirmed by the following observation by Witt *et al.* (1995: xv) pertaining to the diverse nature of the community college and its determination to serve everyone:

**“The open-door, close-to-home, low-cost, community-responsive policies of the community college have resulted in a diversity of**

**learners beyond the breadth of any other educational institution. Added to the variety of a typical high school population are differences in age, ethnicity neighbourhood, and income. In some cities the first genuine interaction among racial and cultural groups takes place when the student reaches the community college.**

**As these colleges opened their doors all across America, the population that responded was unprecedented in terms of race, lifestyle, economic means, psychological and emotional needs, and educational preparation. By any measure, in terms of previous institutional experience, community colleges were dealing not only with ‘regular’ students but with those that would have to be described as unconventional and non-traditional.”**

Finally, one can also see a clear correlation between the objectives, the mission and the demands that led to the establishment of community colleges. There is therefore no doubt that community colleges have brought public education within reach of every American citizen in accordance with the wishes of the 1947 President’s Commission on Higher Education.

It has emerged from the above description of the community college that one of its major roles is to prepare its students for the world of work. The next focus of our discussion will therefore be on the concept of vocational education as it relates to this function of the community college.

## **2.3 Vocational Education**

### **2.3.1 Introduction**

It is evident from the above discussion of the concept of community college that provision of vocational education, is one of the major functions of the community college. Since the community college as a provider of vocational-technical education is the subject of interest of this study, we now need to take a closer look at the concept of vocational education. This analysis of the concept will include its definition and that of related terms, its nature; as well as its objectives.

### **2.3.2 Definitions of Vocational Education and Related Terms**

Different authors have defined vocational education from different perspectives. It has been defined in terms of programme utility, the people who enroll, the level at which it is offered, the economic needs of a social system and manpower needs of the nation (Thompson, 1973: 116). As Thompson (1973: 105; see also, Hoyt, 1994: 16) points out, these definitions are a major factor in influencing vocational education in terms of social and philosophical foundations, giving it meaning and substance as well as in specifying what the concept is intended to accomplish. Some of these definitions are given below, followed by a comparison with definitions of related terms such as career education, general education, technical education and practical arts.

Wenrich and Wenrich (1974: 16) define vocational education as:

**“Specialised education which is organised to prepare the learner for entrance into a particular occupation or family of occupations or to upgrade employed workers.”**

These authors refer to vocational education as specialised education, implying that it differs from general education or what may be referred to as common learning. Scrutiny of literature on the concept reveals that it is indeed different from general education in that it deals with educational experiences designed for individuals who have a particular interest in a specific field and wish to pursue study in that field beyond the level of common learning or general education. Courses or programmes are elected by those individuals who have a special interest in preparing for a particular occupation or a set of occupations. It is that part of the total process of education aimed at developing the competencies needed to function effectively in an occupation or group of occupations (Wenrich and Wenrich, 1974: 6&9). The authors differentiate vocational education from general education in that the latter concerns all educational activities, which are not planned specifically to develop vocational competence. According to them, general education is referred to as such because it is needed by everyone and is concerned with the total personality and seeks to meet the common needs of youth for competence as a person and as a citizen. They further assert that although vocational education differs from general education, the difference does not lie in the content of the two, rather in what use is made of the content. As an example, if Science is taught to learners for the purpose of exposing them to scientific principles for use in their daily lives, that becomes general education,

but if the same Science is taught to them as it relates to a particular trade or technical occupation, it becomes vocational education.

The above definition is in consonance with that of Evans (1971: 53) who sees vocational education as:

**“Education, which makes a person more competent in one group of occupations than in another.”**

Criticism levelled at these definitions is based on their emphasis on social utility. There is an opinion that individuals receiving education in accordance with these definitions are channelled into a pattern of similarity by a narrow training programme instead of being assisted in exploring a career. This criticism arises as a result of the use of phrases such as “one group of occupations” and “particular occupation” (Thompson, 1973: 112).

The Smith-Hughs Act of 1917 (Thompson, 1973: 107) refers to vocational education as:

**“Education which is under public supervision or control: that the controlling purpose of such education shall be to fit for useful employment; that such education shall be of less than college grade and that such education be designed to meet the needs of persons over fourteen years of age who have entered or who are preparing to enter work.”**



Similarly the Vocational Association defines vocational education as:

**“Education designed to develop skills, abilities, understandings, attitudes, work habits and appreciations needed by workers to enter and make progress in employment on a useful and productive basis.”**

**(Thompson, 1973: 111)**

The central theme of these definitions is fitting human beings for work. According to Thompson (1973: 105), they were influenced by the accident theory, which was at its peak of popularity when the Smith-Hughes Act was passed in 1917. According to this theory, one has little control over one's environment and must mould his/her life to what exists rather than attempt to adjust, modify, or rationally consider his/her surroundings. The theory places great emphasis on environmental forces, which are external to the individual and place less emphasis on the individual. It makes the environment the active variable and reduces the individual into a passive variable. In line with this theory, people needed to be fitted or matched to jobs. It was argued that the work to be done determined who was to perform it and not *vice versa*. It is because of this argument that the words “fit” and “work” are used in the above definitions. Definitions based on the accident theory have often been criticised for giving primary emphasis on skills and work and secondary emphasis to the learner.

As seen from the foregoing discussion, though the definitions are clear in as far as delineating what vocational education intends to accomplish, they are not without criticism. It is precisely for this reason that Evans (1971: 53) states that no definition of vocational education is entirely satisfactory.

Other concepts related to vocational education are technical education, career education and the practical arts education. These concepts will be considered in order to underpin the similarities and differences between them and vocational education. This is necessary because the terms are sometimes erroneously used synonymously with vocational education.

The term **technical education** as seen by Singh (1996: 24) refers to preparation for work in scientific and industrial fields. It encompasses general education and the study of technologies and related sciences as well as the acquisition of practical skills and knowledge. Its broad objectives differentiate it from vocational education, which is directed at developing the particular skills and knowledge needed for a specific occupation or group of occupations.

According to Wenrich and Wenrich (1974: 8) the term **career education** refers to:

**“The total process of helping children, youth and adults discover and develop their potential for work. It is a broad term which includes virtually everything the schools do from kindergarten**

**through adult education, to help people understand, prepare for, and succeed in the world of work. This total process can be divided into two phases- career development and career preparation (vocational education).”**

Thus, according to the above description of career education, vocational education is a component of career education. This fact is supported by Hoyt (1994:20), who, after analysing a series of definitions of career education, came to the conclusion that none of them specifically excluded vocational education. However, he was quick to add that none of the definitions he had analysed make vocational education synonymous with career education. Career education is therefore closely related to, but definitely not synonymous with vocational education.

The phrase **practical arts** refers to the phases of general education dealing with the organisation, tools, materials, processes and products of agriculture, business, industry and the home and with the contributions of workers engaged in these fields. It is a type of functional education with a profound emphasis on activities and is taught on a non-vocational basis (Wenrich and Wenrich, 1974: 13).

The content of practical education differs from that of vocational education in that it is derived from the world of work in terms of what everyone should know about agriculture, business industry and the home in order to appreciate and use the products and services of these areas of activity, while that of vocational

education is drawn from the world of work through the analysis of the skills, understanding, values and attitudes of successful workers in a particular field.

### **2.3.3 The Nature of Vocational Education**

#### **2.3.3.1 Vocational Education Prepares Individuals for Work**

Vocational education is one phase of the process of education for work.

Thompson (1973: 111) refers to it as:

**“Education for work- any kind of work which the individual finds congenial and for which society has a need.”**

Work as referred to in the above citation is viewed as a physical or mental effort directed towards some end or purpose. The end or purpose towards which work is directed, serves as motivation to work. The main reason for people to engage in work is for earning an income. Research has, however, shown that most people would continue working even if they had already earned enough money to live comfortable lives. Thus, other reasons for working are that people need activity, self-respect, social contacts and participation (Wenrich and Wenrich, 1974: 28).

#### **2.3.3.2 Vocational Education is as Broad as the World of Work**

Vocational education includes preparation for employment in any vocation where specialised education is required, for which there is societal need and which can be most appropriately done in schools. It is concerned with a whole

hierarchy of occupations from those requiring a short time of preparation to those requiring longer periods of preparation.

#### **2.3.3.3 Vocational Education Includes More than Manipulative Skills**

Vocational education involves more than mere acquisition of skills for competence in one or a set of occupations. Skills are important in vocational education and will continue to be important for sometime to come, but their acquisition is not all there is to vocational education. It is concerned not only with the manual skills involved in an occupation but with all of the competencies needed to function effectively in employment. This includes the cognitive and psychomotor skills without which proper functioning may not be possible. It is also concerned with the attitudes and values of the worker, i.e., the affective domain.

Vocational educationists should therefore avoid sole emphasis on building a specific set of skills. They must teach subjects in such a way as to develop analytical problem-solving and skills vital in a group situation, as well as the ability to adapt to change (Thompson, 1973: 216; see also, Wenrich and Wenrich, 1974: 8).

#### **2.3.3.4 Effectiveness of Vocational Education**

The success of vocational education is measured by the degree to which it results in employment, which is satisfying to the employee and acceptable to the employer. As explained earlier, there is, however, more to vocational education than job training.

#### **2.3.3.5 Vocational Education is Humanistic**

Appropriately arranged vocational education has the capability of offering a broad and comprehensive curriculum to youth, both at high school level and beyond. Making a wide range of vocational education programmes available to youth will help them realise their capabilities and potential for success in the world of work and thereby serve to liberate them from the boredom of an educational programme, which lacks relevance for them.

The nature of vocational education is such that it makes it appropriate to serve numerous objectives related to the world of work. Three of these objectives are considered below.

#### **2.3.4 Objectives of Vocational Education**

Evans (1971: 9) contends that providing a mechanism for meeting the human power needs of the local community, is the oldest and most widely accepted objective of vocational education. He further points out that the needs of the nation and those of society are equally or more important, because all institutions of society, such as industry, the church and the schools need trained people to run them. It is because of this observation that Evans, in his chronological listing of three objectives of vocational education, ranks meeting the human power needs of society first. The other two are, in order of importance, increasing individual options and lending intelligibility to general education. A brief discussion of these three objectives follows.

#### 2.3.4.1 Meeting the Human Power Needs of Society

Although the provision of trained human power has long been recognised as an important objective of vocational education, providing such personnel has been hampered by the acceleration of the rate of change in human power needs. Wenrich and Wenrich (1974: 39) therefore suggest that in order to ease the impact of this problem, planners of vocational education should pay special attention to two important issues, which are human power needs within the service area of their schools and the migratory patterns of people in the area. Vocational education planners should, during their planning, be aware of human power trends such as:

- The sharp reduction in the number of unskilled workers in the labour force. Mechanisation is the reason behind this trend. It has been easy during the nineteenth century to replace unskilled human power with power from sources such as coal, petroleum and atomic energy (Evans, 1971: 15).
- The shift from goods producing to service-producing occupations. This is also because of mechanisation, which resulted in a continued decrease in the proportion of the labour force involved in producing goods.
- The increase of women in the labour force.

In addition to understanding the above trends which are of a national nature, education planners should also take into cognisance local trends and conditions with the view to a more accurate human power forecasting and better planning to avoid an over or under supply of human power. Many vocational education theorists (see Evans, 1971; Wenrich and Wenrich, 1974;

and Young *et al.*, 1972) agree that for vocational education to serve the human power needs of society, a system of long-term human power forecasting is needed. Young *et al.* (1972:25) identify four basic techniques that are commonly used in human power forecasting.



- **Employer Surveys**

This is a technique that identifies some 50-150 occupations, which have reasonably high levels of employment in a given area. A scientific survey is made of employers in the area to determine their current and future human power needs in the identified occupations. The technique is easy to use and is relatively inexpensive. Its reliability and validity can, however, not be guaranteed.
- **Extrapolation**

This technique bases its forecast of future needs on past trends. The technique may be used locally, regionally and nationally and is easy to administer and also relatively inexpensive. Its reliability diminishes with its further extension into the future.
- **Econometric Techniques**

The technique yields a national ten-year demand analysis based on projections of population, labour force, productivity, consumption and overall output. It has its limitations of accuracy and would be difficult to implement without an extensive knowledge of labour economics and statistics. It is best suited for regional and not local use.
- **Job Vacancy Occupational Outlook Approach**

The fourth and last technique attempts to build local input into a modification of the econometric model. It takes data obtained through the econometric technique and combines it with local employment data to produce a priority listing of job vacancies that can be used by the education planner. The technique is inexpensive and easy to implement.

#### **2.3.4.2 Increasing Individual Options**

Some individuals as they progress through life, have more opportunities for choice than others. The options for choice may among others, be with regard to places of residence and ways of spending substantial amounts of one's income and occupation. Persons with less choice options have fewer opportunities, they may for example be restricted to renting a humble place of residence; may be forced to spend a substantial part of their income on basic necessities like food, clothes and health; and, they may be compelled to accept whatever employment that becomes available. It follows then that persons with more options for choice are in a better position than those with less.

There are several factors which increase or decrease individual options. Some of these factors are under the control of the individual or groups of individuals, while others are not. Bringing most of these options under the control of the individual or society should be a major goal of society. Wenrich and Wenrich (1974: 40) and Evans (1971: 29) identify the following as the factors which increase individual options:

- Properly conceived education. Educational theorists often see the combination of general and occupational education as being superior in this regard .
- Availability of a large variety of specialised vocational education programmes from which an individual can choose.
- Provision of vocational education by public schools as opposed to that provided by employers. This argument is strengthened by the finding that when individual firms provided instruction in reading and writing,

their employees were often taught to read only the symbols and calculations required by their present jobs. Although this may have been in the interest of the firms, it was definitely not in the interest of the employees (Evans, 1971: 34).

- The broadening of high school programmes to enable the youth to receive training in a family of occupations, thereby giving them greater suppleness in the labour market.
- Availability of adult education programmes for the upgrading and re-training of employed individuals.
- When schools in their endeavour to assist youth in finding suitable employment, provide job placement services. Schools which operate placement offices for their students have been found to have better vocational education programmes than schools which do not offer such a service. The most probable reason for this is that the placement office serves as a feedback mechanism for amendment in the content and methods of the vocational programme to meet local labour market needs.
- Development of additional career ladders in the job place to enable any person who enters an occupation at any entry point to progress towards occupations which provide increased responsibilities and challenges

It is patently clear that education, especially vocational education, has an important role to play in each of the factors listed above. Vocational educators, educational planners and administrators who accept increasing individual

options as an objective of vocational education, can take steps to maximise the role of the above factors in increasing individual options.

#### **2.3.4.3 Lending Intelligibility to General Education**

Vocational education can serve as a motivating factor to enhance all types of learning in one or more of the following ways:

- Employment-bound youth in high schools are challenged to learn by the occupation of their choice and the job entry requirements (Wenrich and Wenrich, 1974: 40).
- It provides a reason for learning basic academic skills by making students aware of the importance of these skills in life and in the achievement of their occupations (Evans, 1971: 56).
- It helps to keep students in school. Research has shown that when factors such as student intelligence and socio-economic class are held constant, vocational education appears to have the lowest dropout rate of any high school curriculum (Evans, 1971: 56).
- As a direct method of teaching, vocational education provides a vehicle for teaching general education content and for teaching it in a far more effective way than can be accomplished in a standard classroom. Its effectiveness in this regard depends on factors such as teachers who are genuinely interested in the success of students, goals which appear relevant to students, an atmosphere of responsible freedom rather than

regimentation and content that is viewed as a means to an end, not an end in itself.

- As an indirect method of instruction, vocational education enables students to learn more in vocational education classes. This becomes possible because occupational success depends on students learning many things that are taught in general education such as reading, writing and basic computational skills. Many students do not see the value of learning these skills until they enter vocational education classrooms where they see their importance (Evans, 1971: 55).

The achievement of the above objectives, the success of vocational education and that of community college education in general, depends to a large extent on the successful implementation of education programmes designed for the community college. These in turn, are influenced by the understanding, correct interpretation and successful execution of the theories that are behind the provision of education to the type of student found in community colleges. A brief look will now be taken at some of these theories and their influence on community colleges.

## **2.4 Theories that Impact on Community Colleges**

### **2.4.1 Introduction**

It has earlier been mentioned that one of the uses of theory is to facilitate understanding and explanation of complex phenomena. Consequently, consideration of some of the theories behind education in community colleges

will enhance our understanding of the character and functioning of community colleges.

Martorana and Kuhns (1988: 238) see the community college as ideally suited to serving as the nexus among agencies dedicated to community development. Strydom *et al.* (1995: 7) on the other hand, are of the opinion that the hub of the mission of community colleges is career preparation and that these educational institutions have a long history of providing occupational and technical training in fields that reflect the needs of their local economies. These authors have also noted that community colleges have extensive and successful experience in life-long learning for adult students.

In the light of the above observations, three theories, namely, the community development theory, career development theory and the theory of adult learning (andragogy) are thought to have had an influence on the formation, development and current state of community colleges as described above. For this reason they have been chosen for consideration in this section. In addition to these, systems theory has also been selected. This has been done because of its potential in offering a connection between the various stakeholders and events that eventually led to the establishment of community colleges.

#### **2.4.2 The Community Development Theory**

Martorana and Kuhns (1988: 230) define community development as:

**“The advancement of the ‘good health’ of a locality or region in all respects - economic, cultural, social, political - and the contribution to a better ‘quality of life’ for the citizens who reside in it.”**

Chekki (1979: 13) views community development as a four-fold entity comprising: process, method, programme and movement. These four components are elaborated upon below:

- Community Development as a Process

Implicitly emphasised in community development as a process, is change proceeding in stages aimed at community self-determination. Community members define their common needs, expound and administer application of plans that will guarantee the satisfaction of those needs. Community development is first and foremost an “education-for-action process” whereby members are able to attain the skills necessary for local autonomy. This implies that education is an important feature of community development as a process.

It may also be said that community development as a process is a systematic approach to change in which each of the phases may be defined and measured in accordance with specific criteria. For instance, change in factors such as cooperation and participation among community members and the extent of community decision-making may, to a certain degree, be operationalised and quantified.

- Community Development as a Method

Inherent in this panorama of community development as a method, are the methods appropriate to achieving specific goals. Education, which has been identified as an essential component of community development as a process, may also be part and parcel of community development as a method as dictated by the articulation of some desired goal. There is therefore no dichotomy between community development as a process and community development as a method. Further, obscuring the differentiation between community development as a process and community development as a method, is the apparent aim of the community development process, which is economic and social development. This aim renders the process itself a means or method.

However, Chekki (1979: 15) notes that those who favour community development as a method usually apply centrally advised programmes which are not always attentive to the needs of the region concerned. This may be contrasted with community development as a process, which heralds the ideal of community self-determination and consequently, assumes a more flexible approach adaptable to the needs of each unique community.

- Community Development as a Programme

Community development as a programme, presupposes that in community development, a programme of activities is formulated and followed whether formally or informally. The planned programmes may



extend across a wide range of community concerns such as agriculture, industry, health, nutrition, housing, education and social welfare. They may vary from neighbourhood efforts to national efforts or in the number of specialised personnel required to initiate and guide the programme. As Chekki (1979: 15) observes, community development as a programme cannot be detached from community development as a process and a method in that:

**“When one adds to the method, which is a set of procedures, some content, such - as a list of activities - one moves towards a community development programme. By carrying out the procedures, the activities are supposedly accomplished.”**

- Community Development as a Movement

The notion of community development as a movement infers that community development is an ideology, which celebrates the principle of progress. The interpretation of the concept progress will differ according to factors such as the socio-political sentiments within the community.

There is no doubt that community colleges engage in community development as propounded by Chekki (1979: 13). Community development as a process is manifested in one of the prominent features of the community college, which is its responsiveness to the needs of the community it serves. Community members define their common needs and plans which guarantee the satisfaction of those needs are expounded and administered through the community college. This process then leads to change, which proceeds in stages aimed at community self-determination.

Community development as a method and a programme, is discernible in the comprehensive mission of the community college discussed earlier. The comprehensive mission of the community college includes the five traditional programmes of the community college, which are career education, compensatory education, community education, the collegiate function and general education. The method community colleges use to implement these programmes is education.

Finally, the community college is indeed a movement, which came into existence after a century of discussions. Its birthplace was the University of

Chicago and its founder was William Rainey Harper the university's first President. This movement caused a revolution in the traditional world of Higher Education by opening college classrooms to millions of Americans who otherwise would have been denied Higher Education (Witt *et al.*, 1995: 13).

Martorana and Kuhns (1988: 232) identify four conditions, which give community colleges special advantages in serving as resources for local and regional development. They are:

- The number and geographic spread of these institutions  
There is an associate degree granting institution in every congressional district in the USA. This aggregation of institutions is only vanquished in number and structure by the common schools (grade K-12). If a need arises in the nation to help local and regional development, the means for a systematic way to disseminate the concept is the community college.
- Their dedication to community service and development  
Analysis of the emergence of junior colleges and their metamorphosis into community colleges has revealed that commitment to community service was the distinguishing feature of these institutions. Community colleges identified the improvement of the community of location as one of their twenty officially stated goals (Martorana and Kuhns, 1988: 233).
- The comprehensiveness of their programmes  
Community colleges are operating from a broad base of programmes thus justifying their claims to be contributing effectively to all aspects of local/regional development. Community colleges attempt to provide

enhancement of social, cultural, economic and political features of the locality thus strengthening their potential for effective community betterment.

- The grassroots nature of the constituencies who support them

A vast array of evidence indicates that community colleges are appreciated by the constituencies they serve. They are well attended, are consistently supported financially by their localities and there is usually an expression of pride towards the college by the communities served by the institutions.

### **2.4.3 Career Development Theories**

As mentioned earlier, provision of vocational education is one of the tasks of community colleges. Theories which impact on vocational education will therefore obviously have an influence on community colleges. Again, it has been mentioned earlier that vocational education is a major component of career education. Therefore career development theories, which are sometimes referred to as theoretical approaches to vocational behaviour (Herr and Swails, 1973: 51), will also have an effect on vocational education. Four of these theories, which are propounded by Norris *et al.* (1979: 105, see also, Herr and Swails, 1973: 52) as being among the major ones are selected as representatives of this category of theories and are summarised in this section, followed by a brief consideration of their influence on community college education. They are the Ginzberg Theory, Roe's Theory, Super's Theory and Holland's Theory.

#### 2.4.3.1 Ginzberg Theory

The Ginzberg theory of vocational choice as indicated by Norris *et al.* (1979: 107) consists of three major phases. They are the fantasy, tentative and realistic phases.

The **fantasy phase** is the stage in early childhood when children fantasise about what they want to be when they grow up. The games that children usually play like cops and robbers; doctor and patient and fire fighters are all fantasised role-playing, trying on an adult role that includes a vocational component. The choices in this period are arbitrary and reflect idealised and fictionalised vocational choices.

The **tentative phase** comprises four stages namely, interest, which is the time when the person determines that some things are of more interest than others; capacity, which concerns the focus on the actual or potential capacity to perform various functions or activities; value, involving the differentiation of those things that either have intrinsic or extrinsic value and relates them to vocational decision-making and transition, being about integration of the vocationally relevant data that have resulted from the other three stages of the tentative phase.

The **realistic phase** consists of three stages namely, exploration, crystallisation and specification. During this phase the individual begins realistically exploring

the data of the tentative phase with the view to crystallising it into a specific area of job families.

Vocational counsellors can use this theory to follow the course of decisions that their students make. They should, however, be careful not to force young students to reach decisions pre-maturely. Counsellors should identify the student's present period and stage and proceed from that point.

One shortcoming of this theory is that it is not quite clear about what the stages are specifically, when they occur and their ordering. The theory also assumes that vocational development ceases after the initial implementation of a career choice. It has, however, been widely acknowledged that vocational development occurs throughout one's life.

#### **2.4.3.2 Roe's Theory**

According to Roe's theory, as described by Norris *et al.* (1979: 111), vocational choice is a matter of interaction between genetic and environmental factors that become part of the total life pattern. The home atmosphere influences the sort of vocational activities, while the genetic structure influences the occupational level reached by the worker.

Much of Roe's work stresses the influence of early parent-child interactions and the emotional climate of the home or the development of a need structure which she contends is a key determinant of occupational choice. According to her, people enter one of eight occupational fields as a result of their value

structure, interest pattern and orientation towards or away from people. These occupational fields are service, business, contact, organisations, technology, outdoor, Science, general and culture and art/ entertainment. Roe goes on to put forward three types of family atmospheres that deal with the way parents interact with the child. The first one is branded by either the over-protective or the over-demanding parent. Both these orientations will result in adult orientations to occupations in the service or arts and entertainment group. The second type of family atmosphere is the neglecting or rejecting parent. This type of interaction, will, in harmony with Roe's argument, influence the child towards occupations involving little contact with people. The last type of family atmosphere is that of acceptance which will drive the child towards occupations in the cultural areas.

The problem with Roe's theory is that it says little about procedures that can be useful for vocational counselling. These can only be inferred from her theoretical position. The counsellor can help the client by exploring the need structure since the individuals need structure acts as a guiding force in channelling energies into a specific life pattern.

#### **2.4.3.3 Super's Theory**

According to Super's theory, as pointed out by Norris *et al.* (1979: 114), vocational development is ongoing, continuous and in the main irreversible. It is a process of compromise and synthesis within which the development and implementation of the self-concept operates. Basically what it means is that individuals choose an occupation whose characteristics will provide them with a

role that is coherent with their self-concept, and that the latter conception is a function of their developmental history.

Super has divided the vocational development process into the following five stages: the:

- Growth stage - birth to 14 years
- Exploration stage - 15 to 24 years
- Establishment stage - 25 to 44 years
- Maintenance stage - 45 to 65 years
- The decline stage - 65 years to death.

The vocationally oriented tasks of each stage suggest a framework upon which to build themes for career development at each educational level. As an example the following themes are suggested for each of the given educational levels:

- Elementary level- Formulation of self-concept.
- Junior high school-Translation of self-concept into vocational terms.
- Senior high school- Formulating plans to execute implementation of self -concept and generalised preference

(Herr and Swails, 1973: 59).

The implications of Super's theory for education and vocational counselling is that in order to define suitable educational or counselling goals for individuals, their life stages must be appraised and their degree of vocational maturity must be assessed. Procedures to be used by the counsellor include non-directive



counselling, vocational appraisal and encouragement of collecting occupational information from the community (Norris *et al.*, 1979: 117).

#### **2.4.3.4 Holland's Theory**

Holland's theory, as articulated by Norris *et al.* (1979: 119), can be enunciated in four propositions:

- Most individuals can be classified into one of six types - realistic, investigative, social, conventional, enterprising and artistic.
- Six kinds of occupational environments parallel the six kinds of individuals.
- People search for environments and vocations that will allow them to exercise their skills and talents and to take on enjoyable problems and roles and to avoid unpleasant ones.
- A person's behaviour can be explained by the interface of one's personality pattern and one's environment.

Also integrated in Holland's theory, are two additional dimensions of vocational choice. Firstly, the direction of choice, that is, the selection of one of the six occupational environments as a primary direction, is a function of the dominant characteristic of one's personality pattern. Secondly, the level of vocational choice and eventual vocational achievement.

The usefulness of Holland's theory to vocational counsellors is the considerable amount of information obtained from the determination of an individual's

personality orientation. This information is helpful for giving the student a better set of vocational choices (Norris *et al.*, 1979: 122).

The above explication of career development theories shows that the occupational development of a person is a continuing process that continues for the better part of one's life. These theories will therefore continue to have an influence on community college students the majority of whom are adults.

#### **2.4.4 Andragogy**

The majority of students in community colleges are adults, i.e., they are 18 years and older. In 1985, only 30% of students in American community colleges were 19 years and younger (El-Khawas *et al.*, 1988: 7). During the 1996/1997 academic year, the average age of the community college student was found to be 29 years (AACC, 2002(b): 1). This information is vital for planners of community college education. It means that they should not only be familiar with ways of teaching children successfully, but also with ways of teaching and developing adults effectively. A theory of adult learning, called andragogy, will therefore have tremendous effect on the proper functioning of community colleges.

The term andragogy, meaning the art and science of teaching adults, was coined by a German school teacher named Alexander Kapp in 1833, as he discussed the educational theories of Plato (McPherson and Lorenz, 1985: 57). It is taken from Greek words meaning "leading man". The theory of andragogy has been developed in contrast to the theory of pedagogy, which is the art and

science of teaching children. The term pedagogy is also derived from Greek words meaning “leading children”. According to McPherson and Lorenz (1985: 58) four major assumptions, which distinguish the pedagogical approach to teaching from the andragogical approach to teaching, relate to self-concept, experience, readiness to learn and time perspective. They are summarised below:

- Self-Concept

According to this assumption, the self-concept of a child differs from that of an adult. The child is basically dependent, only beginning the life-long process of establishing independence. The adult on the other hand, values independence, protects it and wants more of it. It is for this reason that Knowles (1984: 9) describes an adult as one who has arrived at a self-concept of being responsible for one’s own life, of being self-directing. It can therefore be deduced from this difference in self-concept that a child as a learner, is a dependent learner while an adult is a self-directing learner. Consequently, when adult learners are provided with chances to be responsible for their own learning programmes, they are inspired to participate fully in such programmes and to extend them over longer periods of time.

- Experience

Adults have more experience and knowledge than children. This is so because as people age, they gain knowledge and experience. It is also true that adults have different kinds of experiences as a result of the different roles they play in life, such as parent, worker, spouse, etc. Thus, adults expect their knowledge and experience to be respected and

they hope these attributes will form the foundation of their individualised learning.

- Readiness to learn

As individuals mature, their readiness to learn is decreasingly the product of their biological development and academic pressure and is increasingly the product of the developmental tasks required of them for the performance of their evolving social roles. Therefore adults, unlike youngsters, are less interested in the solution of problems they do not have and want the demands of their particular work situation and the practical problems they face to be the focal point of their continuing professional education.

- Time perspective

The final assumption of andragogical theory concerns time perspective, which is considered to be one of the most powerful distinctions between adults and children. Here, andragogical theory believes that the youngster's education is education for the future, while the education of the adult is education for the present. This means that a youngster acquires knowledge today and stores it for the day it can be used, while the adult learner wants to apply immediately or in the very near future what is learned today.

In addition to the characteristics differentiating andragogy and pedagogy, consideration should also be given to career stages as shown in Table 2.1. below. As much as educators recognise the effect the psychological and

emotional state of a child can have on learning, they should also realise that similar principles hold for adults (Thompson, 1992: 29).

**Table 2.1: Career Stages**

| <b>Age-Group</b> | <b>Career Stage</b>                | <b>Career Tasks</b>  | <b>Psychological issues</b>  |
|------------------|------------------------------------|--|--|
| 15 -22           | 1. Pre-career:<br>Exploration      | 1.Finding the right career.<br>2. Obtaining the appropriate education.   | 1. Discovering one's own needs and interests.<br>2. Developing a realistic self-assessment of one's abilities.   |
| 22 - 30          | 1. Early Career:<br>Trial          | 1. Obtaining a viable first job.<br>2. Adjusting to daily work routines and supervisors.   | 1. Overcoming the insecurity of inexperience; developing self-confidence.<br>2. Learning to get along with others in a work setting.                     |
| 30 - 38          | 1. Middle Career:<br>Establishment | 1. Choosing a special area of competence.<br>2. Becoming an independent contributor to the organisation.   | 1. Deciding on level of professional and organisational development.<br>2. Dealing with feelings of failure of first independent projects or challenges. |
| 38 -45           | 1.Middle Career:<br>Transition     | 1. Reassessing one's true career abilities, talents and interests.<br>2. Withdrawing from one's own mentor and preparing to become mentor to others. | 1. Reassessing one's progress relative to one's ambitions.<br>2. Resolving work-life personal-life conflicts.  |

|         |                                |   |   |
|---------|--------------------------------|---|---|
| 45 - 55 | 1. Middle Career:<br>Growth    | 1. Being a mentor.<br>2. Taking on more responsibilities of general management.   | 1. Dealing with the competitiveness and aggression of younger persons on the fast track up the organisation.        |
| 55 - 62 | 1. Late Career:<br>Maintenance | 1. Making strategic decisions about the future of the business.<br>2. Becoming concerned with the broader role of the organisation in civic and political arenas. | 1. Becoming primarily concerned with the organisation's welfare rather than one's own career.                       |
| 62 -70  | 1. Late Career:<br>Withdrawal  | 1. Selecting and developing key subordinates for future leadership roles.<br>2. Accepting reduced levels of power and responsibilities.                           | 1. Finding new sources of life satisfaction outside the job.<br>2. Maintaining a sense of self-worth without a job. |

Source: Pfeiffer (1987: 11)

McPherson and Lorenz (1985: 59) stress that the following principles are also vital to effective adult learning.

- Feedback is important in any educational programme, but is critically important for adult learning. Adults need to see the direct results of their efforts and to have continual comment about their progress.
- Adult learners reject learning situations they perceive as attacks on their competence. Consequently, proposing prescriptions for adult learners should be avoided. The educator of adults should act as facilitator, a resource person whom the learner respects and trusts.

In conclusion, the theory of andragogy will be of much value to the planners and recipients of community college education if they could heed what McPherson and Lorenz (1985: 59) refer to as the message to pedagogical practitioners who want to add an andragogical dimension:

**“Start with the needs of the adults you are teaching, not yours or those of the organization (although some negotiation is not out of the question). Focus on the individual and the process of learning rather than the content, so that in the end the best content will be selected. If you do not know and understand the relevant experience of the adult learner, you will be an inadequate teacher. Independent adult learners prefer guided inquiry to lecture and regurgitation.”**

#### **2.4.5 Systems Theory**

As mentioned earlier, several events led to the establishment of community colleges in the US. In short, it could be said that community colleges were

formed as a result of an interaction between the American education system and its larger environment. The education system received demands, requests, suggestions and support from parents, students, business and industry, school administrators and government officials. The education system acted on these and came up with a product, which is the community college. These institutions made a serious attempt at addressing the pressure put on them. This process could be better understood if analysed with the aid of an analytical framework called the systems theory.

According to Bjork and Senkhane (1992: 63), systems theory is not a theory in the traditional sense. It is not directed towards explanation and prediction, rather it is descriptive, being used to classify events and clarify relationships between and among them in terms of an “input-process-output” relationship. The theory visualises a system composed of the environment, stresses, inputs, through-puts, outputs and feedback which relate as follows:

The **environment** can be divided into three components. The first is the international world the “suprasystem”, which is composed of all nations. It comprises the social, cultural, economic and political systems of the world. The second component of the environment is the nation to which the educational institution belongs (e.g., South Africa, USA, etc.). The last component is the community being served by the institution.

**Stresses** arise in response to some type of disturbance or event in the environment that changes existing relationships among organisations. The



disturbance may, for example, be an international event which impinges on the national environment and the local community.

**Inputs** from the environment may come in two shapes, “demands” and “supports”. Demands refer to expressions of dissatisfaction and calls for improvement, while supports refer to contributions such as financial assistance and willingness to participate in programmes.

**Through-puts** is a term used to refer to the process of translating demands placed on the system into some kind of a product that satisfies the demand. This process involves people in the educational institution as well as people from the community and proceeds through deliberations; consensus building and responses to conflict that are necessary for deciding on a course of action.

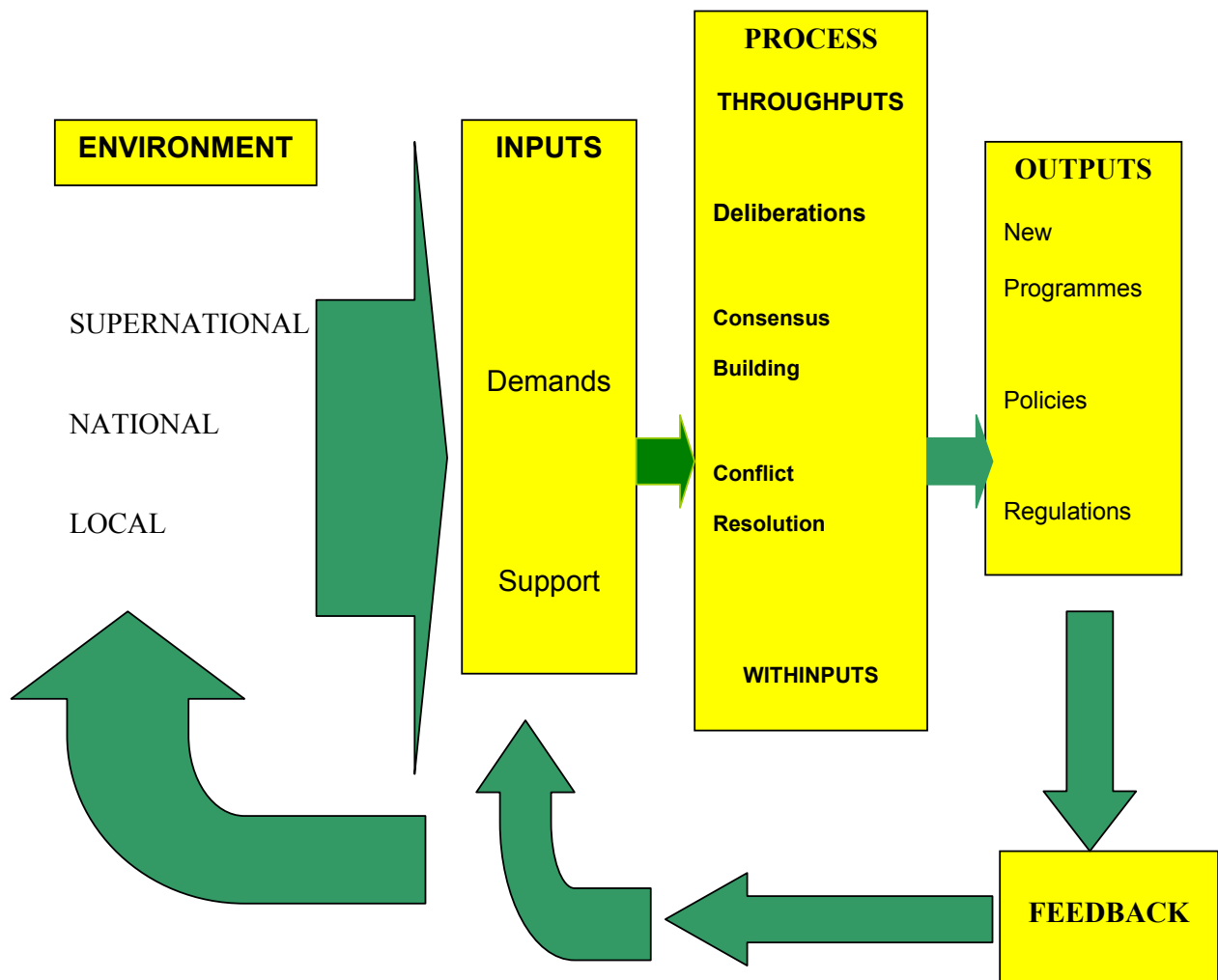
**Outputs** refer to the outcomes of the process described under through-puts. These may be in the form of new programmes, changes to regulations or new policies that address the original demand placed on the educational system.

**Feedback** informs the system about the relative success or failure of the output in satisfying the original demand. It may therefore become a new input into the system that needs to be satisfied. Feedback can be classified into two types: formative and summative. Formative feedback is given during the process of implementation of the output and may lead to modification or improvement of the implementation process. Summative feedback is given at the end of the

implementation process and relates to the impact of the implementation process in meeting the demands placed on the system.

The Systems Theory as explained above is schematically represented in Figure 2.1 below:

**Figure 2.1: Schematic Representation of Systems Theory**



## 2.5 Conclusion

This theoretical and conceptual framework for community colleges has touched on the following aspects, which will be extremely helpful in this study:

- The importance of theory in explaining complex concepts such as community colleges and vocational education.
- The concepts of community and community colleges, indicating how the definition of the concept of community influences services that educational institutions offer to those they perceive as their communities and *vice versa*.
- The relationship that exists between the demands that the American communities made regarding their educational needs and the mission objectives and services being offered by American community colleges.
- Different theories that have an impact on the provision of education by community colleges, namely, the community development theory, which impacts on the community college as a result of the role that the latter plays in the betterment of the lives of those it serves; career development theories impacting on the community college because of its role in the preparation of its students for the world of work; andragogy, which influences the community college because of the clients of the latter who are all adults and need educational approaches different from those used with non-adults; and, the systems theory impacting on the community college because of the influence that the latter has on the communities it serves and *vice versa* .

The next chapter will now focus on the American community college. This will include the nature and day-to-day functioning thereof. In order to deepen our

understanding of the American community college, the chapter will also include a report on the case study of one American community college, which was conducted in 2001.

## CHAPTER THREE

### THE AMERICAN COMMUNITY COLLEGE

#### 3.1 Introduction

In Chapter Two the theoretical and conceptual framework for community colleges was presented. The purpose of the theoretical and conceptual framework was to explore the concept of *community college* as well as the theories impacting on community colleges. Also included in the theoretical and conceptual framework for community colleges was a discussion of the concept of *vocational education*. The reason for this has to do with one of the objectives of this study, which is an evaluation of community colleges as providers of education in the vocational-technical sector. An understanding of the concept would facilitate our comprehension of the role community colleges are playing in the provision of vocational-technical education.

In this chapter our principal concern will be a study of the American community college in order to gain an insight into the role community colleges are capable of playing in enhancing the educational development of a total community. A careful study of the development of the American community college shows that these institutions have been especially important to people whose educational options have been limited by a variety of circumstances (Witt *et al.*, 1995: xiv).

The policies of the previous governments of the Republic of South Africa, have denied educational opportunities to a considerable number of South Africans. According to *The Census Report 96* (Burger, 1999: 336) more than four million

South Africans have never had any education. An analysis of the functioning of the community college will hopefully shed some light on how other nations are finding it possible to provide education to all their citizens.

Although the objective of this study is to evaluate the role of community colleges in the provision of education in the vocational-technical sector, it would be naive to concentrate on the provision of vocational education in American community colleges to the exclusion of other activities taking place at these institutions. A study of the impact of community colleges on their students, shows that students of vocational education also benefit from other programmes of the community college such as developmental education, general education and transfer education. This exposure of students of vocational education to other community college programmes also helps to leave their doors open should they wish to pursue Higher Education at a later stage. As Eaton (1987: 14) points out:

**“If community colleges are limited to vocational training and literacy efforts and are precluded from collegiate activity, it will be more difficult for community college students to pursue baccalaureate education. The collegiate connection will be lost. Community colleges would not be viewed as key points of educational entry.”**

This chapter will therefore explore the total functioning of the American community college starting from its governance and administration and

proceeding to its programmes, financial management, services being offered to students, as well as to human resources and personnel management. This exploration of the community college will be followed by an investigation into the impact that the community college has on those affected by it. In conclusion, a report will be presented on the case study of the St. Petersburg College (SPC). The researcher visited the community college for a period of two weeks in November 2001.

The sources of information on this chapter are a wide variety of books, journals unpublished reports and theses, numerous publications of the American Association of Community Colleges obtained from the internet as well as Education Resource and Information Center (ERIC) documents. Sources of the information on the community colleges cited in this chapter, were obtained from either their catalogues or their websites. The information used to compile the report on the case study of SPC was obtained through unstructured interviews conducted with various administrators of the college as well as through perusal of the various documents obtained during the visit to the college.

The exploration described above will be preceded by an overview of the American community college. The overview will consist of the major aspects of the findings in this chapter.

### **3.2 The American Community College: An Overview**

As indicated in Chapter Two, community colleges as they are known today, were invented by the Americans. They trace their roots to the land-grant college movement stimulated by the Morrill Act of 1862, which established the principle of federal support for education and expansion of curriculum to practical concerns.

The first and presently the oldest community college came into existence in 1901 and from that time community colleges underwent tremendous growth to such an extent that today, there is one within commuting distance of every American citizen. There are several significant historic events, which contributed to this formidable growth.

Community colleges were formed with the purpose of bringing education within reach of all American citizens and thereby broadening opportunities available to them. In order to accomplish this momentous task, community colleges had to be community-based organisations, have comprehensive missions, have an open-door policy, engage in community development, serve diverse students, charge low-tuition fees and be within commuting distance of their students.

From the early days of their existence to date, community colleges have been governed by community college boards composed of lay trustees. The boards are of two types, namely, local and state boards. Their members may be elected into office by members of the community, be appointed by state authorities or both. Community college boards have a wide range of powers.



The management of community colleges, which has to do with the day-to-day operation of community colleges at institutional level, is the responsibility of college administrators. Institutional management structures differ from college to college although there are similarities in many respects.

Instructional programmes of community colleges are designed to suit the needs of the diverse students they serve. They offer community education to cater for the various needs of community members, developmental education to compensate for the failures of high school education, general education to offer their students education needed by every citizen, transfer education to assist those students who wish to pursue Higher Education at four-year institutions or universities and vocational education for those who want to prepare themselves for the world of work.

There are various sources of revenue for community colleges. These include the federal government, state governments, local governments, donations, student fees and student financial aid. There are two categories of community college expenditures: the academic and administrative expenditures. Community colleges are taking various measures to curb their expenditures in order to secure their survival in these difficult economic times.

All community colleges have, since their inception, offered a variety of services to their students. These services are intended to enhance student success at the college and beyond.

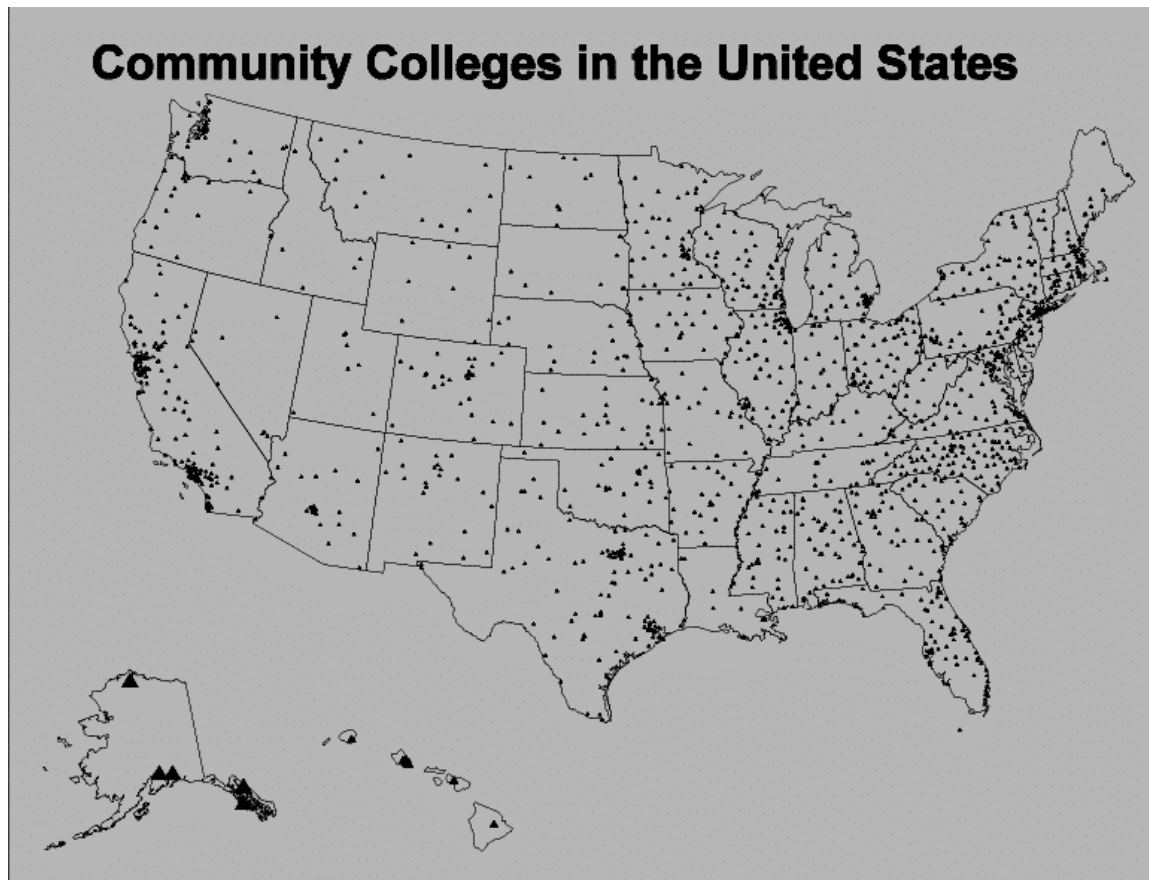
Both full-time and part-time employees do teaching at community colleges. The teaching personnel receive their pre-service training at universities and in-service training organised by their own institutions, community college consortiums and other organisations. Their salaries differ depending on their qualifications and rank.

Community colleges have been found to have significant impact on those associated with them. They have been found to influence positively business and industry, universities, most of their students and society in general.

### **3.3 Historical Context**

The first and now the oldest existing community college in the USA, Joliet Community College in Illinois, was founded in 1901. Since then, these educational institutions underwent tremendous growth in number, especially during the 1960s and early 1970s when, at a certain time during this period, they were being established at a rate of one per week across the country (Matson, 1994: 486). According to a study by the American Council on Higher Education conducted in 1967 (Witt *et al.*, 1995: 12), there were only eight two-year colleges at the turn of the 20<sup>th</sup> century, with a total enrollment of approximately 100. At present the number of community colleges has increased to a total of 1 166. Of these, 1 004 are public institutions and 162 are independent institutions. When the branch campuses are included, the number totals about 1 600. The number of students has risen to 10,4 million (AACC, 2002(b): 1). The location of these community colleges is indicated on Figure 3.1 3.1 which is a map of the community colleges in the USA.

**Figure 3.1: A Map of**



Source: AACC, 2002(e): 1

Several significant historical events have contributed to the development of the public community college. Vaughan cited in AACC (2002(a): 1-5) analyses these events from the passage of the first Morrill Act in 1862 to the celebration of the 100-year anniversary of community colleges in 2001. Some of the events are summarised below.

The passage of the two Morrill Acts, sometimes referred to as the Land-grant Acts, in 1862 and 1890 respectively, expanded access to public Higher Education. The acts also paved the way for the teaching of courses and

students previously barred from Higher Education. According to Vaughan (1989: 15) the Morrill Acts were the most important moves by the federal government into the field of Higher Education in the nineteenth century. They provided the philosophical base on which later federal aid to Higher Education would rest. It is strongly believed that present day community colleges have borrowed heavily from the precedent of the land-grant institutions and continued and developed the democratisation theme advocated by the Morrill Act of 1862 AACC (2002(a): 4).

As stated earlier, the first American community college, was founded in 1901. Joliet High School, formed in 1849 as part of the school system of the city of Joliet, registered the first six “post-graduate” students in February 1901. These students were offered a two-year curriculum preparing them to enter the university as juniors. The universities of Chicago and Illinois as well as the Northwestern University accepted their course work (Witt *et al.*, 1995: 21). In his opening address at the dedication of Joliet new high school building in April 1901, Stanley Brown, the then superintendent of the Joliet high school district, applauded the early accomplishment of the post-diploma programme:

**“The result has been to keep in school those who were otherwise inclined to think their education was ended when they received their diplomas.”**

**(Witt *et al.*, 1995: 22)**

During the early days of Joliet, the use of the term community college was avoided. The new section was referred to as the “post-graduate department”. This decision was, according to Witt *et al.* (1995: 22), influenced by local politics. The introduction of the “post-graduate department” marked the beginning of the American community college as we know it today.

Another significant event in the development of the American community college is what came to be known as the “Wisconsin idea”. In 1904, the University of Wisconsin stressed the view of a university assisting the general public through extension services and assistance to the state government. The university declared the boundaries of the state to be its campus. This idea influenced future community colleges so much that most present day community college leaders consider the college service region as its campus.

Between 1907 and 1917, the state of California passed legislation authorising high schools to offer post-graduate courses. This legislation also provided state and county support for junior college students and provided for independent junior college districts that had their own boards, budgets and procedures.

The American Association of Junior Colleges (AAJC) now known as the American Association of Community Colleges (AACC) was established at meetings held at St. Louis from the 30<sup>th</sup> June to the 1<sup>st</sup> July 1920 and at Chicago in February 1921. The association continues to provide national leadership for the nation’s community and technical colleges. It began publishing its journal known as the Community College Journal in 1930.

In 1944, the USA Congress passed the Servicemen's Readjustment Act generally known as the GI Bill of rights. This Act provided financial assistance for veterans of World War II who wished to pursue Higher Education. As a result of this Bill, which went a long way in breaking down social and financial barriers to Higher Education, over 2,2 million Americans gained access to college education. Included in this number, were 60 000 women and 70 000 African-Americans.

The Truman Commission Report was published in 1947. This report called, among other things, for the establishment of a network of public community colleges which would operate at very little or no cost to the student, serve as cultural centres, be comprehensive in their programme offerings and be of service to the communities in which they are located. The report also popularised the term "community college" and influenced many new and existing colleges to add the phrase "community" in their names.

In 1960, the Kellogg Foundation proclaimed a series of grants to be used to establish university centres for the training of two-year college leaders. A total of twelve universities established junior college leadership programmes catering for the needs of future Deans and Presidents of community colleges.

From 1965 to date federal government made it possible for practically every American student to attend college by making financial aid available to community college students. This was provided for by the Higher Education Act of 1965, the 1972 amendments to the Act and subsequent amendments

and re-authorisations including the 1992 Higher Education Amendments. Current legislation includes the Pell Grant Programme through which federal and state governments' funds are administered.

The report of the Commission on the Future of Community Colleges entitled *Building Communities: A Vision for A New Century* was released in 1988. The report defined “community” not as a region to be served but as a climate to be created. According to the report, community colleges were to play a substantial role in creating the climate and serving the region.

Lastly, in 2001 Joliet Junior College completed one hundred years of service. This being the first community college to be established in the USA, all community colleges celebrated this achievement during that year.

Two inferences can be made from these historical events, which shaped the American community college. Firstly, community colleges have and are continuing to play a significant role in the education and development of American citizens. Secondly, the success story of the American community college was made possible by the endeavours of a variety of interested parties. These include universities; both the federal and state governments; as well as private organisations such as the Kellogg Foundation and the American Association of Community Colleges.

### 3.4 The Nature of the American Community College

In this section essential features of the American community college will be probed. These are the attributes that make the community college unique and differentiate it from other institutions of higher learning. They include its intimate relationship with its community, its accessibility and its diverse student population.

#### 3.4.1 It is a Community-Based Organisation

The community college occupies a special place in its community. It owes its existence to the community by which it is dominated and shaped. The type of the community it serves obviously has an impact on its nature. Its students, as well as the programmes it offers, are a reflection of the community in which it is situated (Roueche, 1980: 19).

Lynn Barnett (1996:7) sees the community college as being in the forefront of the community development movement. She states:

**“Their mission statements call for them to be community-based organisations, to meet community needs, to provide service to the community. They are, after all, of, by and for the communities in which they dwell.”**

Barnett’s ideas summarise, in a way, the relationship between the community college and the community. According to her statement, it can be inferred that



the community college engages in community development; it is a community-based organisation and responds to the needs of its community.

In Chapter Two it was stated that the community development theory is one of the theories that impact on the community college. Community development was described as a four-fold entity comprising process, method, programme and movement. An analysis of the history of the community college, its mission, objectives and instructional programmes, depicts the role the community college plays in its community, as being in agreement with the notion of community development as propounded in the previous chapter.

The community college, in harmony with its mission and objectives, responds to the needs and demands of its community by offering community service. Perold (1998:30) describes community service as a structured set of activities designed to meet community needs. Dziech (1994: 440) clarifies the concept further by referring to community service as:

**“Educational, cultural and recreational services which an educational institution may provide for its community in addition to its regularly scheduled day and evening classes.”**

This community response function of the community college, is often acclaimed by some as one of the unique characteristics of the community college. It includes such a capacious assortment of activities that are sometimes not so well conceived, organised and integrated. These activities can be classified

into three categories: The first comprises credit programmes, which include programmes for those pursuing degrees, certificates, college or university transfer, general education and career upgrading. The second incorporates credit free programmes for those seeking adult basic or high school diploma education, avocational instruction, cultural enrichment, skills enhancement, etc. The third involves community-based programmes accommodating those desiring access to institutional expertise, facilities and equipment, problem-solving techniques and coordination with other community organisations (Dziech, 1994: 440).

It follows from the above that a community college owes its being to the community in which it is situated. The existence of a community college without a very close relationship with the community it serves is therefore inconceivable.

### **3.4.2 It is Accessible**

The American community college is an open-access educational institution. The concept 'open-access' as applied to the community college, has numerous connotations. A review of literature by Richardson (1988:26) reveals the following expositions of the concept:

- The right to fail: permitting students to enroll in courses regardless of whether their reading, writing and skills in Mathematics enable them to cope with course requirements.
- Enrollment of more students each succeeding year, notwithstanding why they came or what happened to them after they enrolled.
- The right of students to expect some programme where they can succeed, in which case success means staying at school. According to this interpretation, students can succeed regardless of previous preparation, motivation or effort.
- Equality of opportunity measured by accomplishment, or the extent to which students achieve defined educational objectives by participating in post-secondary education.
- Giving everyone the right to try anything as long as the additional sections generate revenues that exceed the costs of offering them.

Venter (1996: 13), on the other hand, depicts open-access as placing emphasis on the acknowledgement of success at the exit level instead of on lack of competence at the entry level. Thus, students are accommodated irrespective of their prior achievements.

Knoell (1983: 29) sees it as giving the right to attend a community college and to enroll in most first-year level courses to all high school graduates and others at least eighteen years old. This practice may be accompanied by voluntary assessment, counselling and placement and provision for withdrawal from courses.

Analysis of these interpretations, reveals that they can be classified into two categories which may be referred to as unconditional access and access with mandatory prescriptions. Fonte (1997: 44) refers to the former category as “laissez-faire open-access” and to the latter as “structured open-access”. According to him laissez-faire open-access rejects restrictions limiting course-taking, while structured open-access, is the systematic use of academic standards linked with additional approaches to assist students to reach their educational objectives. He maintains that structured open-access adds structure while preserving access.

The additional approaches mentioned above can be classified into four groups described as efforts that *connect*, *support*, *sort* and *transform* students. The transforming efforts include developmental education that is delivered in an environment that includes other strategies that help students succeed in

college. The connecting efforts include organising activities that enable the students to get to know others on campus. The supporting efforts include child care, financial aid, etc. Finally the sorting efforts include assessing students at entry, using pre-requisites and monitoring progress (Fonte, 1997: 44).

According to Fonte (1997: 45), the structured open-access model is now being applied at most community colleges. The practice of the laissez-faire model has dwindled to such an extent that it is almost extinct.

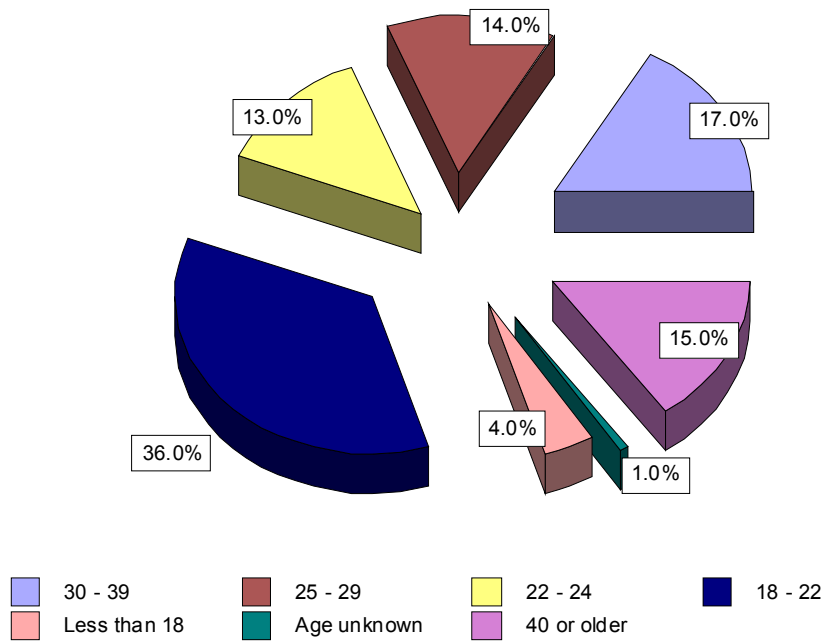
### **3.4.3 It Serves Diverse Students**

One of the most outstanding characteristics of the community college is serving a highly differentiated group of students. It reflects the diversity of its immediate environment and has become a part of the makeup of the community in which it exists in terms of, amongst others, the following characteristics identified by Simmons (1994:455): race/ethnicity, gender, familial status, socio-economic considerations, previous educational preparation, physical and learning disabilities; and, business and industry. In addition to the above characteristics, Warren (1985: 56) includes distribution by attendance status, i.e., full-time versus part-time; distribution by age and distribution by educational purpose.

The following 1997 statistics from the National Center for Education Statistics (AACC, 2002(c): 1) give some indication of the extent of the diversity in American community colleges in terms of age, race, gender and attendance status:

Total number of students: 5 550 681.

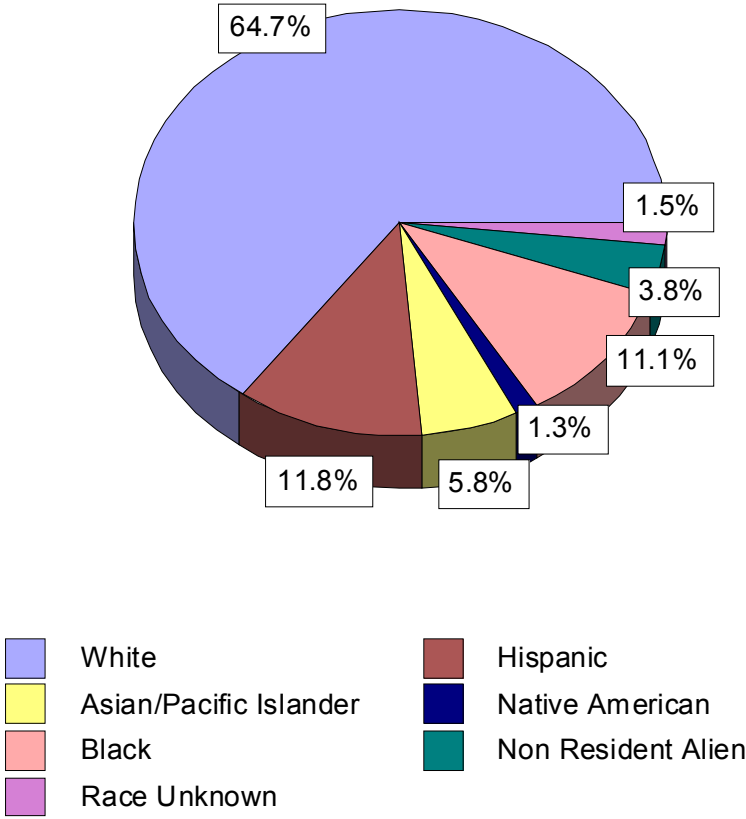
**Figure 3.2: Community College Student Enrollment by Age**



Source: AACC, 2002(c): 1

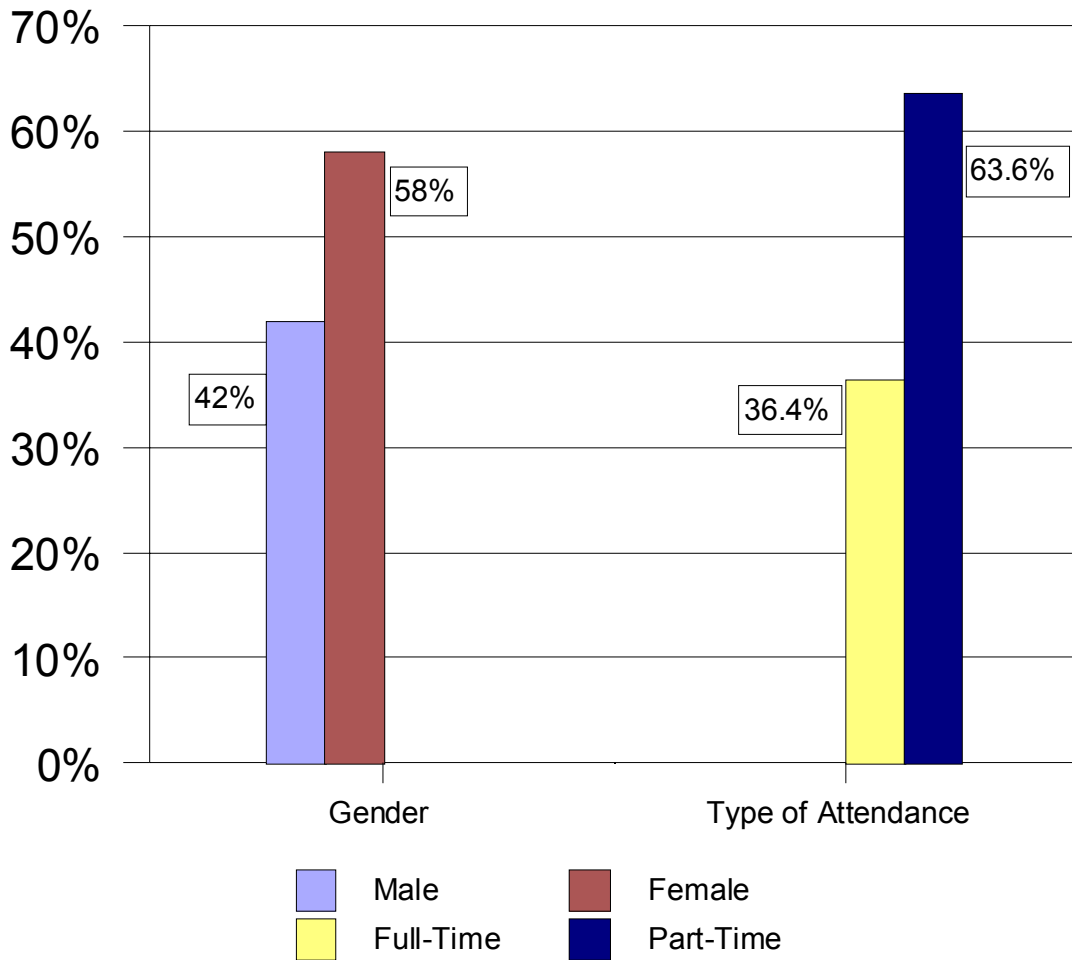
**N.B.** The computer programme used to draw charts does not allow the use of a decimal **comma** as required in South Africa. It is for this reason that decimal **points** are used in all charts displayed in this thesis.

Figure 3.3: Community College Student Enrollment by Race



Source: AACC, 2002(c): 1

**Figure 3.4: Community College Student Enrollment by Gender and Type of Attendance**



Source: AACC, 2002(c): 1

In addition to the above, students in community colleges are also diverse in terms of the purpose of attendance. A longitudinal study conducted in California



showed that about 36% of community college students could be assigned to one of seven transfer prototypes, 36% to one of five vocational prototypes and 27% to one of six special interest prototypes. The special-interest group included those who were taking courses related to their hobbies and those who were called “education seekers” or “perpetual learners” (Knoell, 1983: 28).

Serving diverse students is not a spontaneous trademark of community colleges, it has to be promoted and accommodated. According to Simmons (1994:457) this is achieved in several ways. Firstly, he identifies, as one of the simplest, exploitation of the word “community” in community college. He supports this view as follows:

**“Every educational institution serves a constituency...The constituency of a community college is the community whatever that may be.... Typically, of course, in the two-year community college, the word ‘community’ means a relatively small and reasonably well defined geographical area. Proper emphasis on the word community provides both the origin and the justification for tremendous diversity.”**

**(Simmons, 1994: 457)**

Secondly, diversity may be increased and accommodated in community colleges by designing programmes and services that meet the unique needs and characteristics of diverse groups in the community. The

characteristics/needs may relate to race, ethnicity, disability, economic factors and so on. Some modification may be necessary in the attitudes and sensitivities of those in the community college towards the new recruits, in policies and programmes, in order to accommodate the needs of the diverse students.

Thirdly, a wide range of recruitment strategies including targeting minority and special interest groups often increases diversity. Once these groups have been recruited, it often becomes necessary to implement special intervention strategies to reduce attrition rates. These strategies include such programmes as bridging programmes, remedial programmes, developmental programmes, compensatory programmes and tutoring.

The general consensus is invariably that community colleges have no choice but to serve a diverse clientele. Otherwise they would cease to be real community colleges if they discriminated in any way.

Now that the question concerning the nature of the American community college has been dealt with, it would be useful to find out how these institutions are operating on a daily basis. Hence, the next two sections will concentrate on the functioning of community colleges in terms of their governance and administration.

### **3.5 Governance of the Community College**

The governance of community colleges refers to the concept of policy-making and utmost authority, which, in some instances, comprises a two-tier structure.

The concept is differentiated from the related concept of “management” which pertains to the day-to-day operation of a particular institution in accordance with prescribed policy (Bagwandeem *et al.*, 1995: 14). The two concepts, although not synonymous, are sometimes erroneously used interchangeably. Cohen and Brawer (1989: 92) define them as encompassing both structure and process: governance relates to decision-making, management to executing the decisions. The governance of American community colleges is a responsibility of governing boards. Their composition and powers are described in the following sections.

### **3.5.1 Composition of Community College Boards**

There are numerous ways of describing the boards that govern the more than one thousand public community and technical colleges in the USA. Two common descriptors are level of control (state or local) and board member selection (appointed or elected). More than six hundred boards exist. Members of these boards are normally lay people serving as volunteers without remuneration in most states (Piland, 1994: 80).

Community college boards usually consist of from five to nine members depending on the size and number of colleges they are serving. Because boards are public corporations, they are legally responsible for all college affairs and members should therefore have a working knowledge of education law and be able to recognise potential legal problems before they develop into actual litigation (Cohen and Brawer, 1989: 111).

Several studies of trustees in Higher Education have been conducted since 1917. An analysis of some of the findings of these studies by Piland (1994: 83) shows that trustees in charge of governing community colleges have not changed much over the years. Although there has been an increase in the number and percentage of women and minorities in the field of education, there has not been a shift of corresponding magnitude in the characteristics of trustees.

The findings of these studies differ slightly but generally they show that in most boards trustees are male, between forty and sixty years of age, White, Bachelor of Arts (B.A.) degree or higher, professional or business managerial occupation and high income of \$55 000 or more. Broadly, differences between trustees who were appointed and those who were elected are slight. A conclusion which can be drawn from an analysis of findings of these studies is that trustees are not representative of the students served by community colleges, who are inclined towards being female, younger, less wealthy, less educated, from the lower socio-economic stratum and more reflective of ethnic minorities (Piland, 1994:85).

### **3.5.2 Powers of Community College Boards**

As mentioned earlier locally elected or appointed boards govern most community colleges. Yet state boards govern a large number of community colleges. These two kinds of boards have different powers.

Some familiar state board powers include:

- Approving new programmes.
- Conducting system wide programme review and evaluation.
- Developing system wide programme legislative budget requests.
- Distributing state aid.
- Approving capital construction.
- Approving new colleges, branches and centres.
- Performing financial accountability audits or establishing a uniform accounting system.

Some states have local advisory councils that supplement state boards. Their powers include approving budgets, recommending programmes to the state board, working with local business/industry and providing liaison with the local community (Piland, 1994:87).

Typical powers of local community college boards include:

- Selecting, evaluating and dismissing the President.
- Establishing policies, rules and regulations for governance and operation of the college.
- Purchasing, constructing and maintaining facilities.
- Defining the role and mission of the college.
- Engaging in public relations.
- Preserving institutional independence.
- Awarding degrees diplomas and certificates.
- Approving programmes.
- Establishing student fees/tuition.

- Determining salaries and benefits and employing staff.
- Developing and controlling the budget.
- Conduct long- and short-term planning.
- Setting minimum standards for student academic requirements.

(Cohen and Brawer 1989: 111; see also, Piland, 1994:88)

### **3.6 Administration of the Community College**

Organisational charts are the most common representation of the management structure in community colleges. Such charts are useful because they provide a portrayal of positions and functions within an institution as well as the relationship that each has to the others. These charts also assist staff members in defining their relationships to the institution as a whole and to one another (Richardson *et al.*, 1989: 80). Birnbaum (1988: 140) identifies three models of community college management portrayed by various organisational charts. He refers to them as the bureaucratic, the collegial and the political models.

In the first model, the college is seen as a large, complex, hierarchical and goal-directed organisation. The leader in such an organisation occupies the vertex of the pyramid of power, gathering information about the effectiveness and efficiency that flows upwards, identifying and resolving problems and issuing directives down through the organisation. The leader also sets organisational objectives and decides how they are to be achieved, scientifically organises the work of subordinates and plans and monitors organisational functioning. According to this model, the whole functioning of the institution revolves around the leader.

In the second model, power is widely dispersed and decisions are made after full deliberation by those affected by their outcomes. The role of the leader is not to make decisions but serving as first among equals, moves the group towards its ultimate goal, that of consensus. The leader listens, proposes, mediates, persuades and influences through information sharing and appealing to reason.

The last model is that of the college as a political system. The organisation is seen as consisting of various special-interest groups and sub-groups with differing goals and values. Organisational process is characterised by conflict over the allocation of resources and the influence of the leader is limited by the political pressure of the groups. The leader has to spend time building positions that are supported by coalitions that change from time to time and from issue to issue. The role of the leader is to manage the process of compromise coalition and mediation that leads to acceptance of policies consistent with the leader's own goals.

According to Richardson *et al.* (1989: 83) the bureaucratic model has been suggested as the most common organisational pattern among two-year colleges. Efficiency has been cited as one of the reasons for the popularity of the model. Cohen and Brawer (1989: 94) are in favour of both the bureaucratic and the political models for community colleges. They regard the collegial model as a dream having little basis in reality. They contend:

**“The bureaucratic and political models seem most applicable to community colleges. The institutions are organised hierarchically and compromises among contending forces chart their directions. Colleges are social organisations with their own rules. Despite all the rhetoric about satisfying students and community needs, the procedures maintained in community colleges tend towards protecting the staff’s rights, satisfaction and welfare. The collegial or participatory model is a delusion; the notion that students have much voice in college administration has little basis in reality.”**

In its simplest form, the model has the board of trustees at the top to which the President is accountable. Underneath the President, are Vice-Presidents or Deans with different functions and responsibilities. These may include the Vice-President/Dean: administrative services, Vice-President/Dean: business services, Vice-President/Dean: instructional services and Vice-President/Dean: student personnel services. Under the Vice-Presidents/Deans are division or department chairs followed by the faculty and students. Although several community colleges may follow the same model, their organisation charts will not necessarily be identical due to differences in size, level of sophistication, the number of campuses and internal arrangements. In certain community colleges there are senior Vice-Presidents underneath the President to whom the Vice-Presidents are reporting.

With good governance and administration, the community college will be in a position to respond to the needs of its community by offering programmes that



match these needs. We now need to consider the programmes that are offered at community colleges.

### **3.7 Instructional Programmes of the Community College**

Traditionally, community colleges have performed a number of curricular functions. They include community education/service, remedial/developmental education, college transfer preparation, vocational-technical education and general education. The programmes of which these functions are composed will be considered in this section.

#### **3.7.1 Community Service/Education**

Community service/education is the broadest of all community college functions. The community college performs the function in pursuit of its mission to serve all segments of its community. This function developed to this extent, among others, as a result of a call by Edmund Gleazer who, as President of the American Association of Community and Junior Colleges (AACJC), pushed for the community college to become the nexus of community learning activities. According to him, the institution was a resource to be used by individuals throughout their lifetime and by the general public as an agency assisting with community issues (Mezack, 1994: 151).

##### **3.7.1.1 Definitions of Community Service**

Numerous definitions of community services are found in the literature of the community college movement. Although they differ in precise content, they embrace essentially the same concept.

Myran (1978: 1) sees community education as a value system and not courses, delivery modes, locations or services. According to him, the values included in community education are the following:

- Education can make a significant difference in the lives of all persons of all ages and backgrounds; all people have worth, dignity and potential.
- Education is a means by which all people can enrich and enhance their lives through self-growth in various life roles.
- Education is a recurring part of daily life, not an experiment set apart from daily life.
- The community college has a responsibility to maximise the congruence between its services and programmes and the educational needs and aspirations of all population groups in its service area.
- The community college has a responsibility to function as an integral part of the fabric and rhythm of the communities it serves and it should make a significant and positive difference in the quality of life in those communities.

In analysing the above values, Mezack (1994: 154), notes that they associate community education with terms such as life-long learning, life-centred education, the knowledge revolution, the communications age, the post-industrial society and the learning society. Similarly, Cohen and Brawer (1982: 256) see community education as embracing several closely related and sometimes synonymously used concepts. These include: *adult education*, which they visualise as instruction designed for people who are beyond the age

of compulsory attendance and who have either completed or interrupted their formal education; *continuing education*, seen as the learning effort undertaken by people whose principal occupations are no longer as students, but see education as a means of developing their potential or resolving their problems; *life-long learning*, conceptualised as intermittent education, whether or not undertaken in school settings and, *community-based education*, which includes programmes designed by the people served and developed for the good of the community.

The community college is also seen as fulfilling five roles in its relationship with the community. The roles are *the deliverer*, providing post-secondary courses for those who want them; *the convener*, offering the use of its facilities; *the planner*, building comprehensive plans for the community to serve community health or training needs; *the coordinator*, linking other agencies; and, *the collaborator*, taking an active role on behalf of community issues (Cohen and Brawer, 1982: 257).

According to Harlacher (1989: 150), community service is neither derived from, nor synonymous with adult education. He sees adult education as one type of community service that is organised, usually in the evenings, for those who, for various reasons cannot become regular full-time students. Its programmes are, however, often little more than formalised evening classes for adults. Another difference between the two concepts, lies in the fact that community services are not limited to adults of the community, but are provided for persons of all ages, occupations and levels of educational

attainment, including high school students, elementary learners and, in some instances, pre-school children. He also differentiates community service from continuing education, asserting that continuing education would be an appropriate term to describe the whole formal programme of the community college, since adults are found in all phases of the programme, day and evening.

Analysis of the services offered through community colleges, shows that community service includes elements of career, compensatory and collegiate education in numerous ways. Career education provides programmes that prepare people for work, while community education includes short courses for the purpose of occupational upgrading. Collegiate education prepares people for academic degrees, while community education may include regular university courses taken by adults or the awarding of university courses for experience and non-credit courses actually taught at the college. Compensatory education is designed to remedy the defects in student learning occasioned by prior school failure, while community education may include adult basic studies that focus on literacy, high school completion and general education development (Cohen and Brawer, 1982: 257).

These definitions and different conceptualisations of community education/service explain why community service may take on so many meanings and why it is implemented in so many different ways. They also justify the contention by Mezack (1994: 155) that:

**“Community service appears to be in the eye of the beholder.”**

The objectives of community service and some of the implementation programmes thereof will now be examined.

### **3.7.1.2 Objectives and Programmes of Community Service**

On the basis of a survey of related literature, the results of a nation-wide survey of community service programmes in community colleges and a study he conducted, Harlacher (1989: 156) identifies four major objectives of community services provided by community colleges in the USA. The four objectives as well as some programmes organised for their achievement are briefly explained below:

- To become a centre of community life by encouraging the use of college facilities and services by community groups when such use does not interfere with the community college's regular schedule.

Programmes under this category include:

- ☞ The use of community college physical facilities as a gathering place for many community functions

This service helps firstly, in providing a part of the solution for an urgent community need; secondly, in guaranteeing that community college facilities are used to a fuller percentage of capacity; and, lastly, in that area residents are acquainted with their community college through first hand experience and interaction with the college.

☞ Co-sponsorship of community events on campus

The community college frequently joins community groups in co-sponsorship of events and programmes staged on the college campus. Co-sponsored events include conferences, special events, educational programmes of affiliated organisations, cultural and recreational activities. Although the college may initiate these activities, its participation is usually in response to community request.

☞ Community use of library facilities

This category of community service entails the use of library facilities by the district community members including high school students.

☞ Campus tours

Included in this category are organised general campus tours and special features and programmes available to the community.

- To provide for all age groups, educational services that utilise the special skills and knowledge of the college staff and other experts and are designed to meet the needs of community groups and the college district at large. Programmes designed with the purpose of meeting this objective include, among others the following:

☞ Non-credit short courses

These include a variety of seminars, workshops, symposia, institutes, conferences and special lectures targeting special groups and individuals.

☞ College credit extension courses

In pursuance of the philosophy of taking education to the people, most community colleges offer college credit courses at off-campus centres.

☞ In-service training

Community colleges make use of their physical and human resources to offer refresher courses to the personnel of many community organisations. In many cases these companies and organisations pay all costs involved for these in-service training programmes.

☞ Community counselling

Educational and vocational guidance counselling services are made available to community members who are not and have never been day or evening community college students. The services are aimed at the re-training and dropout problems.

☞ Human resource development

The programmes in this category are aimed at broadening the community's educational base and tapping a potential reservoir of knowledge, human power and experience. They include re-training programmes, basic education for the functionally illiterate human power development programmes and basic skills programmes for the disadvantaged.

☞ Campus radio-television stations

Some community colleges use Frequency Modulation (FM) radio stations and/or television stations for special programming for public events held on campus, as well as community development and self-improvement. They are also used for teaching in some community service programmes.

- To provide the community, including business and industry, with the leadership and coordination capabilities of the college, assist the community in long-range planning and join with individuals and groups in attacking unsolved problems. Efforts are being made to achieve this objective with the aid of the following programmes:

☞ Leadership and advisory assistance

The community college makes available to the community its leadership capabilities to assist in the coordination of efforts towards community improvement, the solution of community problems and the improvement of the operation of community organisations. Services in this category include simulation and support of community action projects, leadership training and technical services to agencies of local government.



☞ Studies, surveys and polls

This service involves the gathering and dissemination of information needed to solve community problems. Such information can best be procured through community surveys, occupational surveys, polls and studies carried out with the aid of community college students

☞ Workshops, institutes and conferences

Essential educational resources for community programmes are provided through the above-mentioned means. Through these services, the community college assists in the education of the community on issues vital to the continuing welfare of local communities.

☞ Organisation of community councils, coordination councils and other needed community agencies and groups

Services in this category encompass mutual concerts associations, area arts councils, a council of social agencies, a management institute and a police academy. The purpose of the community college with these groups is to assist with their establishment, coordination and sustenance to the benefit of the district community.

- To contribute to and promote the cultural, intellectual and social life of the community college district community and the development of skills for the profitable use of leisure time

Implementation programmes under this objective encompass the following:

☞ Arts, lectures and film series

This category includes public affairs forums and lectures, lecture series, symposia, conferences, concerts, drama, recitals, ballet and modern dance, etc. These activities are directed at the community at large and not to smaller specific groups as in the case of short courses.

☞ Cultural tours and field trips

Included here are group visits to places of interest to residents of the college district.

☞ Gallery

A number of community colleges maintain art galleries or gallery programmes for the benefit of both the students and the community.

☞ Physical activities

The community college also contributes to the health and physical well being of community members through community recreation programmes. These physical activities, which are planned and supervised by the community college, include skills classes, tournaments, track and field events, weight conditioning, clinics, special events and non-organised free-time activities.

☞ Community science services

A number of community colleges operate planetariums, observatories and science museums as part of their service to the community.

### **3.7.2 Developmental Education**

Unlike community service, which is designed to cater for the educational needs of all sectors of the community, developmental education only targets a certain section of community college students. These are the students whose writing, reading, oral, study and computation skills are not developed sufficiently to give them access to community college academic programmes.

#### **3.7.2.1 The Concept of Developmental Education**

Developmental education may be construed as a sub-discipline of the field of education concerned with improving the performance of under-prepared students at tertiary institutions. Abraham (1986: 19) defines it as:

**“Programs, courses and activities designed specifically for first time entering students who lack minimum reading, writing or oral communications, mathematical or study skills necessary to do freshman-level college work as defined by the institution.”**

Three terms have been associated with the educational services provided to academically ill-prepared tertiary education students, who are also referred to as “at risk students”. These are: remedial education, compensatory education and developmental education. Although the three terms relate to the same

type of services offered to students, they have different origins and connotations (Spann and McCrimon, 1994:166).

The term *remedial education* is based on the idea of deficits in students' academic backgrounds that need to be remedied. To correct the problem, skills necessary for success must be built through a course or programme at college-entry level.

The name *compensatory education* connotes the removal of environmentally induced achievement deficits and the breaking of the cycle of disadvantage and poverty. It is also seen as the response of the middle class to perceived cultural deficits in the education and social background of lower class persons. Compensatory education was meant to uplift them by providing educational, cultural and personal growth experiences not available in their home environment.

The expression *developmental education* came into being as a result of dissatisfaction with the negative and limited connotations of the other two terms. It was felt that since the goal of the services is a fully developed and fully functioning person, focusing on academic skills alone is not enough if students are to become effective and involved citizens. Thus, the term developmental education, which is used more frequently than the other two terms, is broader and focuses on the potential of the students rather than their weaknesses.

### 3.7.2.2 Programmes of Developmental Education

A recent nationwide study of 546 randomly selected community colleges revealed that 90% of community colleges offered developmental education in 1989. It was also found that 36% of all community college freshmen enrolled in a remedial reading, writing or Mathematics course (Spann and McCrimon, 1994:168). These figures indicate that there is a great need for developmental education in American community colleges. As Barshis and Guskey, (1983: 79) point out, the need will persist for as long as community college policies remain unchanged. They contend that:

**“Whether community colleges are the logical place for these programmes may provoke some disagreement, but as long as an open admissions policy remains part of the community college mission, as long as the community’s priorities can direct the institution’s priorities, then community colleges have the responsibility to teach these students the skills required for them to succeed.”**

Three assumptions underlie most community college developmental education programmes. These can be distinguished as:

- The academically ill-prepared students who come to the community college are educable. Under favourable conditions they can be prepared to learn well in college or to succeed in pursuing vocational curricula. The favourable conditions referred to by the authors include, *inter alia*, instruction that is appropriate to the needs of the students; provision of help to overcome learning difficulties; teaching and learning associated with the mastery of learning; and, alternatives to group learning such as “open-entry, open-exit” instructional sequences, contract learning, credentials for life experiences and so forth.
- The second assumption is that these favourable conditions can be provided best with the resources available at community colleges. The resources include the teaching staff, counsellors’ course and programme design capability, an incentive structure for students and sufficient academic support services beyond the classroom.
- The third assumption is that the community college is the most appropriate place to provide the developmental education experience (Barshis and Guskey, 1983: 79).

In support of the last assumption, Roueche (1980: 3) states:

**“The community college is a college of diversity, to which the poor, the disaffected, the ‘hard-core losers’ will turn for aid in exploring the options that will give them a better chance of survival in a hostile and complex world.”**

Consequently, most developmental education curricular programmes are built around the nucleus of basic skills courses. These encapsulate various strategies such as communication (reading, writing and speaking), quantification (calculation review) and a human development course emphasising the improvement of self-confidence, study skills, test taking, personal career planning and similar aspects of developmental education.

Provision of developmental education at community colleges is therefore another attempt by community colleges to open the doors of learning to as many individuals as possible. Without it, many students would not succeed at tertiary institutions. We will now consider general education, which is a type of education which, unlike developmental education, is meant for all credit students at community colleges.

### **3.7.3 General Education**

General education, as its name indicates, is unspecialised education. It is being offered at all community colleges and all credit students are expected to complete a certain minimum number of credit hours thereof.

Cohen and Brawer (1989: 313) define general education as:

**“ A process of developing a framework on which to place knowledge stemming from various sources, of learning to think critically, develop values, understand traditions, respect diverse cultures and opinions and most important, put that knowledge to**

**use. It is holistic, not specialised; interactive, not fractioned; suitable more for action than for contemplation. It thus differs from the ideal of the collegiate function: the liberal arts are education as; general education is education for.”**

It can be inferred from the above definition that general education is a type of education without which it would be difficult if not impossible for a person to survive in today's world. It is thus a kind of education that is needed by every student. It is for this reason that Wenrich and Wenrich (1974: 9) see it as education growing out of the students' common needs and as education seeking to meet the common needs of youth for competence as a person and as a citizen. It is therefore understandable why general education is mandatory for all credit students.

### **3.7.3.1 Goals of General Education**

In order to be effective, a general education programme needs to have at its base a clear set of goals. Examples of goals basic to any general education programme are provided succinctly by Case (1983: 108):

- To provide an opportunity for the learner to learn about self, society and the physical and natural world.
- To help the learner develop skills in communication and relating to others.
- To lead the learner to explore values and ethical issues confronting the individual and society.



- To teach effective means of participating in society and promoting its welfare.
- To illustrate and explore the significance of interconnectedness of life and events on the planet.
- To direct the thinking of the learner to the future as well as the past and the present.
- To promote skills, knowledge and attitudes conducive to a lifetime of learning.
- To explore the content and modes of enquiry of humankind's important fields of study.

It is evident that an education, which meets these goals, will have as its product, an individual who is competent as both a person and a citizen. Thus, general education is an important component of the programmes of community college.

### **3.7.3.2 The Curriculum of General Education**

In line with the goals of general education, its course content and instructional procedures are selected, organised and presented in a curriculum that invites learners to expand their capabilities, knowledge and awareness as thinking, feeling and acting members of society. The general education curriculum includes courses from various fields of education, viz., Social Sciences, Physical Sciences, Biological Sciences, Communication, Humanities and Mathematics. Each course in the general education curriculum, by its goals,

design, content and instructional procedures, should be identifiable as a general education course (Case, 1983:110).

It can be seen that the curriculum of general education cuts across a variety of fields including those that are normally regarded as specialised fields. This is in agreement with the views of Wenrich and Wenrich (1974: 10) who argue that there are no general or specialised subjects as such. It is the purpose of the teacher and the intention of the student that determine the nature of any particular course offering. A particular course may serve both general and specialised goals, but this should occur by design and not by default.

#### **3.7.4 The Transfer Programme**

In this role the community college provides the student with general education that fulfills the requirements of the first two years of college, thus, preparing them to transfer to four-year institutions or universities. The community college therefore serves as a connecting institution or a gateway to Higher Education. It also serves to protect the universities by sorting the prospective students and sending on only those who have passed the various college-level initiatory rites: the courses, tests and prescribed modes of conduct (Cohen and Brawer, 1987: 3). Students, who successfully complete the programme, are awarded associate degrees, which give them access to four-year institutions. This section will pay attention to the components of the transfer programme and the degrees and certificates awarded at its completion.

#### 3.7.4.1 Components of the Transfer Programme

The transfer function has two major components that could be described as admissions and articulation. *Admissions* include related services such as outreach to potential students, counselling and advising, orientation and student financial aid. The delivery of these services is to be on a continuum from high school through the community college to the tertiary institution to which the student transfers.

*Articulation* on the other hand refers to the alignment of courses taught and programmes offered at different levels to minimise duplication, overlap and loss of time and credit by students as they move from one education level to the other (Knoell, 1994:123). It includes attempts to coordinate and share curricula, facilities and staff members. In certain instances it may suffice for community college instructors to check with their high school counterparts before prescribing a new text book to ensure that the content and level present a natural progression for the students. In other instances it may include formal agreements between school and college districts in which programmes are linked in such a way that they enable students to take introductory courses at the high school and more advanced courses at the community college (Cohen and Brawer, 1987: 153).

In a survey of community, junior and technical college administrators conducted by the AACJC an overwhelming majority reported some type of collaborative efforts between their colleges and high schools (Parnell, 1993: 116). These fell for the most part into four categories:

- Joint enrollment that provides a stimulating challenge for students who want more than what the standard high school can offer. It is seen as a self-serving student recruitment programme on the part of the community college.
- Sharing of faculty/resources through which high school students may take some classes at the community college facility offered by the community college faculty member. Community college faculty members may, at certain instances, offer classes at the high school.
- Advanced placement, which is a programme aimed at motivating academically gifted high school students to earn college credit while still in high school. An increasing number of community colleges are offering advanced placement credit.
- Programme coordination efforts through which high schools and community colleges develop written programme articulation agreements. These agreements are often found in vocational-technical courses and programmes.

The flow of students from community colleges to universities is variously affected by national, state and local agencies that mandate policies for admitting and transferring students, funding special projects, developing informal guidelines regarding course equivalencies and imposing conditions to link institutions. The national agencies usually fund short-term projects, to help certain curricular efforts or assist with the transfer of special groups of students. State agencies develop rules affecting the number and type of courses for which transferring students receive credit. Locally, institutions

develop guidelines for course equivalencies and various forms of administration guarantees (Cohen and Brawer, 1987: 157).

#### **3.7.4.2 Degrees and Certificates**

Under the transfer function, community colleges award two kinds of degrees and a diversity of certificates. The degrees are pre-baccalaureate degrees encompassing the Associate in Arts (AA) degree and the Associate in Science (AS) degree (Bagwandeem *et al.*, 1995: 56). The AA and the AS degrees prepare the student primarily for transfer to an upper-division baccalaureate degree programme. Programmes leading to these degrees are similar in nature. The general trend has been to offer the AS degree to students who wish to major in Engineering, Agriculture or the Sciences with heavy undergraduate requirements in Mathematics and Science. The AA degree is directed to those majoring in the Social Sciences, Humanities, Arts and similar subjects. Although the two degrees are offered in various fields, the titles Associate in Arts and Associate in Science are used without further designation. It is the transcript of the student that reveals the exact nature of the programme completed (Parnell, 1993: 103).

The AA degree programme provides a general education for students who wish to continue their studies at a four-year institution. It promotes a comprehensive view of the liberal arts, fine arts, Mathematics, Natural Sciences and Social and Behavioural Sciences. Graduates may major in a variety of fields, may choose to begin a career in business or industry or may opt for further specialised training.

Requirements for the Associate degree differ from college to college. However, completion of the following programme at most community colleges satisfies the basic requirements in general education for the Associate degree:

| <u>Course</u>                     | <u>Number of credit hours</u> |
|-----------------------------------|-------------------------------|
| • English                         | 9                             |
| • Mathematics                     | 6                             |
| • Natural Sciences                | 10                            |
| • Humanities/Behavioural Sciences | 15                            |

Students are required to complete certain core requirements such as a minimum of 44 credit hours of general education and a certain number of electives before the degree could be awarded (Bagwandeem *et al.*, 1995: 57).

The requirements for the AA degree at Pasco-Hernando Community College in Florida (Pasco-Hernando Community College Catalog, 2001-2002: 72), are given below as an example. The AA degree will be awarded upon completion of 60 credit hours and upon passing the state prescribed College-Level Academic Skills Test (CLAST). The 60 credit hours are to be acquired as follows:

| <u>Course</u>                      | <u>Number of Credit Hours</u> |
|------------------------------------|-------------------------------|
| Communications                     | 9                             |
| Mathematics                        | 6                             |
| Natural Sciences                   | 9                             |
| Social and Behavioural<br>Sciences | 6                             |

|            |           |
|------------|-----------|
| Humanities | 6         |
| Electives  | <u>24</u> |
| Total      | 60        |

Beyond the 36 hours of general education, the remaining 24 hours may be completed from courses at the 1 000 or 2 000 level listed in the catalogue. Students are urged to select courses relevant to their majors. Courses from Communications, Mathematics Social and Behavioural Science and Humanities are to be completed with a grade of C or higher. Students are also required to satisfy all college preparatory requirements before completing 12 credit hours. These include passing all sections of the CLAST, or satisfying an approved CLAST alternative.

Generally, the AA degree may be awarded as a precursor for a four-year degree in, among others, the following fields: Business Management, Criminal Justice, Nursing, Teaching-Secondary, Teaching-Elementary, Teaching: English Teacher, Drama, Music, Architecture, Communication, Engineering, Humanities, Life Sciences, Mathematics and Statistics, Public Administration and Social Work (Southeastern Community College Catalog, 1998-2000: 9 ; St. Petersburg College Catalog, 2001 - 2002:87).

As mentioned earlier, the programme for the AS degree provides a concentration in Mathematics and Physical Science for university curricula requiring such a background. While the programme emphasises critical analysis and the judgmental skills inherent in the disciplines of Science and

Mathematics, the curriculum also promotes an understanding and appreciation of the Arts and Humanities. The curriculum of the AS degree generally includes technical courses, general education courses and technical support courses. The general requirements at most community colleges are 20 credits made up as follows (Bagwandeem *et al.*, 1995: 58):

| <u>Course</u>                 | <u>Number of Credit Hours</u> |
|-------------------------------|-------------------------------|
| Written communications        | 3                             |
| Oral communications           | 3                             |
| Computation                   | 3                             |
| Social / Behavioural Sciences | 3                             |
| Humanities                    | 3                             |
| Physical Education            | 2                             |
| Electives                     | <u>3</u>                      |
| Total                         | 20                            |

At Southeastern Community College in North Carolina (Southeastern Community College Catalog: 1998-2000: 85), the degree is awarded upon completion of a total of 65 credit hours compiled as follows:

| <u>Course</u>       | <u>Number of Credit Hours</u> |
|---------------------|-------------------------------|
| Orientation         | 1                             |
| English Composition | 6                             |
| Humanities          | 12                            |



|                               |          |
|-------------------------------|----------|
| Social / Behavioural Sciences | 12       |
| Mathematics                   | 13       |
| Computer Science              | 3        |
| Natural Sciences              | 15       |
| Physical Education            | <u>3</u> |
| Total                         | 65       |

The degree may be awarded in preparation for transfer to, among others, one of the following fields at a four-year institution: Business Administration, Computer Information Technology, Computer Programming and Analysis, Criminal Justice Technology, Dental Hygiene, Drafting and Design Technology, Engineering, Forestry, Marine Biology, Nursing, Pharmacy, Physical Therapy, Palaeontology, Pre-Medicine, Sports Medicine and Zoology ( Danville Community College Catalog, 1998-2000: 49; Pasco-Hernando Community College Catalog, 2001-2002:73).

In addition to the above mentioned degrees, Associate Certificates are also awarded in career/technical fields upon satisfactory completion of the established standard number of credit hours for the AS programme as approved by the State Boards of Community Colleges where applicable. At Pasco-Hernando Community College for instance, a certificate may be awarded in some programmes after one year of prescribed work. After the awarding of the Associate Certificate, a student may continue in an AS degree. Associate Certificates may be awarded in Business Management, Computer Programming and Office Systems Specialist.

It can be noticed from the above that although the AA and the AS degrees are intended for students who wish to transfer to higher institutions, it is still possible for students to discontinue their studies after obtaining one of the degrees and be employed. After the completion of a certificate programme, a student also has the option of further education or employment.

### **3.7.5 Vocational-Technical Education**

In this role, the community college provides occupational education to full-time and part-time students. In most community colleges instruction takes place during the day and in the evenings. The education may be pre-employment or upgrading in nature. It may be provided on campus, at the work place or a combination of both. Programme design and implementation may be a sole responsibility of the community college, or partnerships may be formed with business and industry. Associate degrees, diplomas or certificates may be awarded after a satisfactory completion of programme requirements. Some community college practices in this regard are briefly examined in this section.

#### **3.7.5.1 Degree Programmes**

The Associate in Applied Science (AAS) degree programme is awarded under this programme. It is designed to lead directly to employment in a specific career. Unlike in the case of the AA and the AS degree titles which are without designations, the AAS degree may have additional designations to denote special fields of study such as Nursing, Computer Technology and Law Enforcement (Parnell, 1993: 105). The degree is meant for students who do

not plan to pursue a four-year degree programme, but still seek an educational experience that includes courses other than those directly related to the chosen field. Along with courses that are related to the field of study, students will take a variety of general education courses such as English, Speech, Psychology, Science, Mathematics and Physical Education. Courses other than the general education courses are not transferable to four-year institutions.

The degree is awarded in different fields at different community colleges. At Corning Community College in the State of New York, the degree, which is of two-year duration, may be awarded in the following fields:

Business Administration, Manufacturing Leadership, Office Technology, Paralegal, Travel and Tourism, Computer Repair Technology, Computer Systems Technology, Computing Graphics Technology, Network Technology, Chemical Dependency Counselling, Early Childhood Studies, Educational Interpreting, Paramedic, Human Services, Nursing, Automotive Technology, Chemical Technology, Electrical Technology - Electronics, Machine Tool Technology, Manufacturing Technology, Mechanical Technology and Opto-Electronics (Corning Community College, 2002).

### **3.7.5.2 Diploma and Certificate Programmes**

Some community colleges, e.g., Danville Community College, offer, in addition to the AAS degree, diploma and certificate programmes. Others, such as Southeastern Community College, Baltimore City Community College in Maryland and Henderson Community College in Kentucky, award degrees and certificates. Diploma and certificate programmes differ from Associate Degrees

in several ways. They may be presented at a different educational level and in most cases are developed in response to specific local employment needs as identified by lay advisory committees and the college curriculum committees. Their specific objective is to give students a variety of hands-on training experiences to prepare them for immediate employment. They do not require the same level of general education as the Associate Degree programmes. Hence, more of the required courses are directly related to the field of study. They are usually designed to be completed in one or two years.

At Danville Community College, the diplomas are awarded in the following areas: Air Conditioning, Automotive Analysis and Repair, Drafting and Design, Electrical-Electronics (options: Analyst Electronics; General Electronics), Electrical-Electronic Equipment Servicing, Precision Machining Technology and Printing Technology (Danville Community College Catalog, 1998 -2000: 77).

Different community colleges offer a variety of certificates, which are similar and different in various ways. Certificate programmes from two community colleges, namely, Corning Community College and Henderson Community College are presented below as examples:

*Henderson Community College:* Business Technology, Clinical Laboratory Science Dental Hygiene, Engineering Human Services and Nursing (Henderson Community College, 2002).

*Corning Community College:* Automotive Mechanics, Basic Accounting, Computer Aided Drafting, Early Childhood Education, Fire Protection

Technology, Microcomputers, Numerical Control and Youth Counselling (Corning Community College, 2002).

In conclusion, the degrees, diplomas and certificates described above, are not equally popular. Some attract more students than others. According to records of the AACCC (2002(d): 1) the following are the top 10 community college associate degrees (including AA, AS and AAS) and certificates for the period 1996-1997:

**Table 3.1: Top 10 Community College Certificates and Associate Degrees**

| <b>Certificates</b>                       | <b># Awarded</b> |
|---|------------------|
| Health Professionals and Related Sciences | 56 659           |
| Business Management and Admin. Services   | 24 176           |
| Mechanics and Repairs                     | 14 888           |
| Protective Services                       | 13 507           |
| Precision Production Trades               | 9 486            |
| Vocational Home Economics                 | 7 595            |
| Personal and Miscellaneous Services       | 6 744            |
| Engineering - Related Technologies        | 6 203            |
| Construction Trades                       | 5 544            |

|  |         |
|--|---------|
| Transportation and Material Moving Workers | 4 935   |
|  |         |
| <b>Associate Degrees</b>                   |         |
| Liberal / General Studies and Humanities   | 167 448 |
| Health Professionals and Related Sciences  | 76 848  |
| Business Management and Admin. Services    | 71 766  |
| Engineering - Related Technologies         | 20 208  |
| Protective Services                        | 17 445  |
| Mechanics and Repairs                      | 9 747   |
| Education                                  | 9 687   |
| Visual and Performing Arts                 | 8 757   |
| Multi / Interdisciplinary Studies          | 8 246   |
| Computer and Information Sciences          | 7 701   |

Source: AACC, 2002(d): 1

### 3.7.5.3 Community College/Private Sector Collaborations

In addition to vocational education taking place at community college campuses under the planning and supervision of community college personnel, there is also vocational education taking place in partnerships between

community colleges and commerce and industry. These include customised job training (CJT), joint technical training, apprenticeship training and equipment sharing (Long, 1989: 163). Some of these collaborative efforts are briefly described below with examples where applicable.

*Customised job training* refers to training that is designed to meet the specific and unique task or skill needs of a particular firm. Students of CJT are either new employees, who require entry-level skills or specific orientation to processes or techniques of the firm; or continuing employees who need upgrading or re-training because of promotion, changes in technology, or basic changes in the operations of the company. The training may take place at the firm, at the community college, or at a combination of both. The training programme is designed, organised and administered by the personnel of the community college in collaboration with individuals from the industry. Personnel recruited, trained, employed and supervised by the community college provide instruction. The instructors may be full-time employees of the college or, more likely, are specially recruited practitioners or trainers who know the industry in question and can relate well to corporate goals and objectives. Before a community college commits itself to CJT, market research is required. If the predicted need for training is significant, then the community college makes the necessary changes in its internal operations to accommodate the training (Kopecek, 1984: 4).

Brevard Community College in Florida, serves as an example of a community college engaging in CJT. According to Tom Denison (Brevard Community

College, 2002: 2), the director of the Business and Industry Training Centre which is responsible for CJT, the centre has a mission of providing customised training and certification to meet the needs of Brevard employers. Most deliveries of the centre are tailored to meet the specific requirements of the employer. Customised job training at Brevard Community College is almost always non-credit and is quick, aggressive and thorough. Customised job training can be whatever the employer wants it to be. The centre tailors existing curricula or designs new curricula to meet emerging requirements.

*Joint Technical Training* is found in several big companies such as Ford Motor Company, Nissan Company and General Motors, which have joint arrangements with community colleges for the technical training of the employees of these companies. Examples of community colleges involved in these ventures are Bessemer State Technical College (Alabama), Catonsville Community College (Maryland), Guilford Technical College (North Carolina) and Gateway Community College (Arizona).

Partnerships with labour organisations often address *apprenticeship training*. This training lasts for a certain period of time, involves on-the-job training together with classroom instruction and produces skilled graduates often with employment already waiting for them. This kind of arrangement saves the community college a lot of money on the purchase of expensive equipment and offers the industry or labour organisation in-depth academic foundation they could not provide.



Numerous successful apprenticeship partnerships exist. Examples include Alabama Technical College which offers apprentice training in cooperation with a local steel corporation; and Bainbridge Junior College (Georgia) which trains apprentices for a local electrical/mechanical maintenance company.

*Equipment Sharing* occurs when community colleges enter into agreements with local companies to use the companies' equipment during off-hours for training. Such a relationship exists between Bessemer State Technical College (Alabama) and Fluid Power Systems, distributor of Rexroth hydraulic equipment. Likewise, Orangeburg-Calhoun Technical College (South Carolina) provides training for Case International Harvester dealer mechanics. Students use college facilities for classroom instruction and they have access to Case tractors for hands-on experience (Long, 1989: 163 - 167).

The community college/private sector collaborations mentioned above seem to be of benefit to all involved. Students receive training of a high quality which ensures them employment because the companies were involved in planning the content of the training the students received. Employers are assured of highly qualified employees they are not capable of producing on their own. Community colleges are helped to achieve their mission of being of service to the community at large, while at the same time they save costs since some of the expenses are borne by the companies involved.

In conclusion, it is clear from the above description of the instructional programmes of community colleges that for each programme to be

implemented successfully, the community college has to commit itself in terms of resources (financial, human and time) to each programme. Otherwise, as the critics of the comprehensive mission point out, it will be impossible for any community college to achieve excellence in all the five functions described above. Should the community college succeed in all five, it will then qualify to be called the college for everyone.

As aforementioned, it is evident that the instructional programmes described above, cannot be implemented successfully without the backup of among others, strong financial resources. Consequently, the next section will take a look at the sources of finance for and general financial management in community colleges.

### **3.8 Finance and Funding in Community Colleges**

For community colleges to operate successfully, they need to have sustainable sources of income and sound financial management. Without these, the comprehensive mission of community colleges would be a dream which would never come true. This section examines general financial management in community colleges by considering sources of income for community colleges as well as community college expenditures.

#### **3.8.1 Community College Revenues**

The major revenue sources procurable by community colleges through the years include student tuition and fees; payments from state governments; as well as local and federal government in the form of grants, cost

reimbursements, direct appropriations and local property taxes (Smith, 1994: 351). As indicated in the table below, especially from 1965, the trend has been for the state to pick up an increasingly larger share than the local districts. This trend was advanced during the late 1970s when the State of California introduced legislation referred to as Proposition 13. This legislation limited the property tax to 1% of the 1975-1976 assessed valuation with a maximum annual increase of 2%. The effect on community colleges was a considerable decrease in available funds since local taxes were their major source of income. Within two years, state appropriations increased from 42% to nearly 80%. Some other states soon passed legislation similar to California's Proposition 13 (Cohen and Brawer, 1989: 128).

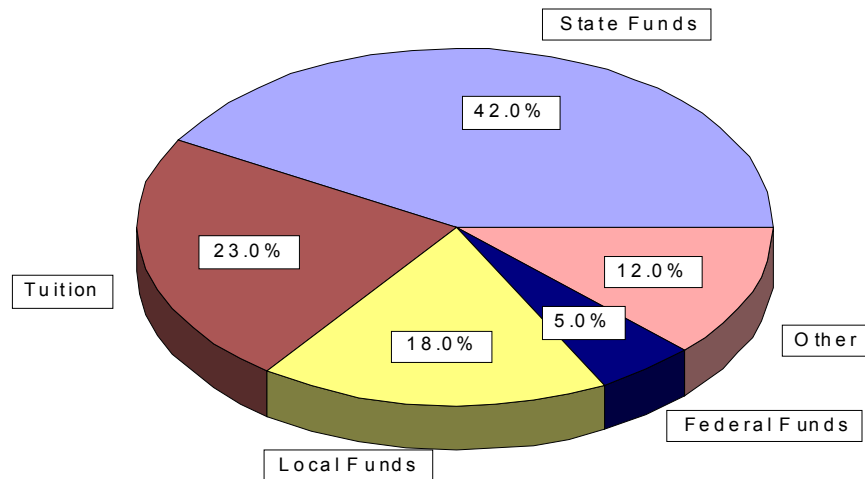
**Table 3.2: Percentage of Income from Various Sources  
for Public Two-Year Colleges: 1918-1986.**

| Source             | 1918 <sup>a</sup> | 1930 <sup>a</sup> | 1942 <sup>a</sup> | 1950 <sup>a</sup> | 1959 | 1965 | 1975 | 1986 |
|--------------------|-------------------|-------------------|-------------------|-------------------|------|------|------|------|
| Tuition & Fees     | 6                 | 14                | 11                | 9                 | 11   | 13   | 15   | 16   |
| Federal Aid        | 0                 | 0                 | 2                 | 1                 | 1    | 4    | 8    | 10   |
| State Aid          | 0                 | 0                 | 28                | 26                | 29   | 34   | 45   | 47   |
| Local Aid          | 94                | 85                | 57                | 49                | 44   | 33   | 24   | 17   |
| Gifts & Grants     | 0                 | 0                 | 0                 | 0                 | 0    | 3    | 1    | 1    |
| Auxiliary Services | NA                | NA                | NA                | NA                | 12   | 6    | 6    | 6    |
| Other              | 0                 | 2                 | 2                 | 2                 | 2    | 7    | 1    | 3    |

<sup>a</sup> Includes local junior colleges only. Source: Cohen and Brawer, 1989: 128.

The above pattern persists in today's community college. Statistics from the National Profile of Community Colleges (AACC, 2002(b): 2), depicted in Figure 3.5 below, indicate sources of revenue for public community colleges for the year 2000:

**Figure 3.5: Community College Revenue Sources: 2000**



Source: AACC, 2002(b): 2

### 3.8.1.1 State Funding

A recent study has shown that state support for community colleges has increased despite the fact that the overall two-year rate of increase in state support of Higher Education dropped to a thirty-year low of 11,6% during the

period 1990-1991 (Smith, 1994: 352). It would be of interest to find out how state governments allocate funds to community colleges.

There are four basic approaches to state plans for financing community colleges. They are referred to as: negotiated budget, unit-rate formula, minimum foundation and cost-based programme funding (Wattenbarger, 1985: 271; see also, Cohen and Brawer, 1989: 130). These plans are detailed below:

- *Negotiated Budget*

Community Colleges being funded in accordance with this plan, arrange funding annually with state legislature or a state board. Since this plan is customarily used in states in which all or nearly all community college funds come from the state, a high level of institutional accountability for funds expended is expected. The budget is influenced by factors such as availability of funds, changing costs and the introduction or suspension of various programmes.

- *Unit-Rate Formula*

In this plan, the state apportions funds to the community colleges based on a formula that specifies a certain amount of money per unit of measure. The unit of measure may be a full-time student equivalent (FTSE), the number of students in certain programmes, credit hours generated or some combination of measures.

- *The Minimum Foundation*

The minimum foundation plan is a modification of the unit-rate formula. The amount of state funds allocated to the community college, depends on the amount of funds the community college is receiving locally. The

intention with this plan is to provide more state funds to community colleges where local support is less.

- *Cost-Based Programme Funding*

The cost-based programme funding plan provides state funds based on actual expenditures. The funds are allocated on the basis of programme functions, specially budgeted objectives and detailed instructional categories. Locally obtained funds may or may not be taken into consideration. Because community colleges differ in their offerings and costs thereof, there will be considerable variations among allocations made to different institutions.

The funding formulas are often complicated and never equally satisfy all institutions. Certain categories of institutions, programmes and students may benefit from a given plan while others are harmed by it.

### **3.8.1.2 Tuition**

In line with the wishes of the 1947 President's Commission, many leaders of community colleges have championed the policy of no-tuition or low-tuition for their institutions. They felt that community colleges were natural extensions of high schools and accordingly, their students were eligible for free education. Unfortunately, many outside the institutions did not share their views. These included state legislators who were striving for ways of holding down appropriations. They argued that people who profited from attending college should pay. They were also of the opinion that students would take their education more seriously if they paid for it (Cohen and Brawer, 1989: 135). The

latter argument was strongly articulated by one of the speakers at the 1928 annual meeting of the AAJC:

**“Many people including those who are careful students of education finance, share the opinion that when the student has monetary investment, he is going to attack the problem of education more seriously than... when it is handed to him for the asking.”**

**(Cohen and Brawer, 1989: 134).**

Consequently, the issue surrounding tuition has not been whether it should be charged, but how much to charge. Variances in tuition are wide depending on the college, the state and the classification of students. During the period 1986-1987, it roved from \$100 in California to \$1 785 in Vermont (Cohen and Brawer, 1989: 136). Colleges that draw much of their support locally are customarily authorised to establish their own tuition within certain limits. In such cases out-of-state students, foreign students, certain categories of part-time students, adult students and evening session students usually pay at a higher rate.

Reluctance in increasing tuition normally emanated from a fear of a resultant drop in enrollment and the consequent closure of the “open-door”. However, a recent study of community college finances, observed that for the period 1988 to 1990, an increase in community college tuition has not affected enrollment. It is presumable that there is a level to which tuition may rise with no effect on

enrollment, but past that, enrollment will begin to slide (Wattenbarger, 1994: 337). During the 2000 academic year, the average annual community college tuition and fees was \$1 518 (AACC, 2002(b): 1).

### **3.8.1.3 Student Financial Aid**

Financial aid to students was initiated by the USA Congress after World War II with the GI Bill which made provision for the returning veterans to pursue college education (Gilley, 1983: 210). It has since developed to become a foundation stone for college funding. It is estimated that during the mid-eighties, around \$18 billion was being advanced to Higher Education in this form. Approximately 18% of this amount went to public community colleges (Cohen and Brawer, 1989: 136).

The aid is made available to students in different types. These include:

- Federal grants such as The Federal Pell Grant, which is a federal programme of gift assistance based upon financial need.
- State grants awarded by state departments of education.
- Federal loans such as the Federal Stafford Loan and the Federal Plus Loan.
- Short-term loans obtainable from colleges.
- Employment: Including Federal Work-study programme, which is a federal need based programme designed to provide part-time employment for students. Students may be employed at colleges for a given number of hours per week.



- Awards and scholarships of different sorts made available to students to meet their educational needs (St. Petersburg College Catalogue: 2001-2002: 58).

A considerable number of students benefit from these financial aid programmes. According to the National Profile of Community Colleges (AACC, 2002(b): 1), in the academic year 2000, students received financial aid nationally as follows: Any aid: 32,8%; Pell Grants: 14,9%; State aid: 6,1%; Federal loans: 6,0%.

It is evident that financial aid is playing a major role in assisting community colleges to accomplish their mission of broadening opportunity. Without it, most students would not be able to obtain tertiary education.

#### **3.8.1.4 Fund-Raising**

The diminishing availability of external grants is compelling community colleges to look to other sources of funding beyond government revenues, local taxation student fees and tuition. They now realise that fund-raising will be a prerequisite for their success.

The major mode for community college fund-raising comes through non-profit foundations that obtain and distribute cash and other donations. Funds are customarily raised for student scholarships, staff development, capital construction, equipment and for unrestricted operation use (Miller, 1994: 360).

Community colleges, being relatively newcomers in the field of fund-raising, often have to compete with the more experienced four-year colleges for donations. A comparison of community college foundations with the efforts of four-year institutions revealed that for the year 1989, the combined total of reported donations to the top ten community colleges was approximately \$16,8 million whereas the tenth ranked four-year college, the University of Minnesota, received about \$100 million during the same period (Miller, 1994: 361).

Five reasons have been advanced for the failure of community colleges to succeed in their fund-raising efforts (Miller 1994: 364). These are:

- A fear by community college leaders and their trustees, of the rejection of their fund-raising efforts.
- A tendency by community colleges to be dampened by the comparative success of four-year institutions.
- Reluctance by many chief executive officers (CEOs) to devote the necessary time to fund-raising.
- Community colleges often being guilty of beginning fund-raising without an appropriate commitment of resources.
- The fear of conflict between trustees and foundation board members over college fund-raising priorities.

In a national investigation of development in community colleges in the USA, it was found that over 80% of the institutional fund-raisers pinpointed specific variables associated with successful fund-raising (Miller, 1994: 366). They include:

- Strong involvement on the part of the college CEO. Personal activism was seen to be absolutely essential, including communicating the mission of the college to potential donors, planning for goals that are within the mission and can be achieved through alternative funding as well as literally receiving donor contributions.
- The reputation of the institution. This touches on the distinction between a charitable donation that is motivated by and a desire to help a needy

cause; and, philanthropy which is motivated by a wish to make a positive difference to a worthy cause. Miller (1994: 367) states appropriately:

**“Donors want to give to a successful organization that makes good use of their money, not to a needy, desperate one.”**

- A professional foundation staff capable of generating sustained, effective giving by using a variety of tools such as marketing and data base administration.
- A board of directors with a composition that fits the donor community. The board must be composed of people who are willing to give and to persuade others of the value of contributing to the community college.
- A clear connection must exist between the foundation and key organisational elements of the college such as marketing, institutional research, planning, public relations, alumni affairs, governmental relations, economic development and grants administration.

In addition to the above factors, Miller (1994: 368) also identifies understanding of the donor as critical to successful fund-raising. His survey of research findings in this field, reveals interesting elements which motivate donors to contribute. These include guilt; ego and the need to affiliate; self-preservation; belief in the cause; reaction to pressure; institutional prestige; and, donor perceptions of three factors, namely, management of the institution, the services supported and the fund-raising activities.

In order to survive in these difficult economic times, community colleges will have to improve their fund-raising skills. Taking cognisance of the above fund-raising success factors, as well as following examples of four-year colleges will make their task easier.

### **3.8.2 Community College Expenditures**

A distinction is made between two categories of expenditures. These are referred to as the academic and administrative expenditures respectively. Academic expenditures relate to issues such as instruction, research, public service and academic support including libraries. Administrative expenditures are those concerned with student services, institutional support and plant operation and maintenance (Smith, 1994: 350).

During the 1986 academic year, the average academic expenditure per credit for a full-time equivalent (FTE) student was \$2 589. By 1990, the figure had risen to \$3 080, an increase of 18,96%. Similarly, the per credit administrative expenditure increased by 18,93% from \$1 548 to \$1 841 during the same period. Several factors are attributed to this cost increase. These include legacies from the period of growth, inflation and costs associated with government-mandated social programmes and government regulation. Other factors relate to moderated enrollment growth, institutional location and mission and salaries necessary to attract and retain qualified academic staff (Smith, 1994: 351).

Several measures are being taken by community colleges to curb the escalating running costs. Selective cuts have been made in personnel, equipment, courses, activities and services. Some colleges have also tried to foster managerial efficiency by employing efficiency experts and training staff members in budget management. More use of facilities has been made, including year-round use of buildings and scheduling patterns that distribute class offerings over more of the day, as well as use of rented space (Cohen and Brawer, 1989: 141). The employment of part-time academic staff members has also been used as a means of saving money. Adjunct academic staff members have been found to be less costly than full-time staff in both salaries and benefits. They are paid one third of the salary of full-time staff, have limited rights to raises and are scarcely ever promoted to higher paying and more prestigious positions (Banachowski, 1997: 1).

The literature on the finances and funding for community colleges shows that a considerably high amount of money is required to keep American community colleges running and that the federal government, state governments, local government, the private sector and students are each playing a significant role in keeping the community colleges operating and sustaining themselves.

Student services are one of the areas, which account for community college expenditures. Since students are among the major stakeholders in community colleges, we now need to examine the nature of the services provided for them.

### 3.9 Student Services in Community Colleges

Since its initiation, the American community college has provided essential services to its students in addition to classroom instruction. Because of the unique nature of its population, the community college has provided student services beyond what is regarded as essential by other tertiary institutions. These services have always been considered an integral and highly significant component of the community college (Matson, 1994: 485).

#### 3.9.1 Definition of Student Services

The exact definition of activities which constitute student services differs from college to college depending on the differences in student population and internal organisation of the community college. However, an analysis of practices of various community colleges reveals that the concept of student services includes certain essential functions all of which are aimed at addressing student needs and thus foster institutional development. The National Committee for Appraisal and Development of Junior College Student Personnel Programs, after surveying the programmes of 123 community colleges during the mid-1960s, identified twenty-one such functions and grouped them into seven categories. These categories are:

- *Orientation*: encompassing pre-college information, student induction, group orientation and career information.
- *Appraisal*: including personnel records, educational testing, applicant appraisal and health appraisal.

- *Consultation*: involving student counselling, student advisement and applicant counseling.
- *Participation*: embracing co-curricular activities and student self-government.
- *Regulation*: comprising student registration, academic regulation and social regulation.
- *Service*: consisting of financial aid and placement.
- *Organisational*: subsuming programme articulation, in-service education and programme evaluation.

(Cohen and Brawer 1989: 178; see also, Matson 1994: 487).

Consequently, the committee defined student services as:

**“A series of related functions designed to support the instructional program, respond to student needs and foster institutional development.”**

**(Matson, 1994: 487)**

A further study by Matson (1994: 485) of the definitions of the concept student services in several community colleges revealed that commonly included in these definitions are the following functions: admission, records, orientation, counselling, assessment, financial aid, placement, student government and student activities.



Since as already mentioned and evident from the above descriptions, a variety of activities constitute student services, community colleges will accordingly, differ in the way they implement these services. The concept will be better clarified by an examination of how the services are being offered at a few community colleges that are chosen as examples.

### **3.9.2 Examples of Student Services**

Student services as they apply to two selected community colleges are briefly described below. The community colleges are Corning Community College in New York and Danville Community College in Virginia.

#### *Corning Community College*

Student services at Corning Community College (2002) encompass the functions listed below:

- *Counselling:* With counsellors providing individual, confidential counselling on a short-term basis to help students with personal and emotional issues, academic difficulties, educational choices, interpersonal relationships and family and social problems.
- *Student Success Centre:* This centre helps new and old students to achieve their academic goals by offering mentoring on a one-to-one basis, advising and counselling. The office also assists students by making them aware of the existence and availability of various resources at the college.

- *Student Disability Services*  
In accordance with this function, confidential documentation of disabilities is reviewed and stored. Students requesting reasonable academic accommodation are assisted and information regarding disabilities in academic settings is made available to both students and staff.
- *Academic Coordination Team (A.C.T.):* The purpose of this office is to enhance the academic success, retention, transfer and graduation of 205 eligible Corning Community College students. The students are assisted by counsellors and professional tutors who provide realistic educational planning, vocational advisement and counselling.
- *Office of Multicultural Affairs:* This office serves to give representation to those groups who are traditionally under-represented on campus. The office provides a variety of services such as counselling, advocacy, support and diversity awareness.
- *Health Office:* This office is nurse-directed. It includes services such as emergency treatment, first aid for illness and injury health screening, health counselling and referral to the community medical care system.
- *Learn to Earn:* This programme offers employment-training skills to individuals receiving public assistance. Its emphasis is two-fold: firstly, to help participants in the development and completion of an individualised employment plan and secondly, to secure employment that leads to independence from public assistance.

- *Bookstore:* The bookstore serves as a resource for students in need of textbooks, software, etc. Students are able to order their textbooks online.

#### *Danville Community College*

Included under student services at Danville Community College, are the following programmes (Danville Community College Catalog, 1998-2000: 31):

- *Counselling:* A staff of professional counsellors and faculty advisors are committed to helping current and prospective students with their academic, personal, career and vocational plans. As a part of this assistance, students are provided appropriate tests, inventories and occupational/educational information regarding financial assistance or employment.
- *Testing:* The student Development Staff coordinates a well-planned testing programme. An appropriate placement test is required for all new students intending to enroll for one of the Associate Degrees, diploma or certificate programmes. This test is administered at the college prior to registration.
- *Consumer Information:* This service avails literature to students on a variety of issues. These include post-graduate employment and college transfer success; curriculum retention and completion; related educational expenses; financial aid policies, procedures and the award process; students rights and responsibilities and affirmative action/equal opportunity policies.
- *Financial Aid:* This service avails financial aid to deserving students. To be considered for financial aid, students must apply by completing the

Free Application for Federal Student Aid and have the results submitted to the Financial Aid Office. Financial aid is available to both full-time and part-time students. A variety of local, state and federal grants loans and scholarships are administered through this office.

- *Placement Service:* The college maintains a placement service in the counselling office for students who wish to secure part-time or full-time employment while attending college during vacation or after graduation. Occupational information on job requirements and opportunities is provided in the Counselling Office.
- *Student Activities:* Included in this service are a variety of meaningful educational, cultural and social experiences. Programmes may encompass: student government, publications, intramural and extramural athletics for men and women, dramatic activities, departmental clubs and special interest groups as approved by the college. All the activities have a staff advisor or a sponsor.
- *Student Handbook:* A student handbook is available to provide additional information to students. It describes student activities and organisations and also lists college rules and regulations.
- *Senior Citizens Tuition and Fees Waiver:* Through this service, fee waiver provision is made for Virginia students who are sixty years and older. To qualify for this service, a student must be sixty years or older, be a legal resident of Virginia, have a taxable income not exceeding an amount of \$10 000 and be admitted to the college as a student.
- *Bookstore:* The bookstore offers a variety of products including books, supplies, discounted computer items such as software, hardware and

other peripherals. The bookstore also sponsors a monthly Student Spotlight and an Excellence in Academics Scholarship.

Comparison of Student Services at these two community colleges confirms the point made earlier that the exact definition of activities which constitute student activities differ from college to college depending, amongst others, on the internal organisation of the college. It can also be seen from the student services of these two community colleges that most of the functions identified by The National Committee for Appraisal and Development of Junior College Student Personnel Programs during the 1960s as components of student services, still hold in today's community college.

The following section will now focus on the people who are in the forefront in the performance of the functions described in the above two sections, i.e., instructional programmes and student services. These are the community college faculty and administrators.

### **3.10 Human Resources and Personnel Development**

The previous four sections of this chapter, namely, student services, finance and funding, instructional programmes and administration in community colleges, have described briefly vital services which have to be performed to keep community colleges operating. Little has been said about the people who perform those services. We now need to focus on the teaching personnel behind community colleges, how they are recruited; their employment status; qualifications; workload; salaries; how they are developed, appraised and remunerated for the services they perform.

### **3.10.1 Recruitment and Selection of Academics**

Recruitment involves the policies and procedures of community colleges to attract and select the most qualified instructional staff. Although formal recruitment plans are not commonly used in community colleges, some do have elaborate and well-defined programmes (Hawthorne, 1994: 405). Recruitment and selection procedures in community colleges visited by Bagwandeem *et al.* (1995: 35) include advertisement of the vacant post, compilation of applications, conduction of interviews, selection and hiring of a suitable candidate. The selection committees include various stakeholders such as faculty, students, management and affirmative action officers.

### **3.10.2 Employment Status of Academics**

The teaching personnel at community colleges is composed of full-time and part-time employees with the majority being employed on a part-time basis. The number of part-timers has grown steadily since the early 1960s. According to Banachowski (1997: 1), part-timers constituted 38,5% of community college academics in 698 junior colleges in 1962. This number increased to 40% in 1971, grew nearly to 50% in 1974. By 1980 nearly 60% of academics in two-year colleges were employed on a part-time basis. Foote (1997: 1) contends that part-time instructors reached the 69% mark in 1995.

Several advantages and disadvantages have been advanced for employing part-time academics (Banachowski, 1997: 1). Firstly, part-time employees save an institution money. Adjunct employees are less costly than full-time ones in both

salaries and benefits. Secondly, the employment of adjunct instructors increases institutional flexibility in matching the demands of varying enrollments. Part-time instructors are hired on contract at the beginning of each term and their contracts may not be renewed when enrollments drop in subsequent terms. Thirdly, adjunct instructors are advantageous because they bring real world vocational experience into the classroom. In this way they enrich academic preparation for the professions. Lastly, part-time instructors themselves benefit from teaching in community colleges. They are usually grateful for the opportunity of teaching part-time because of the prestige bestowed on them and the fulfillment added to their work lives. They also see part-time teaching as increasing their chances of securing full-time employment.

One of the first criticisms levelled against the employment of adjunct instructors, has to do with the competition for jobs between part-time and full-time instructors. Critics are of the opinion that this practice harms full-time employees by taking away full-time positions and the extra pay usually accompanying overload. The second criticism centres around the heavy burden often placed on part-time instructors. Critics argue that adjunct employees are overused for the delivery of instruction and that there is always a lot of ambiguity surrounding their roles. It is maintained that part-time roles are unclear because more often than not, community colleges fail to integrate part-time faculty into their institutions. As a result of this role ambiguity, part-time instructors are often exploited. Their employment from term to term is not guaranteed, they have no health insurance, or other benefits, have few pay raises, few opportunities for promotion and no voice in the decisions affecting them. A third disadvantage of

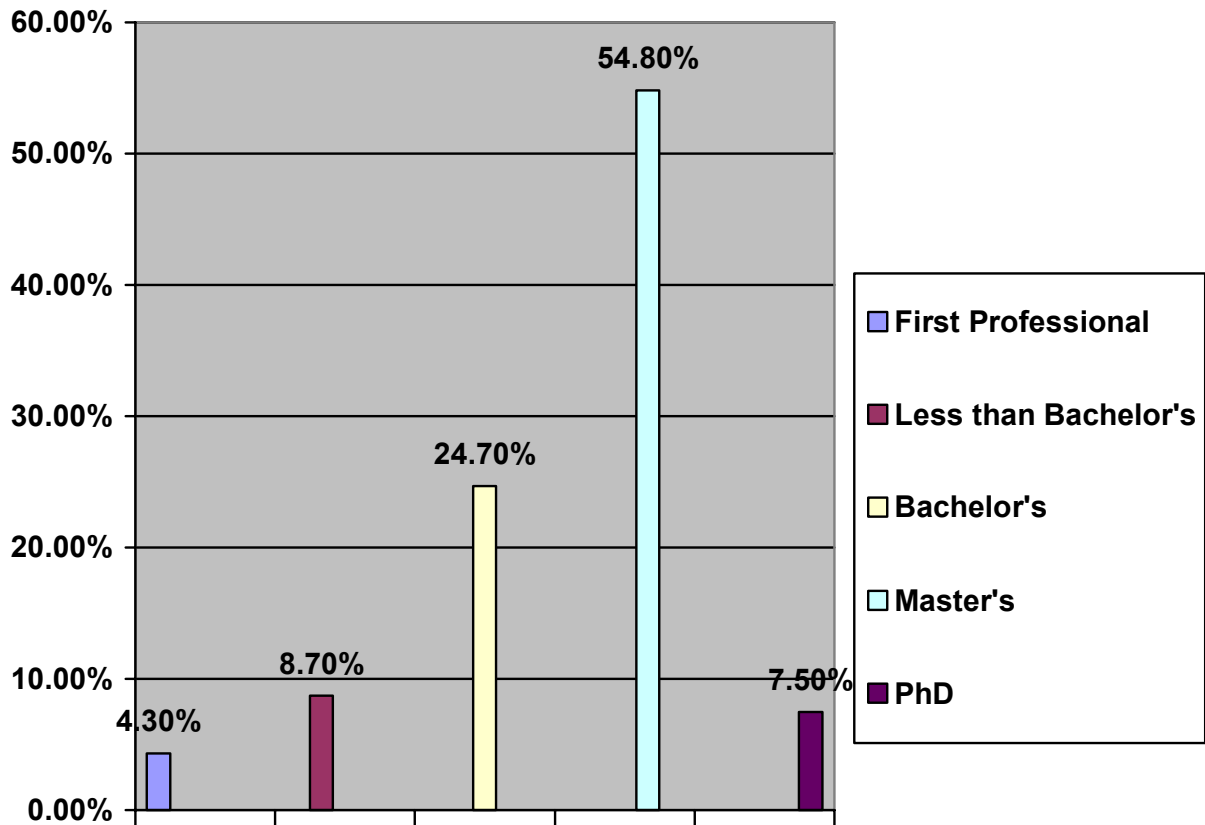
employing many part-time instructors, is that the integrity of the community college teaching profession is undermined. There is however no consensus on how it is undermined. One of the reasons for this contention is that part-time instructors rely on traditional pedagogy and often fail to incorporate new methods of teaching (Banachowski, 1997: 2). Finally, some research findings appear to contradict themselves on the question of the effectiveness of teaching by part-time instructors compared to their full-time counterparts. Some conclude that part-timers are less effective than full-timers while others are of the opinion that there are no significant differences insofar as teaching effectiveness is concerned.

### **3.10.3 Qualifications and Ranks of Academics**

Figures 3.5 to 3.8 below represent the qualifications and ranks of academics in community colleges during the 1993 academic year (National Center for Education Statistics, 1999: 5 ):

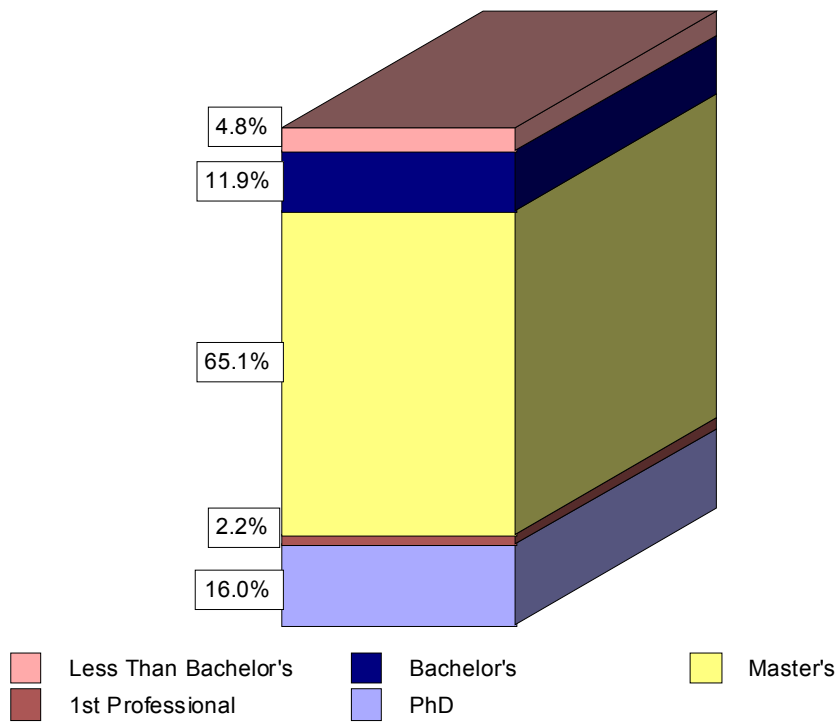


Figure 3.6: Qualifications of Community College Part-Time Academics



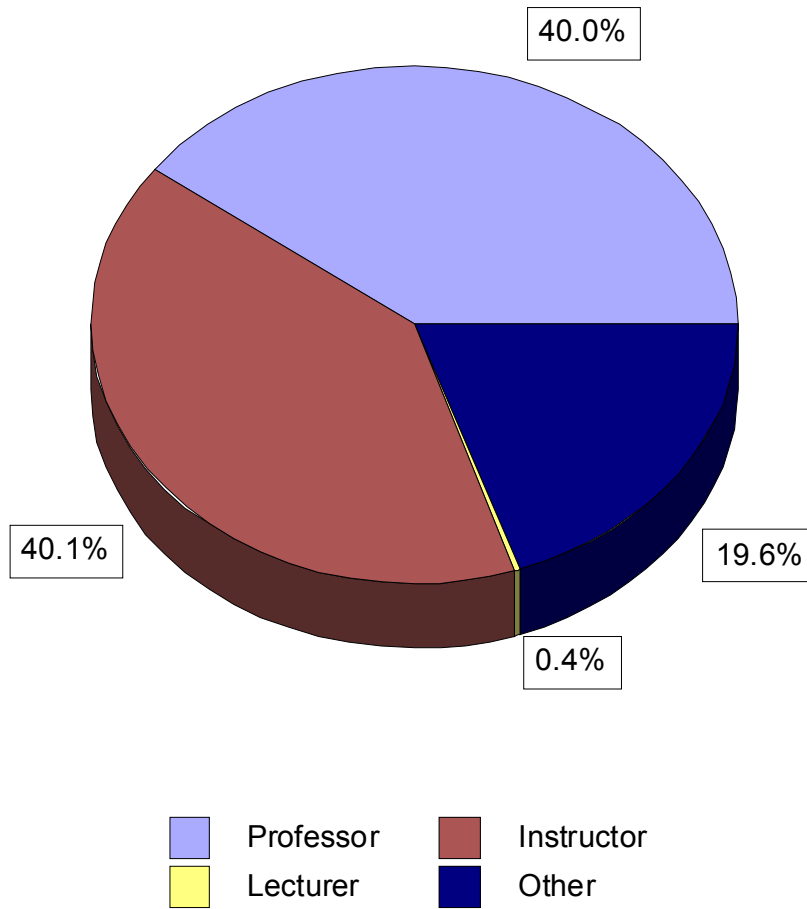
Source: National Center For Education Statistics: 1999

Figure 3.7: Qualifications of Community College Full-Time Academics



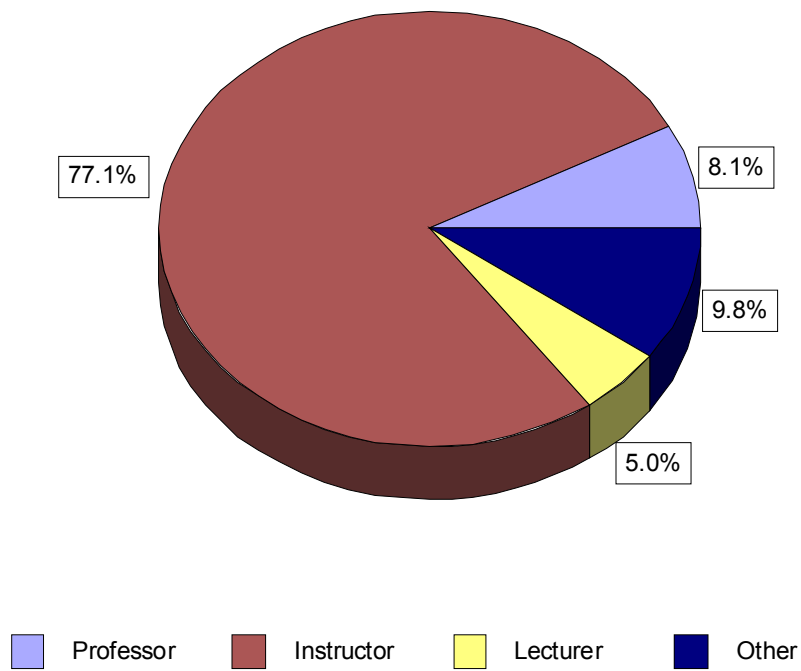
Source: National Center For Education Statistics: 1999

Figure 3.8: Rank: Community College Full-time Academics



Source: National Center For Education Statistics: 1999

**Figure 3.9: Rank: Community College Part-Time Academics**



Source: National Center for Education Statistics, 1999.

The statistics presented in the above charts indicate that the master's degree is a typical qualification at community colleges and that the PhD is not the most desirable qualification. According to Cohen and Brawer (1989: 70), this has been the mode since the 1930s when only 9% of the instructors had a PhD qualification and 54% had a master's degree, through to 1984 when the percentages for the master's and PhD qualifications were 22% and 63% respectively. The increase in the number of instructors with PhDs was due to the tendency by the already employed instructors to improve their qualifications so that they would move higher on the salary schedule (Cohen and Brawer, 1989: 70). It can also be noted from the charts that the number of instructors with bachelor's degrees and less is higher among the part-time instructors. This is probably because most part-time instructors are employed more because of their work place experience than their academic achievements.

The statistics also confirm the point that has been raised earlier, namely, that part-time academics are rarely promoted to higher positions. It is notable that only 8,1% of the part-timers are at the rank of professor compared to 40 % of the full-time professors and that 77,1% of part-timers are at the rank of instructor compared to 40% of the full-time academics.

#### **3.10.4 Salaries of Academics**

Table 3.3 below portrays the average salaries in American dollars of full-time academics at public two-year and four-year colleges by academic rank during the 1997-1998 academic year. Comparison of the salaries of academics at these two types of institutions, reveal that the average salary of academics (all ranks) at

four-year colleges is approximately 15% higher than that of academics at two-year colleges. It can also be noticed that at lower ranks, i.e., from instructor to no rank, the salaries at two-year colleges are higher than those at four-year institutions.

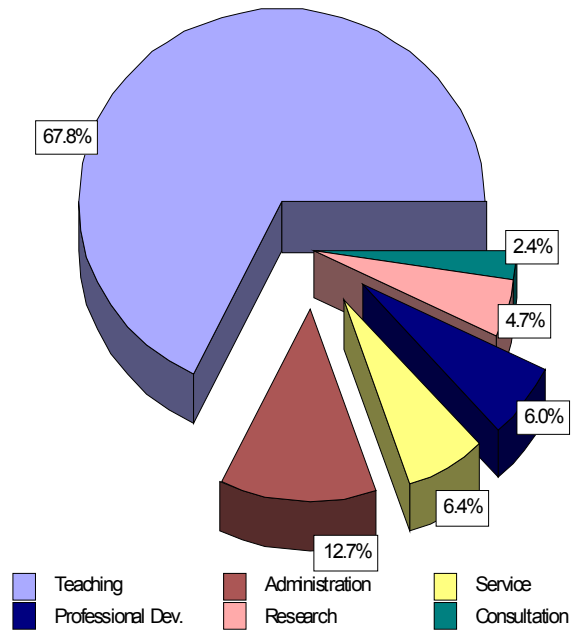
**Table 3.3: Average Salaries of Community College Full-time Academics**

| <b>Rank</b>   | All ranks               | Professor     | Associate professor | Assistant Professor | Instructor    | Lecturer      | No rank                 |
|---------------|-------------------------|---------------|---------------------|---------------------|---------------|---------------|-------------------------|
| <b>2 – yr</b> | <b>45</b><br><b>919</b> | <b>54 488</b> | <b>46 078</b>       | <b>39 623</b>       | <b>34 713</b> | <b>36 199</b> | <b>45</b><br><b>993</b> |
| <b>4- yr</b>  | <b>54</b><br><b>114</b> | <b>69 195</b> | <b>51 732</b>       | <b>42 147</b>       | <b>31 519</b> | <b>34 516</b> | <b>38</b><br><b>614</b> |

Source: US National Center for Educational Statistics: 1997-1998.

Technological developments present a challenge for academics and colleges in determining equitable salaries for academics. These salaries are often based on the amount of time instructors spend face-to-face with students. Since more instruction now occurs in computer laboratories and the internet some modification of the above salary structure is bound to occur. Issues such as ownership of and compensation for the programmes developed for the internet by academics, will have to be given serious consideration.

The next section will focus on the time allocation and workload of academics at public community colleges. This information will hopefully shed some light on the rationale for the above salary structure.



### 3.10.5 Time Allocation and Workload

Apart from teaching, academics at community colleges engage in other work-related activities. These are administration, service activities, professional development, research and consultations by students. Their time allocation is therefore such that each of these activities is catered for. Figure 3.10 below illustrates the average time allocation for academics at public community colleges for the year 1993:

**Figure 3.10: Average Time Allocation for Community College Academics**

Source: National Center for Education Statistics: 1999

It is evident from Figure 3.10 that academics at community colleges spend most of their time on teaching and administration. Research and consultations are the areas that consume the least of the academics' time. Their teaching load will therefore be a major factor in determining their salaries.

Figures from The National Center for Education Statistics (1999) show that the workload for part-time and full-time academics for the 1993 academic year is as indicated in Table 3.4 below:

**Table 3.4: Workload for Community College Full-Time and Part-Time Academics**

| Workload                           | Part-time | Full-time |
|------------------------------------|-----------|-----------|
| Hours worked per week              | 30,4      | 46,4      |
| Regular scheduled office hours     | 3,0       | 9,2       |
| Informal contact hours             | 1,9       | 4,8       |
| Total number of classes taught     | 2,0       | 3,9       |
| Number of students taught per term | 41        | 96        |

Source: National Center for Education Statistics, 1999.

As expected, the workload for full-time academics is higher than that of part-time academics. The number of students allocated to part-time academics is also lower than that allocated to full-time academics.



### **3.10.6 The Training of Academics**

Several well-integrated graduate programmes for the pre-service training of community college instructors have been established. The programmes usually include a base subject matter, preparation in an academic department, some pedagogical preparation and a period of practice teaching or internship. These programmes are usually offered at universities (Cohen and Brawer, 1989: 71).

Numerous types of in-service preparation programmes have also been established. They include discipline-based institutes, release time, sabbatical leave, tuition reimbursement for instructors to spend time in a university-based programme, as well as courses and workshops on pedagogy sponsored by single institutions or by institutional consortia (Cohen and Brawer, 1989: 72).

In addition to these in-service training programmes, several other organisations contribute to staff development through publications and conferences. These include The National Institute for Staff and Organisational Development, The Community College Consortium, University of Michigan, University of Toledo and the National Center for Research to Improve Post-secondary Teaching and Learning (Burnstad, 1994: 386).

Recent trends suggest that more emphasis on human resource development is needed. For example, Building Communities, a body sponsored by the AACJC to look at the future of community colleges stated:

**“Every community college should have a Faculty Renewal Plan, one developed in consultation with the faculty. Such a plan should include faculty workshops, faculty-led seminars, departmental and campus-wide retreats, participation in national conferences, short-term leaves, intercollegiate faculty exchanges and sabbaticals.”**

**(Burnstad, 1994: 387).**

### **3.10.7 Performance Appraisal**

Performance appraisal in community colleges serves numerous purposes. It provides feedback to instructors on their performance; serves as a basis for improving performance; provides data for making decisions on pay, tenure, transfer, promotions, or discipline; and, force supervisors to relate instructors' behaviour to actual results. Performance appraisal is usually performed by supervisors such as departmental heads and Deans. In certain instances instructors are given an opportunity to rate themselves or to perform peer ratings. Students and staff associations are also often given an opportunity to evaluate instructors (Cohen and Brawer, 1989: 79; see also, Smith and Barber, 1994: 382).

According to Cohen and Brawer (1989: 80) nearly all institutions engage in performance evaluation. The involvement of staff associations in the process was intended to enhance professionalisation since a profession should police its own ranks, set standards of conduct and exercise sanctions. However, this involvement marred the process when staff bargaining units leaned more in the

direction of protecting their members from judgments made by administrators than towards enhancing professional performance.

The above survey of human resource issues in community colleges has focused on the teaching personnel in community colleges as these are considered to be the major role-players in the implementation of the instructional programmes in these institutions. The survey has shed some light concerning the recruitment and selection of the teaching personnel, their characteristics as well as their training and appraisal.

The preceding sections of this chapter pertaining to the American community colleges have shown that keeping American community colleges running is no easy task. It requires among others, thorough planning; human, physical and financial resources; collaboration among different role-players and a nation willing to take advantage of the opportunities being so generously offered. An important question to consider at this stage is whether the community college is really making a difference in the lives of Americans, i.e., what impact does it have on the individuals and organisations it is intended to serve? Is it worth all this effort and expenditure?

### **3.11 The Impact of the American Community College**

This section will examine the impact of the community college on those it is supposed to serve, namely, students, business and industry, universities and society in general. The question to be considered is whether the community college benefits all four as its defenders claim, or only universities and business

and industry at the expense of students and taxpayers, as its critics claim (Dougherty, 1994: 7).

### **3.11.1 Impact on Business and Industry**

The relationship between community colleges and business and industry, lies in the role the former plays in employee training for the latter. Impact as related to this connection, can be defined in terms of a relationship between three factors: business and industrial needs for labour force development and training programmes; outcomes generated by institutional programmes in response to identified needs; and, the costs of training offered by community colleges. Programmes that meet expressed needs of business and industry and operate at moderate or low-costs and generate long-term benefits to community colleges through additional revenue, equipment, staff and surplus enrollment can be said to be impacting positively on business and industry (Fidler, 1982: 27).

Evaluation of the research conducted by Dougherty (1994: 67) in the area of the relations between community colleges and business and industry, indicates that the community college is the major supplier of trained workers across a vast variation of middle-level occupations such as computer operators, nurses, technicians, etc. The community college also offers upgrading and re-training programmes for business and industry employees. These programmes which cost less when conducted at community colleges, result in improved employee job and managerial skills and, hence, in improved production (Fidler, 1982: 28).

Other areas in which community colleges are of benefit to business and industry include services in which the community colleges lead the way. These are small business development, customised assessment, customised training, employee retention training and workplace literacy training (Zeiss, 1994: 512).

The positive impact the community college has on business and industry is manifested in the reaction of those in the private sector who use community colleges in the training of their employees. It has been found that 98% of businesses and organisations that use them, recommend community college workforce education and training programmes (AACC, 2002(b): 3).

### **3.11.2 Impact on Universities**

Available evidence seems to indicate that community colleges reduce admission pressure on state universities and allow them to maintain admissions selectivity. Various university officials and the actions of college students support this notion.

Robert Sproul for example, who was the President of the University of California from 1930 to 1958, stated:

**“The University of California... without the excellent junior colleges that have been developed would hardly have been able to establish and maintain its present high standards of admission and graduation.... Certainly class size could not have been held to a reasonable level, nor could the need for land and buildings have been kept within bounds.”**

**(Dougherty, 1994: 47).**

Sprouls' observation suggests that community colleges are able to control the number of students universities admit. Moreover, such community colleges are able to maintain the high standards befitting a university because of the role community colleges play as complementary institutions of higher learning.

Studies conducted independently by Orfield and Paul in 1992 and Grubb in 1989, as referred to by Dougherty (1994: 47), show that American states with large community college systems have lower rates of transfer to state universities than states with smaller community college systems. This finding suggests that if given a choice, the majority of students would prefer a community college to a state university. One of the reasons why community colleges are able to pull students away from state universities is the lower tuition fees charged at community colleges. According to the US National Center for Education Statistics, during the 1991-1992 period, the average annual tuition and fees for community colleges and public universities was \$962 and \$2 134 respectively. Eight years later, the annual average tuition and fees for community colleges, at \$1 518 had not surpassed the 1992 figure (AACC, 2002(b): 2).

Another study showed that community colleges' average tuition and fees had a strong and statistically significant negative effect on their enrollments. It was found that a 1% decrease in community college tuition and fees led to

approximately 0,5% increase in community college enrollments (Dougherty, 1994: 48).

### 3.11.3 Impact on Students

Issues surrounding access to Higher Education, educational attainment and economic advancement of students relevant to community colleges are also of critical concern. Their impact in this regard is pertinently summarised by Dougherty (1994: 44) as follows:

**“The community college opens the door to opportunity for many, but also closes it for others.”**

Insofar as access to Higher Education is concerned, the question at issue is the extent to which the community college widens access to Higher Education in comparison to other post-secondary educational institutions, especially the universities. Available evidence seems to suggest that community colleges provide greater access to Higher Education than do universities. Three principal reasons for such a situation revolve around: *physical distance*, where the location of community colleges is closer in comparison to universities which are often located in distant rural areas; *economic considerations* where community colleges are deemed to be cheaper to attend; and, *admission requirements* where community colleges, because of their open-door admission policies, are more willing than universities to admit non-traditional students such as high school dropouts, the academically deficient, vocational aspirants and adults interested in leisure learning (Dougherty, 1994: 51).

With regard to educational attainment, the point at issue is the expanse to which the college promotes its students' attainment that may be measured in terms of baccalaureate qualifications and years of education. Research findings reviewed by Dougherty (1994:52-55) suggest that the community college closes the door for community college students aspiring for baccalaureate qualifications while it opens it for sub-baccalaureate aspirants.

Community college students who aspire for baccalaureate degrees are hindered upon entering community colleges. This conclusion follows from the finding that these students secure fewer baccalaureate degrees than similar students who go to universities and that they also attain fewer years of education. Dougherty (1994: 84) advanced three reasons for the attainment of fewer baccalaureate degrees. Firstly, the dropout rate among first and second-year community college students is higher than among comparable first and second-year university students. Secondly, failure among many community college students to transfer to universities seems to be predominant. These students are less likely to transfer to universities or if they do make the effort, they are often turned away by universities or fail to secure financial aid. Lastly, failure to survive after transferring to universities also contributes to this *status quo*. After successfully transferring to universities, the dropout rate among community college students has been found to be higher than among comparable native university students. Major reasons for the high dropout rate include difficulty by such students in becoming integrated academically and socially into universities, poor preparation



by community colleges for upper division work, difficulty in obtaining financial aid and poor efforts by universities to integrate them socially.

Community college students with sub-baccalaureate aspirations on the other hand, have been found to benefit more than other post-secondary education students from attending a community college. They get more years of Higher Education than do students who enter universities or post-secondary vocational schools.

Another issue concerning the impact of the community college on students has to do with principles of economic advancement and how the community college promotes the economic prospects of its students. Once again, the research findings of Dougherty (1994: 59) indicate that the community college students who aspire for baccalaureate degrees do not fare as well economically if they enter a community college than if they study at a university. Further, the community college students fare better economically than students who enter public and private post-secondary vocational schools. Furthermore, community college students fare slightly better economically than students who terminate their education with a high school diploma.

Lastly, the AACCC (2002(d): 2) often conducts surveys on students who complete Associate Degrees and certificates in community colleges. These students were found to be more likely to move into higher status management and professional positions with higher earnings. They were also found to average lifetime earnings of \$250 000 more than people without degrees.

#### **3.11.4 Impact on Society**

The issue of what society gains from supporting community college education has always fuelled many legislative budget debates. Ukpolo and Dernburg, working for the Tennessee Board of Regents, tackled this question and came to the conclusion that Higher Education yields significant results to the state and to society at large. Their investigations, based on 1993 as a base year, revealed that for every dollar Tennessee invests on an associate degree, society can expect an average real return of \$10,52. This happens since as more highly educated people earn more, they increase their spending, which in turn yields more in sales taxes (AACC, 2002(d): 2).

The literature relating to the impact of the community college on business and industry, universities students and society; indicates that the community college impacts positively on business and industry, universities and society. On the part of students, the impact depends on the intentions of the students. Those who aspire for baccalaureate degrees are affected negatively while the effect is positive on those who have sub-baccalaureate aspirations.

It is, however, evident from the foregoing discussion that the community college is impacting positively on the majority of those it is serving. It is probably because of this reason that the community college movement is growing year after year in the USA and that most Americans have high appreciation for these institutions and often express a feeling of pride for the college that cuts across the whole community (Martorana and Kuhns, 1988: 234). This appreciation and feeling of

pride expressed towards community colleges, is aptly encapsulated by Parnell (1993:6):

**“Fifty years ago this country was divided between two classes: the wealthy and the poor. Today, our country is dominated by a great middle class. The biggest reason for this is education. Because of vital community colleges ... millions of Americans have been given the opportunity not just to train themselves but also to become knowledgeable in the full range of human experience. Our country can be proud of this wonderful achievement. No other land in the world has made such a broad commitment to intellectual and economic opportunity.”**

In the next section a report will be presented of a case study of a typical American community college, namely St. Petersburg College. The report will shed some light on the extent to which the issues discussed in the first part of this chapter apply in a given community college.

### **3.12 St. Petersburg College: A Case Study**

#### **3.12.1 Introduction**

The researcher had an opportunity of paying a two-week visit to St. Petersburg College (SPC) in the USA State of Florida from the 4<sup>th</sup> to the 16<sup>th</sup> of November 2001 with the purpose of conducting an in-depth study of the college. An American community college was chosen for an in-depth study because as mentioned earlier, community colleges are an American invention and thus, the most developed ones are to be found in the USA. This particular community

college was identified with the assistance of an acquaintance, Dr. Beverly Bower, whom the researcher met in South Carolina in 1993 and who is presently residing in Florida (See Appendix 2).

The strength of using the case study research design in studying educational phenomena such as community colleges, lies in its ability to make it possible for processes, problems and programmes to be examined, thereby bringing about understandings that in turn can affect and perhaps even improve practice. Further, a case study research design has been found to be particularly useful in studying educational innovations, for evaluating programmes and for informing policy (Merriam, 1988: 33).

Accordingly, the objectives of the study were:

- To study a typical American community college with a focus on its history, philosophy, mission, objectives, accreditation, governance, administration, programmes, finance, student services and human resource management.
- To evaluate the contribution of the community college to the provision of education in the vocational-technical sector.
- To consider aspects of the community college which could be adopted and adapted for implementation in South Africa, especially in the Eastern Free State.

### **3.12.2 Methodology**

The opportunity to use multiple methods of data collection is one of the characteristics of the case study research strategy. It is a feature that gives it an advantage over other research strategies such as experiments and surveys. This use of multiple data collection methods is referred to as triangulation and it combines dissimilar methods such as interviews, observations and physical evidence to study the same unit. The rationale for this idea is that the shortcomings of one method are often the strengths of another and by combining methods; the observer can achieve the best of each while overcoming their unique deficiencies (Merriam, 1988: 69).

In the light of the above, the information used in the compilation of this report was obtained through the use of an assortment of data collection methods. These include interviews of key SPC personnel attached to the areas of interest (See Appendix 3 for the interview schedule); observations made during visits to the various campuses of the community college; perusal through an assortment of

college documents such as information brochures, college catalogues, advertisement brochures, a compact disc entitled “St. Petersburg College Faculty Manual”, etc; informal conversations with students and college employees and visits to the college website.

### **3.12.3 History of St. Petersburg College**

St. Petersburg Junior College (SPJC), now known as St. Petersburg College (SPC), was founded in 1927 and is the oldest community college in the State of Florida. It was established by a group of local citizens under the leadership of Captain Lynch, superintendent of Pinellas County schools. It started as a private non-profit two-year college with a charter enrollment of 87 and an academic staff of 14. The major concern of the founders of the college was to provide Higher Education facilities to high school graduates who could not afford to attend college away from their homes. Tuition fees and an annual grant from the city of St. Petersburg, served as the only sources of income for SPJC. The college was accredited in 1931. A junior year added in 1933 was discontinued in 1938. The college then strengthened its philosophy to remain a two-year college.

SPJC changed from a private to a public institution in 1948, becoming a part of the Pinellas school system. In 1968 it was placed under the control of the SPJC District Board of Trustees.

SPJC was originally located in the downtown area and moved to its present St. Petersburg Campus in 1942 after a tract of 25 acres was donated by the city of St. Petersburg. Other campuses were also developed, namely,

- The Clearwater Campus in upper Pinellas city which opened in 1965.
- The St. Petersburg/Gibbs campus, formerly Gibbs Junior College and originally part of a state college network for Black students, became an SPJC campus in 1965 and was re-named St. Petersburg/Gibbs in 1983.
- The Central District Office located in Pinellas Park midway between the St. Petersburg/Gibbs and the Clear Water campuses was completed in 1968.
  
- The Tarpon Springs Center was completed in 1975.
- The Health Education Center evolved from the then Webb's city in Pinellas Park and became a campus in 1981.
- The Carillon Center, which was formed when the Corporate Training Services of the college were transferred to this area in 1988.
- The Allstate Center, which came into existence when the Allstate Insurance Company handed its \$11,15 million regional office complex in south St. Petersburg to the college.
- The Seminole Campus, the college's model campus for technology, opened in 1998. The campus also provides the distance learning opportunities.
- The Bay Pines.

In June 2001 the governor signed the Education Bill that contained the provision, which made the college a unique four-year college. This resulted in the change of name to St. Petersburg College (SPC) and that of the District Board changing to Board of Trustees.

(St. Petersburg Faculty Manual, 2001: 1).

#### **3.12.4 Accreditation**

St. Petersburg College is accredited by the Commission on Colleges of Southern Association of Colleges and Schools to award Associate Degrees. The Commission is the recognised regional accrediting body in the eleven US Southern States, namely, Alabama, Florida, Georgia, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, Tennessee, Texas and Virginia. The Commission has developed criteria and procedures for accreditation, which are used in evaluating an institution's educational effectiveness defined in the broadest sense to include not only instruction, but also effectiveness in research and public service. Initially and periodically, the institution is required to conduct a self-study, which is subsequently evaluated by a committee of peer educators. This process helps to ensure that the institution meets established standards of quality and that it evaluates the extent to which its educational goals are being met. The successful fulfillment of this requirement as well as the demonstrated compliance with the criteria for accreditation, result in initial accreditation or reaffirmation of accreditation (Southern Association of Colleges and Schools, 1997:3).

#### **3.12.5 Mission**

St. Petersburg College is a comprehensive community college with an open-door policy and is firmly committed to equal access and equal opportunity for all persons. The mission of the college is to provide accessible, learner-centred education for students pursuing selected baccalaureate degrees, Associate Degrees, technical certificates, applied technology diplomas and continuing education within its service area as well as globally in programme areas in which the college has special expertise.



### 3.12.6 Educational Objectives

St. Petersburg College attempts to fulfill its mission by being led by an outstanding diverse faculty and staff and enhancing its programmes through advanced technologies, distance learning, international educational opportunities, innovative teaching techniques, a comprehensive library and other information resources, continuous institutional self-evaluation, establishing a climate for student success and an enduring commitment to excellence. In support of its mission, the specific objectives of SPC are to:

- Provide equal educational opportunities to a diverse student body; prepare students for work in selected professional fields through Bachelor of Science, Bachelor of Arts and Bachelor of Applied Science degree programmes in partnership with other colleges/universities through the St. Petersburg College's University Partnership Center.
- Prepare lower-division students for transfer into baccalaureate programmes through the Associate in Arts and articulated Associate in Science degree programmes.
- Prepare lower-division students for careers requiring post-secondary education through Associate Degree in Science, Associate Degree in Applied Science, selected Technical Certificate and Applied Technology Diploma programmes.
- Provide under-prepared students with opportunities to achieve college-entry-level skills in reading, writing and Mathematics through the college preparatory programmes.
- Promote expanded educational opportunities for area high school students through dual enrollment and similar programmes.

- Provide opportunities to improve employability, enhance career skills and attain personal enrichment through courses, seminars, workshops and other continuing education programmes .
- Promote economic development for the state through special education and training programmes including technical courses, workshops and services designed to enhance the competitiveness of individuals, agencies, businesses and industries in the local, state, national and global economies.
- Contribute to the international education of students through a variety of courses, foreign study tours, faculty and student exchanges, linkages with international institutions, distance learning and other special programmes.
- Serve target populations beyond the borders of Pinellas County through distance learning programmes and other means that emanate from the institution's history of services and specialised expertise.
- Provide an open admission general education curriculum that results in students' achievement of the following educational outcomes:
  - ☞ Communicate effectively by demonstrating the ability to speak, listen, read and write in an organised and analytical manner.
  - ☞ Demonstrate effective Mathematical skills emphasising practical problem-solving and data interpretation.
  - ☞ Utilise the scientific method as it applies to understanding scientific and social phenomena.
  - ☞ Recognise basic scientific principles underlying human influence upon the earth and its inhabitants.

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- ☞ Implement appropriate forms of existing and evolving technology for personal, educational and professional purposes.
- ☞ Demonstrate the ability to work effectively with others in a variety of settings.
- ☞ Demonstrate an understanding and appreciation of the Humanities and Fine Arts including participating in cultural activities featuring Art, Music, Literature, Dance and/or Theatre.
- ☞ Participate as informed and responsible citizens in solving social, economic and political problems in a multicultural and global society.
- ☞ Recognise ethical issues and dilemmas in the personal, business and social areas of their lives and apply ethical principles and logical problem-solving skills when making ethical decisions.
- ☞ Think logically, critically and creatively to solve problems and make decisions.
- ☞ Recognise the importance of the life-long learning process in the pursuit of personal, intellectual and career development.
- ☞ Analyse and assess personal values and future goals.
- ☞ Adopt positive lifestyle behaviours through the application of wellness concepts.

(SPC Faculty Manual, 2001: 1- 4)

Sound governance and management structures are needed for the achievement of the above objectives and, hence, the fulfillment of the mission of SPC. The next two sections will focus on the governance and management of the college.

### **3.12.7 Governance**

St. Petersburg College, like the other twenty-seven community colleges in the state of Florida, has its own District Board of Trustees and adopts its own rules. The college Board of Trustees comprises five members who are appointed by the Governor of the State of Florida, approved by four members of the State Board of Education and confirmed by the Senate in regular session. The term of office of the members of the Board of Trustees is four years. Members may be re-appointed four times. Regular meetings of the Board are held once a month. Members receive no remuneration for their service, They are, however, reimbursed for expenses incurred such as travelling to and from Board meetings.

At its first regular meeting in July of each year, the Board organises itself by electing a chairperson and a vice-chairperson. The duty of the chairperson is to preside over meetings of the Board, to call special Board meetings and to attest to the actions of the Board. The chairperson is also expected to inform the Governor in writing whenever a Board member fails to attend three consecutive regular Board meetings in any one fiscal year. This absence may result in the dismissal of the member concerned. The duty of the vice-chairperson is to act as chairperson in the absence or disability of the latter.

The college President is the executive officer and corporate secretary of the Board as well as the chief administrative officer of the college. All components of the college are

responsible to the Board through the President. The duties and powers of the Board of Trustees include:

- The operation of the community college in accordance with rules of the State Board of Education and State Board of Community Colleges.
- Adoption of rules to implement the provision of law conferring duties upon it. These rules may supplement those prescribed by the State Board of Education and the State Board of Community Colleges.
- Adoption of rules, procedures and policies consistent with the law and rules of the Board of Education and the State Board of Community Colleges concerning the college mission, responsibilities and general operation.
- The above mentioned rules, procedures and policies pertain to issues such as:
  - ☛ Hiring, suspension and replacement of the college President.
  - ☛ Contracts and contract management.
  - ☛ Acquisition, management, leasing and selling of college property.
  - ☛ Establishment and management of college bank accounts.
  - ☛ Penalty for violation of Board rules by students and employees.
  - ☛ Student admissions and services.
  - ☛ Appointment, employment and removal of personnel.
  - ☛ Trademarks, copyrights or patent statutes.
  - ☛ Parking, direction and flow of traffic within campus boundaries.
  - ☛ Risk management, safety, security and law enforcement operations .
  - ☛ Recognition of outstanding service by employees.

- ☛ Personnel exchange programmes, institutional governance, administration and management .
- ☛ information technology.

( Interview: Board Member, 6 November 2001; see also, SPC Faculty Manual, 2001: 1)

### **3.12.8 Management**

The SPC President is in charge of the day-to-day running of the college. His management team includes two Senior Vice-Presidents one responsible for educational and student services and the other responsible for Baccalaureate Programmes and the university partnerships; two Vice-Presidents in charge of Business Services and Information Technology respectively and several other administrators who report to the Senior Vice-President and Vice-Presidents as indicated in the organisational chart attached as Appendix 4.

Each of the SPC campuses is headed by a Provost whose management team comprises an Associate Provost, Programme Directors and Academic Staff Assistants. The college with its multiple campuses is a single institutional entity with the relationship of personnel on each campus of the college to District office staff being the same as relationships on a single site to the administrative staff on such site. The organisational charts of the Clearwater and the St. Petersburg/Gibbs Campuses attached as Appendices 4 and 5 serve as examples of the administrative structures of the SPC campuses (Interview: Senior Vice-President: Educational and Student Services, 5 November 2001; see also, SPC Faculty Manual, 2001: 66).

SPC academics participate in the management of the college through the Faculty Council which is designed to reflect the multi-campus structure of SPC. Members of

the Faculty Council are elected by the membership within the appointment groups of each site. The purpose of the Faculty Council is:

- To serve, by administrative recognition, as the official voice of the academics on each site.
- To provide a formal method for the Faculty Council and the administrative officers on each site to confer on matters within its responsibilities.
- To establish a meaningful working relationship with the site administration on those matters within its responsibilities.
- To recommend, counsel, monitor and attempt to resolve differences pertaining to issues within its responsibilities submitted by academics on that site. The responsibilities of the Faculty Council concern the development, review, or evaluation of rules and formal procedures involving the following matters:

- ☞ Broad matters of educational policy and philosophy.
- ☞ Varied delivery systems of instruction.
- ☞ Student academic standards.
- ☞ Types of approaches to remedial and developmental programmes.
- ☞ Personnel policies that directly affect academic staff members.
- ☞ Rules relating to academic freedom .
- ☞ Evaluation instruments for use by students and/or supervisors to assess the performance of the academic staff members.

The Faculty Council does not in any way replace the assigned responsibilities of site and college administrators (SPC Faculty Manual, 2001: 85).

### **3.12.9 Programmes**

St. Petersburg College is one of the top-ranked community colleges in the USA. Since the college first opened in 1927, it has, through its programmes, helped thousands of students obtain skills and knowledge to pursue their goals. Although the college is 30th in size among the 1 166 community colleges in the USA, it is often cited by the US Department of Education as being near the top of its list in Associate Degrees awarded in Liberal Arts, Health related professions and in total Associate Degrees conferred. According to the St. Petersburg Volunteer Handbook (2001- 2002: 2), the college ranks third among all colleges in Liberal Arts and Science degrees conferred; third in Associate Degrees awarded in Health professions and related Sciences; fourth in Associate Degrees awarded in Nursing and sixth in total Associate Degrees awarded in all disciplines.

Academic programmes being offered at the college include AA degree programmes, AS degree programmes, AAS degree programmes, certificate programmes, applied technology diplomas as well as programmes leading to Bachelor's and Master's degrees in a variety of majors offered through the University Partnership Centre . These are briefly referred to below:

The AA degree is intended for those students who are planning to pursue a Bachelor's degree. Students taking the AA degree are expected to earn a minimum of 60 credits including 36 semester hours in general education. The eight areas of general education are:



- Communications (9 credits)
- Humanities / Fine Arts (6 credits)
- Mathematics (6 credits)
- Natural Sciences (6 credits)
- Social and Behavioural Sciences (6 credits)
- Ethics (2 credits)
- Personal wellness (1 credit)
- Computer Competency (no minimum credits required)

In addition to the general education requirements, students also have to begin specialised work in their fields of interest. The selection of these specialised courses is to be based on information regarding requirements of the students' intended transfer institution and major field of study. Information regarding the pre-requisites for majors, institutional requirements and other important information for students in the transfer programme is available at the college for approximately 250 majors.

The AS degree is intended to dually prepare students for the workforce and for transfer to certain articulated baccalaureate programmes. AS degree students are required to complete a minimum of 18 transferable general education credits and meet oral communication requirements. The seven areas encompassing general education for the AS degree are:

- Communications (6 - 9 credits)
- Humanities / Fine Arts (3 credits)
- Mathematics ( 3 credits)
- Natural Sciences (3 credits)
- Social and Behavioural Sciences (6 credits)

- Ethics (2 - 3 credits)
- Computer Competency (no minimum required)

Requirements for the various certificates and technology diplomas vary by programme. There are also a variety of admission categories based on individual career goals (Interview: Senior Vice-President: Educational and Student Services, 5 November 2001; see also, SPC College Catalog, 2001-2002: 84)

As mentioned earlier, SPC has many campuses/centres. The above mentioned programmes are offered at the different campuses/centres of the college as detailed in the following sections (Interview: Furloong: 5 November 2001; see also, SPC: Just the Facts, 2001: 1- 4):

#### *The University Partnership Center*

Through the University Partnership Center (UPC), St. Petersburg College joins hands with eleven fully accredited public and private universities and colleges to make Higher Education more accessible. The UPC serves as a link in a variety of disciplines including Business, Computer Science, Elementary Education and Nursing. Each of the universities/colleges provides the degree while UPC provides convenient location. The programmes offered include Bachelor's, Master's, Doctoral degrees as well as continuing education programmes. The eleven institutions involved in the partnership are: University of South Florida (USF), Eckerd College, Florida State University, Embry - Riddle Aeronautical University, University of Central Florida, Florida International University, Florida A&M University, Saint Leo University, Florida Gulf Coast University and Florida Institute of

Technology. Academic standards at the UPC are the same as those at the home campuses of the universities/colleges concerned.

*The Allstate Campus*

The Allstate Campus houses the Open Campus Program and the Southeastern Public Safety Institute (SEPSI). SEPSI offers certificates, Associate in Science degrees and in-service training programmes in Fire Science Technology, Emergency Administration and Management as well as Criminal Justice.

*The Caruth Health Education Center*

This centre offers a dozen AS degrees and a dozen certificate programmes. The programmes include Dental Hygiene, Physical Therapist Assistant, Funeral Services and Veterinary Technology. A patient care clinic for Dental Hygiene is also located at this centre.

*The Clearwater Campus*

This campus offers a variety of degrees intended for transfer to a university or as preparation for a career. Unique programmes being offered at this campus include Architectural Design Technology, Business-oriented and E-commerce training programmes, Graphic Design Technology, International Education, Legal Assisting, Signlanguage Interpretation, Honours interdisciplinary studies, Theatre and programmes for the deaf and hard of hearing. The campus also offers degree programmes through the University Partnership Center.

*The Seminole Campus*

The Seminole Campus offers AA and AS degrees as well as a variety of certificate programmes. Bachelor's as well as Master's degrees are also offered through the University Partnership Center. The focus of the campus is on using technology to improve teaching

and learning. This campus is also home to the college's television studio, Electronic Campus and programmes such as Graphic Design Technology and Hospitality Management.

*Corporate Training Center*

- The Corporate Training Centre offers credit and non-credit courses. The training and services the centre offers include: Computer Technology, comprising more than fifteen different programmes.
- Professional Development, encompassing among others programmes such as Communications (spoken and written), Interpersonal Leadership Development, Management and Supervision, Organisational Development, Taxation and Travel Career Training.
- Customised Programmes, in which courses are tailored to meet the needs of company employees and are conducted at the workplace.
- Consulting Services.
- Assessment Services.
- Continuing education for accountants, enrolled agents, construction contractors, insurance agents, real estate appraisers, realtors and tax preparers.

*University of South Florida: St. Petersburg*

This campus is located at the University of South Florida in St. Petersburg. It offers a variety of programmes in Business Technologies, Communications and Social Sciences. This partnership offers students the privilege of utilising the resources of the two institutions.

*St. Petersburg / Gibbs Campus*

The St. Petersburg/Gibbs campus offers a variety of AA degrees, AS degrees, several certificate programmes as well as International Education. The campus also houses the Music Center, the Planetarium, Dance, Engineering Technology and special programmes including the college's Volunteer Program.

*The Tarpon Springs Campus*

This campus also offers AA degrees, AS degrees, certificate programmes as well as International Education. It houses the Leepa Rattner Museum of Art, Fine Arts Education Center and the M.M. Bennett Library Complex. The campus reflects the community's Greek heritage through its building design.

*The Electronic Campus*

The Electronic Campus (e-Campus) comprises credit courses which are offered by television (telecourses) and online. Telecourses and online courses are of the same quality as traditional courses offered by contact tuition at the different campuses of SPC. The SPC e-Campus brochure (2001-2002: 10 -29) lists more than 100 different courses that are offered through the Electronic Campus.

Telecourses combine televised lessons, study guides, textbook readings, written assignments, traditional testing and interaction with the instructors. The lessons are shown on the SPC cable channel on most Pinellas County cable systems. Electronic Campus students registered through telecourses have the option of watching the lessons when they are being broadcast; taping them for later viewing; checking out and viewing the tapes at any SPC library and renting the entire series of course tapes for a once-off non-refundable fee per

course. Telecourse examinations are conducted at the Allstate Center, Clearwater Campus, Seminole Campus and the Tarpon Springs Campus.

Online courses are available to students who have access to the internet. Online students use e-mail to turn in assignments and to communicate with instructors and other students. It is therefore important for online students to be familiar with e-mail procedures such as sending and receiving e-mail messages; adding attachments and reading attached files. Online classes have no preset schedules for meetings, but students communicate with instructors online via bulletin boards and some meet in chat rooms for group interaction at prearranged times. The students obtain most of the information they need at the Electronic Campus website: <http://e.spjc.edu>.

Teleweb courses combine televised and online instruction. Students view telecourses and then communicate with instructors and other students through the internet. Course syllabi, assignments and tests are posted on the internet.

### *Open Campus*

Open Campus offers both credit and non-credit educational courses in the community through a variety of programmes. The programmes offered through the Open Campus are:

- Credit Programmes  
Credit courses are offered at business sites, in high schools and in Europe through the International Study Program. Completed credits may be applied towards a degree.
- International Study Program

Through this programme high school students may earn credits as they take courses, tour ancient lands, browse through world famous museums and learn about the modern world. More than twelve programmes include visits to nearly ten countries. Admission to the language study programmes in French, German and Spain is open to anyone who has completed two years of language in high school. Non-credit study tours are also available.

- High School-College Dual Credit Program

This programme allows area high school students to take certain courses that give them credit to a high school diploma and a college degree. These credits are transferable from SPC to other colleges and universities. Classes take place during the school day as well as during some evening hours.

- Fast Track BA

The Fast Track BA Program combines college-level courses available through the Dual Credit Program with Advance Placement or International Baccalaureate programmes. It makes it possible for students to complete a year of college credits before leaving high school, finish their AA degree at SPC in one year and move on to USF ST. Petersburg Campus and complete a BA degree in one of nineteen majors two years later.

- Continuing Education Health Program

The programme offers over two hundred continuing education courses, programmes, seminars and conferences to nurses, allied health and mental health professionals. In 1999 the programme went online thereby extending its services to the whole state of Florida.



\* Life-long Learning

The Life-long Learning Program offers the community an opportunity to explore a variety of courses for enrichment, self-improvement and recreation. Also available, are programmes such as "Divorce: A Child's View" which is intended for divorcing parents with children who are eighteen years and younger, Legal Guardian Continuing Education and Driver Improvement courses.

\* Elderhostel

This is a programme for mature adults aged fifty-five and more throughout the USA. It is a residential programme consisting of three liberal arts courses and co-curricular activities each week.

• College for Kids

College for Kids is a programme for children from kindergarten to grade six. It extends from June to August annually and also accommodates children with special needs. Participants must have appropriate independent work skills and behaviours appropriate to high levels of activity within a loosely structured learning environment.

*The Volunteer Program*

The volunteer program makes provision for students and community members to share their special talents by volunteering on each of SPC's sites. Volunteers assist in various sections of the community college such as computer laboratories, Mathematics and Science laboratories, student activities, student services, administrative offices, etc., as outlined below:

- The SPC Volunteer Handbook (2001-2002: 2) identifies as the goals of the volunteer programme college wide needs to determine how volunteers can contribute effectively to the educational experience of St. Petersburg college students.
- Assisting SPC by recruiting highly qualified and motivated volunteers to provide service to students, staff and other community members.
- Involving persons of varying ages, ethnic backgrounds, skills and experience to serve a diverse student population.
- Encouraging involvement and support of Higher Education for all citizens.
- Providing opportunities for community members to take an active role in supporting their community college.
- Setting an example for SPC students to emulate so that they might become volunteers in their community.
- Assisting volunteers in the development of personal and professional skills by providing opportunities for their involvement.
- Providing opportunities for local business and industry to contribute to the development of trained personnel. Volunteers receive orientation and training in their fields and are included in meetings and workshops where applicable. They are assigned duties that are challenging to them and meet their needs and those of the college. Vacancies for volunteer positions are regularly advertised by the Volunteer Program office. SPC shows its appreciation for the services rendered by volunteers by offering them several benefits such as free admission to college events, athletics privileges, bookstore discounts, discount cards, tax deductions and eligibility for Workers' Compensation Medical Benefit.

It can be seen from the above description of SPC programmes that the college is of service to all members of the community it is serving ranging from children of kindergarten age to adults of pension age. The programmes are also tailored to serve a variety of community needs such as worker upgrading, community education, self-interest needs, etc. There are also a variety of delivery sites and modes to ensure maximum availability of the programmes. An endeavour of this magnitude cannot be possible without sufficient financial resources. We will now focus on financial management at SPC.

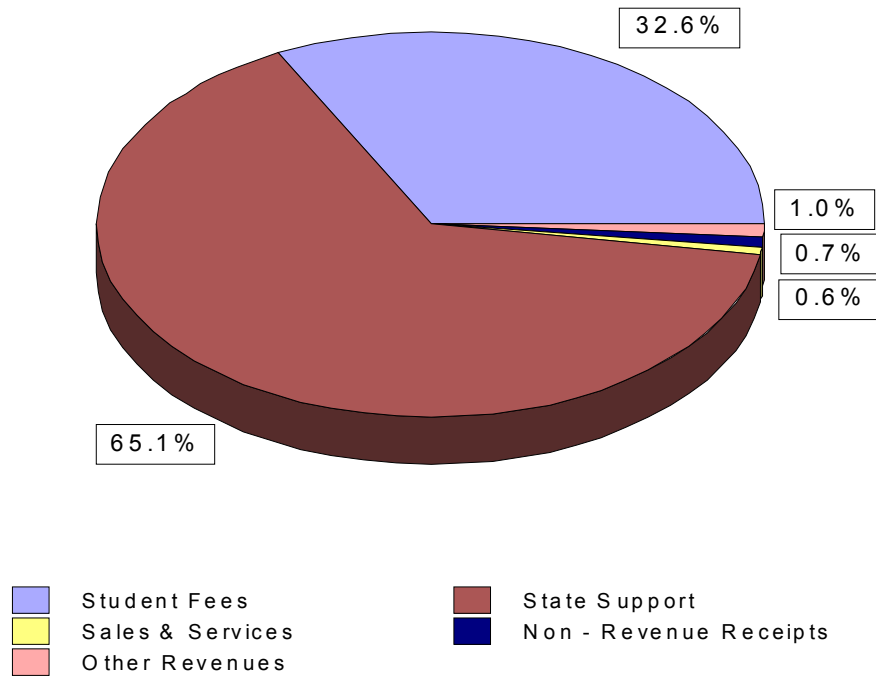
### **3.12.10 Finances**

This section will focus on financial aspects of SPC. This will include college revenues and expenditures as depicted in the SPC Annual Budget for the fiscal year 2001-2002 (p 6-7) .

#### **3.12.10.1 College Revenues**

The St. Petersburg College total revenue for the fiscal year 2001/2002 was \$74 349 370. The sources of the revenue are student fees, the state, sales and services, non-revenue receipts and other revenues. Figure 3.11 below shows the percentage contribution of each of these sources:

Figure 3.11: SPC Revenues



Source: SPC Annual Budget: 2001-2002: 6

These figures show that the state is the main source of revenue followed by student fees. According to the college records, there was no income from the federal and local governments. This pattern fits well with the trend followed by American community colleges in 2000 where the highest source of income (42%) came from the state

followed by student fees at 23%. Florida state resident and non-resident students are charged differently. Fees for the two categories of students per credit hour as well as the totals for the year (30 credit hours) are as indicated in the table below:

**Table 3.5: SPC Student Fee Rates: 2001-2002**

| <b>Programme</b>       | <b>Fees for Academic Year:</b> |                             |
|------------------------|--------------------------------|-----------------------------|
|                        | <b>Resident Student</b>        | <b>Non-Resident Student</b> |
| <b>Credit</b>          | \$1 581,00                     | \$5 823,60                  |
| <b>Vocational</b>      |                                |                             |
| <b>Prep.</b>           | \$1 258,20                     | \$5 131,50                  |
| <b>Adult Basic</b>     |                                |                             |
| <b>&amp; Secondary</b> | \$558,00                       | \$2 214,00                  |

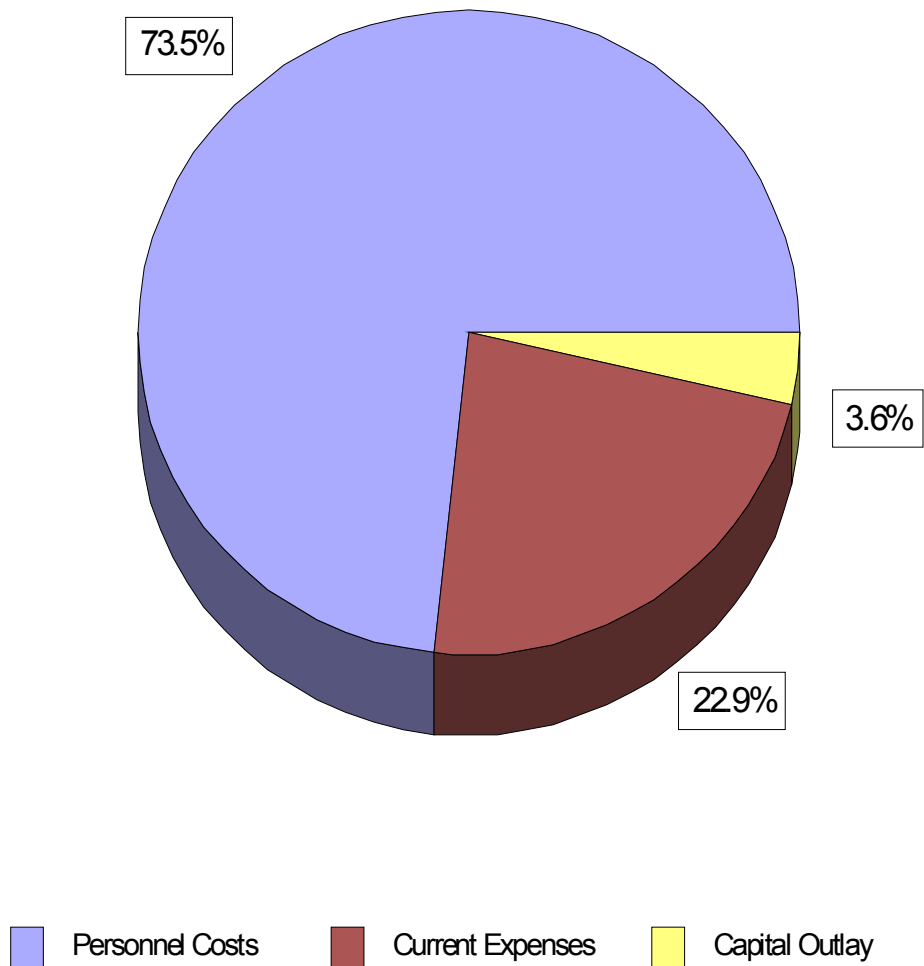
Source: SPC Annual Budget, 2001-2002: 2.

### **3.12.10.2 College expenditures**

There are three major categories of expenditures at SPC. They are personnel costs, current expenses and capital outlay. Personnel expenses include among others, personnel salaries, payments for overtime, substitution, sabbatical, student employment, employee awards, retirement contributions, insurance and other benefits. Current expenses comprise running costs such as travel, telecommunication, printing, repairs, water, electricity, data software, educational materials, etc. Capital outlay expenses are for the purchase of minor equipment, furniture, library books, buildings and fixed equipment, land, other structures and land improvement. For the

2001-2002 fiscal year, the total expenditures amounted to \$74 809 259 and were divided as indicated on Figure 3.12 below:

**Figure 3.12: SPC Expenditures**



Source: SPC Annual Budget 2001-2002: 7.

Scrutiny of the above income and expenditure report shows that SPC largely depends on the state and student fees for its income and that the highest percentage of its funds are spent on personnel. Since personnel related issues consume such a large share of college funds, it would be appropriate at this stage to focus our attention on SPC human resources.

### **3.12.11 Human Resources**

Issues pertaining to SPC personnel will be considered in this section. These will comprise the staff profile including numbers, gender, type of employment and qualifications; personnel selection procedures; personnel development programmes; performance appraisal and conditions of service. This information will cast some light on the workforce requirements of a successful community college.

#### **3.12.11.1 Staff Profile**

Table 3.6 and Figure 3.13 below portray the SPC staff profile for the academic year 2000-2001.

**Table 3.6: SPC Number of Employees by Gender  
and Type of Employment**

| <b>Executive/Managers</b> | <b>Male</b> | <b>Female</b> |
|---------------------------|-------------|---------------|
| Full-Time                 | 26          | 27            |

|           |    |    |
|-----------|----|----|
| Part-Time | 0  | 0  |
| Total     | 26 | 27 |

**Instructional**

|           | Male | Female |
|-----------|------|--------|
| Full-Time | 127  | 128    |
| Part-Time | 0    | 0      |
| Total     | 127  | 126    |

**Professional**

|           |    |    |
|-----------|----|----|
| Full-Time | 70 | 79 |
| Part-Time | 0  | 03 |
| Total     | 70 | 82 |

**Secretarial/Clerical**

|           |    |     |
|-----------|----|-----|
| Full-Time | 37 | 292 |
| Part-Time | 05 | 21  |
| Total     | 42 | 313 |

**Technical**

|           |    |    |
|-----------|----|----|
| Full-Time | 36 | 22 |
| Part-Time | 04 | 02 |
| Total     | 40 | 24 |

**Skilled Craft**

|           |    |    |
|-----------|----|----|
| Full-Time | 26 | 02 |
| Part-Time | 0  | 0  |
| Total     | 26 | 02 |

**Service/Maintenance**



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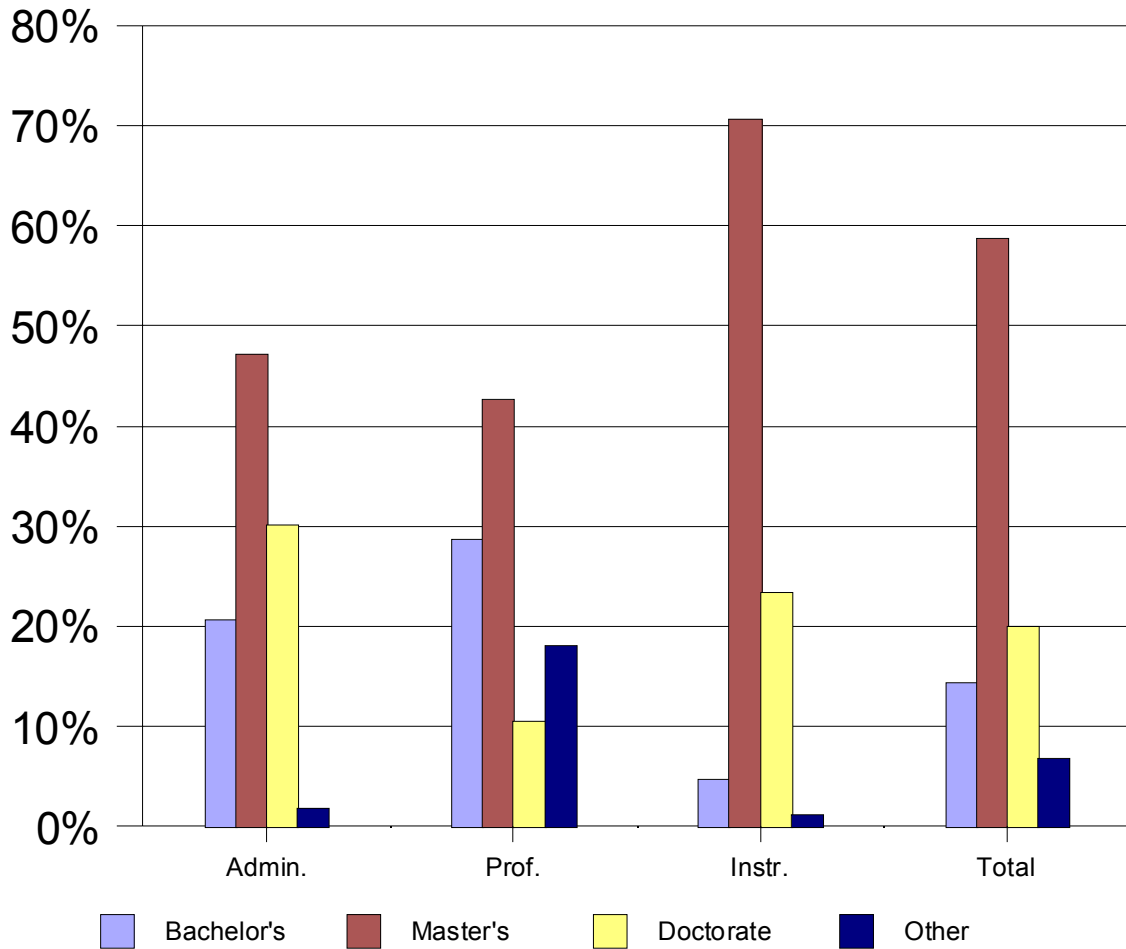
|           |    |    |
|-----------|----|----|
| Full-Time | 94 | 21 |
| Part-Time | 0  | 0  |
| Total     | 94 | 21 |

**All Employees**

|           | Male | Female |
|-----------|------|--------|
| Full-Time | 416  | 517    |
| Part-Time | 09   | 26     |
| Total     | 425  | 597    |

Source: SPC Factbook, 2001-2002: 71.

**Figure 3.13: Highest Qualifications:  
SPC Full -Time Administrators and Academics**



Source: SPC Factbook, 2001-2002: 73

It can be seen from the above portrayal of the staff profile of SPC that unlike many American community colleges, SPC does not rely much on part-time employees. Only 3,5% of its employees are part-time compared to the 1995 national figure of 69% part-time employees. The college does, however, conform to the norm insofar as the qualifications of its employees are concerned with the majority, i.e., 58,7 % holding master's degrees which is the most popular qualification among academics at American community colleges. With respect to the gender of the employees, there are more female employees (58,4%) than male employees (41,6%).

SPC is determined to recruit and keep high quality personnel. We will now focus on the procedures followed in the recruitment of such personnel.

#### **3.12.11.2 Personnel Selection Procedures**

It is the policy of SPC to provide equal employment opportunities for all without regard to race, colour, religion, sex, age, marital status or national origin. Further, the college does not discriminate in its employment practices against any qualified individuals with disabilities. In order to ensure that its non-discriminatory policies are implemented, all personnel in supervisory capacities are requested to actively assist in the recruitment and employment of qualified minorities and females in order to make certain that equal opportunities are afforded to all qualified persons (SPC Faculty Manual, 2001: 2.01-1).

The filling of vacant positions at SPC involves several steps aimed at ensuring the employment of qualified personnel, representative of diverse segments of the college. The steps are categorised as follows.

- *Initiation of the Announcement of a Position Vacancy*

This is the responsibility of the appropriate supervisor who initiates the process by preparing a vacant position announcement form which is forwarded to the Human Resources office. The office ensures that the post is budgeted for before it is advertised.

- *Recruitment as Deemed Appropriate*

The post is advertised ensuring that the advertisement reaches the state applicant pool; minority organisations and leaders; the media including minority publications; professional publications; and, institutions of Higher Education.

- *Development, Evaluation and Review of the Applicant Pool*

The advertising process is followed by the composition of a pool including all applicants who meet the minimum requirements for the post and those who possess unique qualifications. The Director of Human Resources and the Equal Access/Equal Opportunity Officer reviews the pool to determine the race/sex distribution. If the review yields unsatisfactory results, the pool may be approved if it comes to light that minority candidates for the post are scarce, otherwise, the Human Resources office will be requested to repeat certain stages of the process.

- *Screening of the Applicant Pool*

The approved pool is forwarded to a screening committee if the advertised post is subject to screening. Positions that are subject to screening are regular full-time instructional, counsellors and librarian positions, as well as administrative and professional positions whose primary purpose is that of instruction and student

services. Members of the screening committee are appointed by the college President and include college staff, the Equal Access/Equal Opportunity Officer and in some cases also includes persons from the community. The responsibility of the screening committee is the identification of finalists using criteria emanating from the job specification.

- *Interviews of the finalists*

The screening process is followed by the review of the finalists' list by the Director of Human Resources. If the recommended list is approved, the appropriate supervisor may begin with the interviews and the Provost will forward the list of the top three candidates in alphabetical order to the President if not, the process may be repeated at the request of the President.

- *Appointment of the Selected Candidate*

After the interviews the Human Resources Director reviews the supervisor's interview form and completes all reference checks on the recommended finalists. The President, in conjunction with the Provost, selects the final candidate and transmits the selection to the Human Resources office. The Human Resources office notifies the recommended candidate and all other candidates as well as the screening committee of the college's decision. Finally, the recommended candidate is submitted to the Board of Trustees for approval.

(Interview: C. Ladewig, P Mack, 7 November 2001; see also, SPC Faculty Manual, 2001: 2.201).

These steps show that a lot of effort is put into ensuring that the right person is appointed into any vacant position. This process also supports the policy of SPC of dedication to the concept of equal opportunity.

### 3.12.11.3 Personnel Development Programmes

There are numerous personnel development programmes at SPC. The following are examples of programmes available to instructional personnel:

- *Community College in America*

All academic staff members at SPC are required to enroll for the above mentioned programme offered by the University of South Florida. The course is a pre-requisite for permanent employment as an academic and is concerned with the American comprehensive community colleges. Topics for instruction include the history, mission, purposes, students, curriculum, instruction, student services, learning resources, academics and staff, administration, organisation, finance and governance of community colleges. Discussions also include recent developments and projections for the future of community colleges in the USA. The researcher had an opportunity of participating in one of the sessions of the programme on the 9th November 2001. The programme for the day is attached as Appendix 7.

- *Staff and Programme Development*

This year-round programme encompasses a set of training opportunities intended to strengthen the technical interpersonal and teaching skills of the participants. The programme includes courses in areas such as professional enhancement, computer training, the college website, instructional computing and corporate training services. Participation in most components of this programme is open to any full-time or part-time employee of SPC.

- In-Service Day

Each year a day is set aside for the in-service training of SPC academic staff members. Attendance is compulsory and a variety of personnel development programmes are scheduled for the day. Employees from the various campuses converge at one venue and there is also an opportunity for academics to interact with their counterparts from other campuses.

(Interview: C. Ladewig, 7 November 2001; see also, SPJC Staff Development Opportunities, 2000: 1).

#### **3.12.11.4 Performance Appraisal**

Performance appraisal of all college employees is a requirement. The purpose of appraisal is to provide for recognition of strengths and weaknesses and ways and means of overcoming identifiable weaknesses and the immediate needs of staff (SPC Faculty Manual, 2001: 23-2.10).

The exact nature and frequency of performance appraisal at SPC differs and depends on the nature of the post occupied by the employee. In the case of instructors, evaluation performed annually and is a two-step process. Firstly, the instructor performs a self-assessment and proposes goals for the coming year. Secondly, the supervisor evaluates the instructor in accordance with instructions and information from the Provost and/or Human Resources and also proposes goals for the coming year. The purpose of the instruction and information is to ensure, as much as is reasonably possible uniformity in the administration of the evaluation of academics. The evaluation of instructors is based on the following criteria:

- Organisation of the course or programme of study.
- Explanation of the course outline and objectives.
- Presentation of the course or programme of study (pedagogical methods).
- Knowledge of subject taught.
- Ability to constructively encourage student interest, involvement and success.
- Attitude towards students.
- General attitude towards total responsibility of a professional academician.
- Time, professional development, curriculum development, institutional support, rapport with colleagues and other professionals, etc.

(SPC Faculty Manual, 2001).

An Instructor evaluation form (see Appendix 8) is used to determine the extent to which the above criteria have or have not been met.

The administrative staff members are evaluated by departmental managers. The President is evaluated by the Board of Trustees (Interview: C Ladewig, 7 November 2001).

It is interesting to note that all SPC employees are subject to performance evaluation. This will, without doubt, contribute towards the climate of student success and excellence sought by the college.

#### **3.12.11.5 Employment Benefits**

SPC employees are compensated for their services through salaries and other employment benefits. These will be briefly considered in this section.



The Director of Human Resources submits annually to the President recommendations for salary schedules and related policies. The schedules are based upon adopted classification standards and determine the basis for compensation of the following classes of SPC employees:

- Administrative, professional and management personnel.
- Technical personnel.
- Career service personnel.
- Instructional personnel.
- Adjunct, temporary and supplementary personnel.

The schedules, upon adoption by the Board of Trustees, will be the instruments used in determining the annual, bi-weekly, daily, hourly and periodic compensation of college employees. Factors which are taken into consideration when determining the salaries of employees include qualifications, rank, relevant experience at SPC, relevant experience outside SPC and experience unrelated to the employees current occupation. In addition to salaries, employees are also entitled to other employment benefits as depicted in Appendix 9.

(Interview: C Ladewig, 7 November 2001) .

### **3.12.12 Student services**

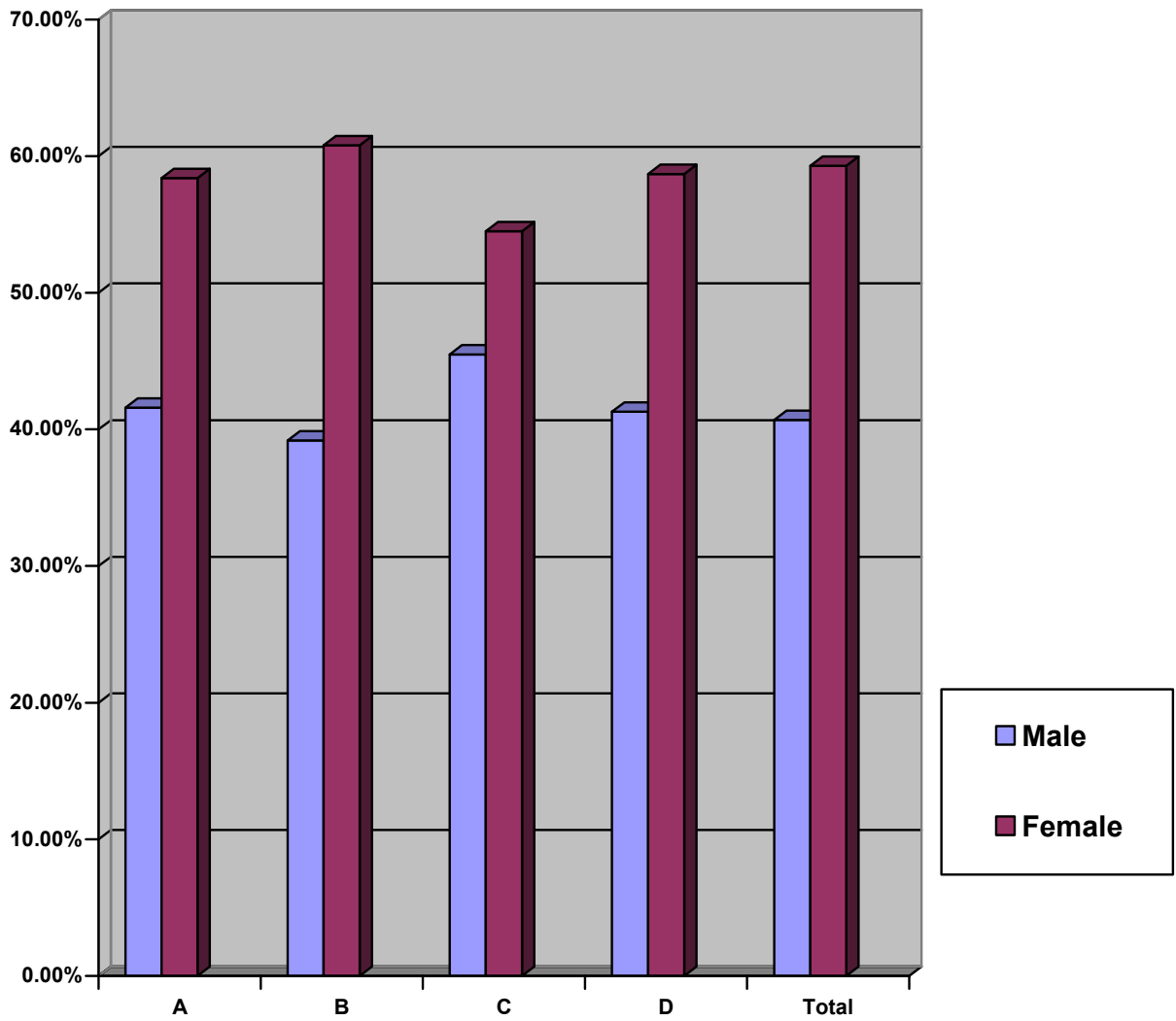
The student services office at SPC renders to students, non-instructional services that contribute to their success at the college. These services include enrollment, placement tests, orientation, vocational guidance, financial aid, student activities and athletics.

#### **3.12.12.1 Student Enrollment**

The St. Petersburg College, like many other American community colleges, serves diverse student populations in terms of gender, programmes of study, age, type of attendance and ethnicity. According to the SPC Factbook (2001-2002: 35 - 45), there were 20 403 credit students at the end of fall in 2000. The diagrams on the following pages indicate the diverse nature of these students. Analysis of the diagrams reveals that the majority of students enrolled at SPC during the year in question, were White, female, part-time, from 20 to 29 years old and registered for an AA degree. This diversity seems to be in agreement with the statement found in most SPC information and advertising documents such as the St. Petersburg College Catalog (2001-2002: 1):

**"St. Petersburg College is dedicated to the concept of equal opportunity. The college will not discriminate on the basis of race, color, religion, sex, age, national origin, or marital status or against any qualified individual with disabilities, in its employment practices or in the admission and treatment of students. Recognising that sexual harassment constitutes discrimination on the basis of sex and violates this rule, the college will not tolerate such conduct."**

Figure 3.14: SPC Student Enrollment by Gender



A Clearwater Campus

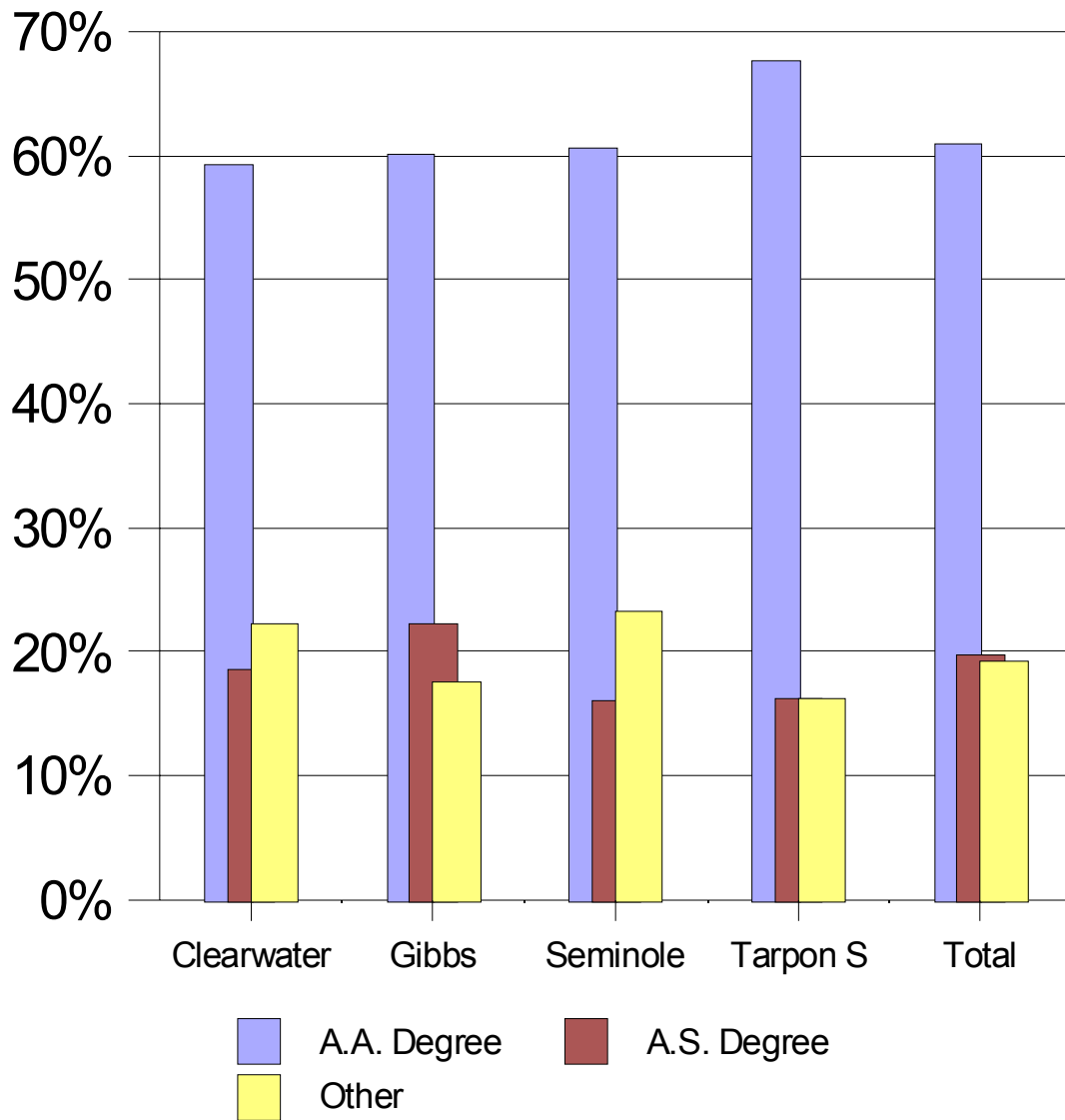
B Gibbs Campus

C Seminole Campus

D Tapon Springs

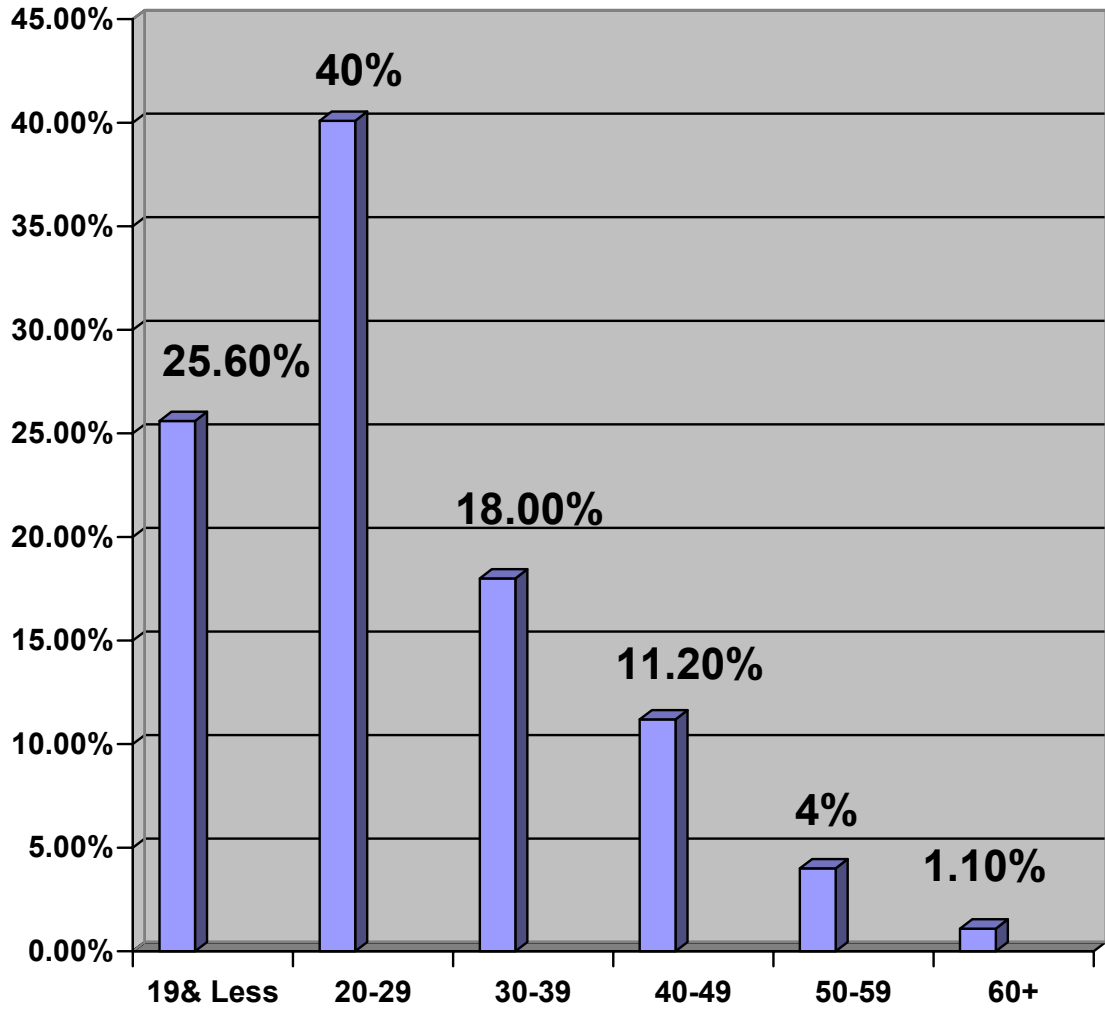
Source: SPC Factbook 2001 - 2002: 37

**Figure 3.15: SPC Student Enrollment  
by Programme of Study**



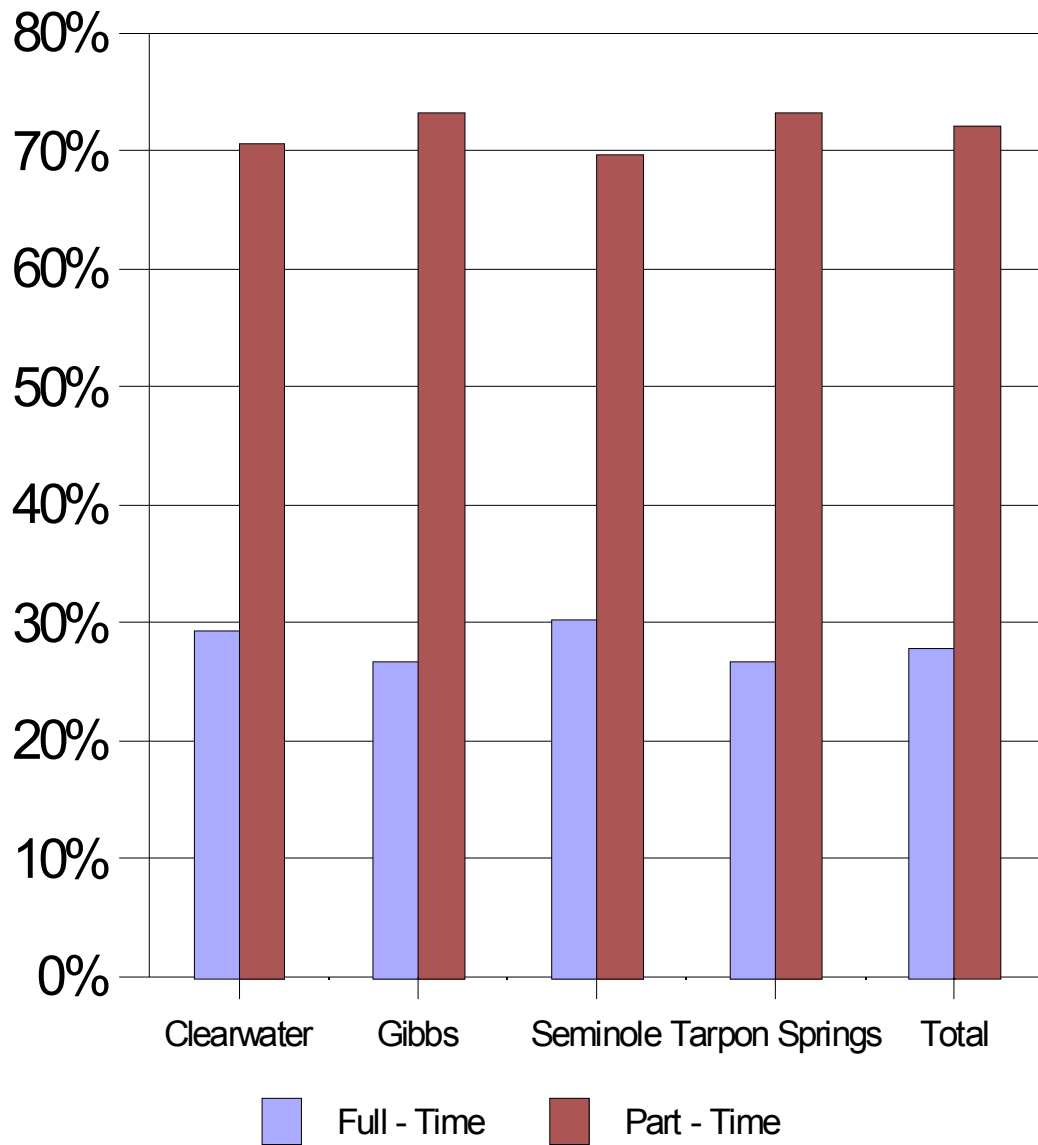
Source: SPC Factbook, 2002 - 2002: 36

**Figure 3.16: SPC Student Enrollment  
by Age**



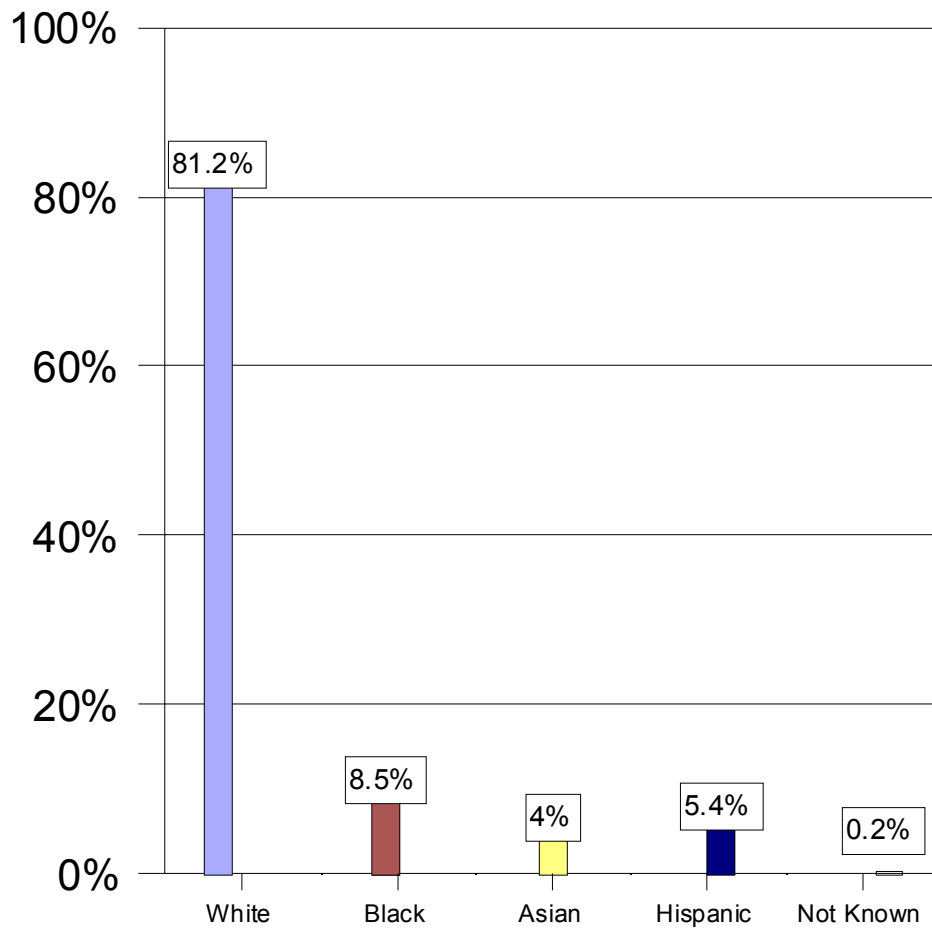
Source: SPC Factbook, 2001 - 2002: 45

**Figure 3.17: SPC Student Enrollment  
by Type of Attendance**



Source: SPC Factbook, 2001 - 2002: 41

Figure 3.18: SPC Student Enrollment by Ethnicity



Source: SPC Factbook, 2001 - 2002: 42

An interview with the coordinator in the SPC enrollment office, Mr Kelvin Hoeffner (6 November 2001), as well as perusal through the Enrollment Management Bi-annual Reports of 31 January 2001, revealed that a great deal of effort is being put into student recruitment at SPC. These efforts include:

- Equipment of the Enrollment Management office with a state-of-the art call centre which is manned from 8.00 to 19.30 on Mondays to Thursdays and from 8.00 to 16.00 on Fridays. The three critical areas of responsibility of staff in the office are customer service, recruitment and retention of students.
- High school articulation which entails assessing school educational needs and developing and implementing informational activities. During the period August 2000 to January 2001 a total of 124 visits were made to 16 public and 5 private area high schools.
- Campus tours are arranged with public and private high school counsellors regarding signing up for tour groups. In addition to these arranged tours, there are also unscheduled tours throughout the school year.
- SPC Table Displays are arranged with the help of student ambassadors at schools during lunch hours. These entail the display of information brochures and other materials relevant to prospective students.
- Classroom seminars which give students a better understanding of SPC and the many programmes the college offers. Students are also offered an opportunity to ask questions and obtain information related to their needs.
- A meeting with high school counsellors is held once at the beginning of the year. The purpose of the meeting is to give the counsellors up to date information for the new academic year.



During the 2001/2002 academic year the above mentioned efforts resulted in successful recruitment of 31% of prospective students in the Pinellas County school system compared to 27,52% during the previous academic year.

Enrollment of the recruited students at SPC involves eight steps, namely, submission of an application form and application fee (currently \$25,00), placement test, orientation and advisement, registration for classes, payment of registration fees, issuing of a student photograph identity card, the purchase of textbooks and class attendance. In addition to the application form and fee, students also have to submit a high school transcript stating that the student obtained a standard high school diploma or its equivalent. Students transferring from other institutions must submit transcripts from the transferring institutions and also be eligible to return to the last college attended to be eligible for admission at SPC. No student is ever turned away because of a poor academic record (SPC Catalog, 2001-2002: 12).

#### **3.12.12.2 Placement Test**

A placement test is required of all new students seeking degrees and who have not taken college course work in English reading or Mathematics. The test is also required of non-degree students who want to take courses that require the placement test as a pre-requisite. The test is designed to measure entry-level skills in writing, reading and Mathematics and is offered in a computerised form, is untimed, given in small groups and takes approximately two hours.

The test is not an admission test that can be passed or failed. Its purpose is to help to determine if a student is at college-level in reading English and Mathematics. Students whose native language is not English and who score below college-level on the placement test, are required to take an additional test to determine their level of English proficiency so that they may be placed at the appropriate level of the English as a Second Language programme. After taking a placement test, students sign up for orientation which is compulsory for all first-time degree-seeking students. The orientation provides an overview of the college, review of the placement test scores, academic advising and registration for classes.

### **3.12.12.3 Career Planning**

Career planning services are available to students through the counselling offices, college libraries Career Development Centers and Career and Life Planning courses. The Career Development Centers offer a variety of career related services. Information in hardcopy and through the internet is offered on salaries, labour market survey information, college catalogues and college/university transfer manuals. In addition, career related videos and computerised career assessment programmes are available by appointment.

Also offered through the Career Development Centers are:

- The Career Exploration Program which offers a three step process to help individuals determine career goals. The process includes career orientation, testing and interpretation.

- Job Services which are provided to those seeking employment and entails listings of part-time and full-time local and national job opportunities. The centres schedule on - campus interviews and recruiting by employers.
- Cooperative Education (Practical Training) through which students are provided with degree-related, supervised and evaluated practical work experiences. The service also offers students opportunities to work in part-time or full-time jobs related to their major field of study. To qualify for the latter opportunity, a student must have completed 12 credit hours. These services give students opportunities to earn academic credits, verify their career decisions and relate classroom learning to the work place.
- Experiential Learning Programmes which allow students to receive degree-related credit for knowledge they have gained through experiences outside the college. Up to 45 credit hours may be gained assisting students in completion of their degrees.

#### **3.12.12.4 Student Activities**

Students engage in an assortment of activities sponsored at the different campuses of the college. These include clubs and student organisations, religious organisations, scholastic and special interest clubs, service clubs, student ambassadors, student government association and student publications.

In addition to the above activities are several others whose objective is to help students succeed academically in careers and in social life. Of interest among these is the "Brother to Brother" service which has been designed for the purpose of empowering African-American male students and to help them stay in college and graduate. It has

been introduced out of a realisation that African-American men face unique challenges as they pursue academic, career and social success. Some of the services provided through "Brother to Brother" are tutoring; early registration and advising; early academic alerts; career planning; assistance in locating college resources; a text book lending library; visits to four-year colleges and community service. There are also year-round monthly luncheon workshops focusing on issues that directly affect African-American men such as personal finance, the criminal justice system, health and longevity, family life, work and responsibility, male/female relationships, the value of college education, parenting skills, communication skills, business ownership and job preparation. The workshops approach these topics from the African-American perspective.

#### **3.12.12.5 Financial Aid**

Student financial aid at SPC consists of scholarships, grants loans and paid employment offered to help a student meet college expenses. The assistance is offered by or through federal and state agencies, foundations, corporations, private donors and the college. It is offered based on financial need as determined by the federal government system of needs analysis.

To qualify for federal, state and institutional aid, a student must meet the following requirements:

- Demonstration of financial need according to a financial needs analysis system.
- Enrollment for a degree programme and class attendance.
- Maintenance of satisfactory academic progress.

- Full payment of funds loaned from any institution.
- Citizenship of the USA.

### 3.13 Conclusion

The American community college as described above and also typified by the case study of St. Petersburg College in Florida, has several interesting origins, functions and features which might be useful to those who are contemplating introducing community colleges in South Africa. Some of these origins, functions and features are summarised below:

- Through the strategic positioning of community colleges in each state as well as the establishment of multi-campus community colleges, there is one community college within commuting distance of every American citizen.
- American community colleges were introduced for the the purpose of bringing education nearer to those who had limited access to it. As a result of the introduction of community colleges in the USA, Higher Education ceased to be a privilege of the few who have financial resources enabling them to leave their homes and spend long periods of time at far away institutions of higher learning.
- The missions and objectives of community colleges specifically make provision for comprehensive programmes availing almost everything to everyone. The programmes which support the mission of SPC for instance do not only cater for the needs of citizens of St. Petersburg but also for those beyond the boundaries of St. Petersburg, the State of Florida and the United States.
- The governance structure of American community colleges makes room for participation by numerous stakeholders and interest groups. This participation is further

maximised by the fact that community college board members may be appointed or elected into office.

- Most community colleges use the bureaucratic management model. Efficiency has been identified as one of the distinguishing characteristics of this model. Provision is also made for employee participation in management through the formation of bodies such as the Faculty Council existing at SPC.
- American community colleges have several sources of income with the state being the major source followed by student fees. Analysis of expenditure records of SPC suggest that American community colleges spend most of their funds on personnel related matters.
- American community colleges charge very low fees compared to other institutions of higher learning. To further affirm the commitment of these colleges to maximum access to education, they have well resourced and efficient student financial aid systems.
- Because of the unique nature of their student populations, community colleges provide their students with non-instructional services which are regarded as being beyond what is regarded as essential by tertiary institutions' definitions of such services. The exact definition of student services differs from one community college to another depending on their student populations and internal organisation.
- The recruitment of personnel at community colleges is organised in such a way that the best candidates are hired in any vacant position and measures are taken to guard against discrimination of any kind. Once hired, employees are subjected to personnel

development and performance evaluation. These processes ensure a climate of student success and excellence sought by these educational institutions.

- Community colleges make use of both full-time and part-time employees. This practice has both advantages and disadvantages. The advantages of using part-time employees include saving costs, bringing real vocational experience into the classroom and increasing educational flexibility in matching the demands of changing enrollments. The disadvantages have to do with the competition for jobs between part-time and full-time instructors, the heavy burden often put on part-time instructors and in certain cases lack of pedagogical training on the part of part-time instructors.
- The most popular qualification among community college academics is the master's degree followed by the bachelor's degree. Their ranks range from lecturer to professor with lecturers and professors being in the majority.
- Salaries of academics at community colleges depend on their qualifications, rank and experience. In addition to their salaries, employees, both full-time and part-time, also enjoy other employment benefits.
- Community colleges have been found to impact positively on:
  - :👉 Business and industry by supplying them with a well trained workforce.
  - :👉 Universities by admitting under-prepared students and prepare them for entry into universities or by diverting them to other equally beneficial programmes.
  - :👉 The majority of students especially those with sub- baccalaureate aspirations.
  - :👉 Society in that as more highly educated people earn more, they increase their spending which in turn yields more in sales taxes.

It is clear from the above perusal of literature on the American community college as well as the case study of SPC that American community colleges are playing a significant role in the provision of education in general and vocational education in particular, to the citizens of the USA. It is doubtful whether the USA could have developed socially, economically, technologically and politically to its present levels without the contribution made by community colleges.

It is hoped that some of the issues raised above will benefit those who are engaged in the process of transforming adult education and training as well as vocational-technical education in South Africa. It is understandable that some of the principles detailed above may not be implemented as they are in the South African context. However, with some adaptations where necessary, the application of some of the principles may have beneficial spinoffs for education in South Africa. In the next chapter attention will be focused on the South African situation pertaining to the provision of vocational-technical education and training.



**CHAPTER FOUR**  
**VOCATIONAL-TECHNICAL EDUCATION AND TRAINING**  
**IN SOUTH AFRICA**

**4.1 Introduction**

Chapter Three has outlined the nature and functioning of the American community college. Among others, it has emerged from the chapter that:

- There are several reasons, which led to the establishment of American community colleges.
- American community colleges are providing diverse services to a wide range of students.
- American community colleges have played a vital role in the betterment of the lives of millions of American adults whose educational opportunities had been limited by a variety of circumstances.

It is now necessary for us to focus our attention on the South African situation in order to find out whether community colleges, established in South Africa on principles similar to those on which American community colleges were established, can do for South Africans what they did for the citizens of the USA.

Millions of South Africans today find themselves in a situation similar to that in which many Americans found themselves prior to the introduction of community colleges in the USA. They are illiterate, without marketable skills, unemployable and poor. This is so because many citizens of the country were denied

educational opportunities as a result of the apartheid policies of the previous government. Some drastic measures need to be taken to equip them with skills that will make it possible for them to earn a living and to improve their educational qualifications if they so desire.

Since the coming to power of the present government in South Africa, many efforts have been taken towards the improvement of the education and training levels of victims of apartheid education who are beyond school-going age and towards the improvement of the standard of education being offered to current recipients of school education. These include, among many others, the passing and implementation of the South African Schools Act (SASA) No. 84 of 1996, the Skills Development Act (SDA) No. 97 Of 1998, the Further Education and Training (FET) Act No. 98 of 1998 and the Adult Basic Education and Training (ABET) Act No. 52 of 2000. These Acts, together with other legislation on education laid the foundation on which democratic education for all South Africans is being built.

Although community colleges are not specifically enacted in any of the above-mentioned Acts, they are not in any way excluded either. In fact, the National Committee on Further Education (NCFE), which was commissioned by the National Minister of Education in 1996 to investigate all aspects of post-compulsory education and training prior to entry into Higher Education (HE), stated in its report to the Minister:

**“Within a diverse and flexible FET college system, the community college should be seen as a new and innovative model of provision providing a comprehensive range of programmes in accordance with community needs and providing open-access and learner support.”**

**(DoE, 1997(a): 33)**

It is clear from the above statement that in the opinion of the NCFE, community colleges do have a role to play in the provision of education to adults in South Africa. It can also be inferred from the statement that community colleges are not expected to compete with the Department of Education or with the government departments in the provision of adult education and training but to supplement their efforts.

Chapter Four therefore seeks to examine the education situation in South Africa for the purpose of the identification and better understanding of the measures that are currently being taken to improve the lives of South Africans through education, as well as the determination of the role that community colleges can play in the process. South African potential students who are comparable to American community college students and are likely to benefit from community college education, are those who are beyond school-going age and are at levels

1-4 of the National Qualifications Framework (NQF) as illustrated in Figure 4.1 below.

**Figure 4.1: The National Qualifications Framework**

| GRADE | NQF LEVEL | BAND   | TYPES OF QUALIFICATIONS AND CERTIFICATES  |              |
|-------|-----------|--|---|--------------|
|       | 8         | HETC   | Post-Doctorate  |              |
|       | 7         |  | Post-Graduate Degrees   |              |
|       | 6         |  | Degrees   |              |
|       | 5         |  | Diplomas  |              |
|       |           | Further Education and Training Certificate<br>FETC | Further Education and Training Certificate  |              |
| 12    | 4         |  | Schools, FET Institutions, Private Providers, Workplace-Based Training (learnerships) Adult learning Centres etc. |              |
| 11    | 3         |  |   |              |
| 10    | 2         |  |   |              |
| 9     |           | General Education and Training Certificate         |   |              |
| 7 – 9 | 1         | GETC   | Senior Phase  | ABET Level 4 |
| 4 – 6 |           |  | Intermediate Phase  | ABET Level 3 |
| R – 3 |           |  | Foundation Phase  | ABET Level 2 |
|       |           |  | Pre - School  | ABET Level 1 |

Source: Hoppers, 2000: 7.

They are students who are in need of basic education qualifications that will give them access to Further Education and Training and those who have acquired Basic Education and Training qualifications and wish to acquire Further Education and Training qualifications. The Department of Education (DoE) (1997(c): 5) collectively refers to the education and training needed by this category of students as Adult Education and Training (AET). Similarly, Zuma (1996: 314) refers to this type of education as Adult Basic and Further Education and defines it as:

**“Education and training outside the compulsory phase of formal schooling and ranging from basic literacy to the Higher Education access programmes.”**

In Chapter Two, vocational education was defined as:

**"Education designed to develop skills, abilities, understandings, attitudes, work habits and appreciations needed by workers to enter and make progress in employment on a useful and productive basis."**

**(Thompson, 1973:111)**

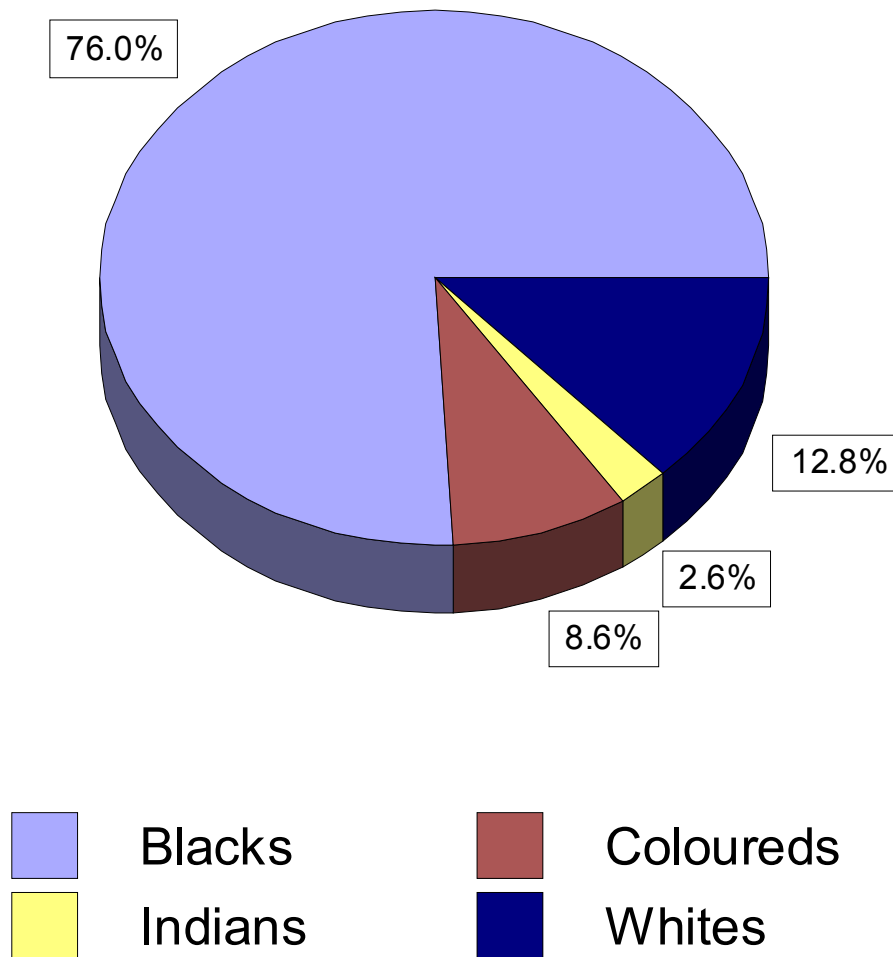
Vocational education as defined by Thompson, cannot be possible for a person who has not acquired basic education. Although most of the development of the skills, abilities, understandings, attitudes, etc., mentioned in Thompson's definition takes place beyond the level of basic education, it still needs to be preceded by basic education. This definition therefore does not exclude basic education. For this reason the concepts Adult Basic Education and Training as defined by the DoE and Adult Basic and Further Education as defined by Zuma are not in conflict with Thompson's concept of vocational education. The concept of vocational education as used in this chapter will include Adult Basic Education and Training, Further Education and Training and all other education programmes intended to equip their recipients with skills needed in the workplace.

For the purpose of a better understanding of vocational education in South Africa, this chapter will focus on the historical overview of education in South Africa, which will be followed by an analysis of the current situation, which is a direct consequence of what transpired in education in the past. Also to be considered in this chapter, are the efforts being taken to remedy the situation prior to and after the passing of the Skills Development Act No. 97 of 1998, the FET Act No. 98 of 1998 and the ABET Act No. 52 of 2000. The chapter will be concluded with a consideration of community college initiatives in South Africa and the role that these colleges are intended to play in the provision of technical-vocational education in the country.

## **4.2 Historical Overview of Education in South Africa**

According to Central Statistics (1996: 3.1), in 1994 South Africa had a population of 40 436 000 people who were classified into four groups, namely, Blacks, Coloureds, Indians and Whites. Figure 4.2 below shows the number of people in each population group as a percentage of the total population:

**Figure 4.2: RSA Population Figures: 1994**



Source: Central Statistics, 1996: 3.1

Just before the 1994 National Elections which led to the present democratic government in South Africa, the type of education which was offered to each of the four population groups differed with regard to administration, funding and



student enrollment. Christie (1991: 101; see also, Zuma, 1996: 304-306 and Barnard and Vos, 1980: 55) summarises these differences as follows:

#### **4.2.1 Administration**

Education for Blacks was, during the 19<sup>th</sup> century, dependent mainly on voluntary efforts and funded by missionary societies and churches. Between 1904 and 1953 it was jointly administered by churches and provincial education departments. From 1954, in accordance with the Bantu Education Act of 1953, it became the responsibility of the central government. From 1968 Black education was gradually decentralised into regions and self-governing territories. A Department of Education which was responsible for all education in the territory excluding Higher Education was established in each of the self-governing territories. Between 1976 and 1982 four of the self-governing territories, namely, Transkei, Bophuthatswana, Venda and Ciskei became independent and took responsibility for their own education. The Education and Training Act of 1979 came into effect in 1980 and took control of all education for Blacks outside the self-governing territories including the universities, which were mainly for this population group. The Act also made provision for technical and trade training, advanced technical education and adult education. Advanced technical education was offered at technical colleges such as Edendale Technical College, Mmadikoti College, Mabopane College and Mangosuthu College of Technology. Most of these colleges were later changed into technikons.

Up to 1910 education for the Coloured population was provided by the missionary societies and churches. After 1910 their education was provided by the provincial education departments. Other departments which also took responsibility for the education for Coloureds from 1 June 1980 and 1 October 1980 respectively were the Department of Coloured Affairs and the Department of Internal Affairs. In terms of the 1983 constitution, all education for Coloureds fell under the Minister of Education and Culture: House of Representatives. This included the University of the Western Cape and the Peninsula Technikon.

Education for Indians was, until 1964, provided by the provincial education departments, which were also responsible for education for Whites. From 1965 Indian education became the responsibility of the Directorate of the Department of Internal Affairs. After the introduction of the 1983 constitution all education for Indians, including the University of Durban-Westville and the former M.L. Sultan Technikon, became the responsibility of the Minister of Education and Culture: House of Delegates. Provision for vocational-technical education for Indians was made by the 1968 Advanced Technical Education Act for Indians. This Act declared the former M.L. Sultan Technikon an autonomous College for Advanced Technical Education under the jurisdiction of the Minister of Indian Affairs.

Education for the White population group was administered by five departments, namely, the Cape, Natal, Orange Free State and Transvaal Provincial Departments of Education and the Department of National Education: House of

Assembly (HoA). The four Provincial Departments of Education provided all education except that which was defined as Higher Education. The Department of National Education: HoA was responsible for Higher Education which included specialised education offered at technical colleges and technikons. As from 1986, all education for Whites fell under the jurisdiction of the Minister of Education and Culture: HoA. Vocational-technical education was provided for through the Advanced Technical Education Act of 1967. In accordance with this Act, several technical colleges, namely, Cape Technical College, Natal Technical College, Pretoria Technical College, Witwatersrand Technical College and, later, Port Elizabeth and Vaal Technical Colleges, became Colleges for Advanced Technical Education. In 1979 the name College for Advanced Technical Education was changed to Technikon.

This brief history of the administration of education in South Africa reveals that there were differences in the administration of education for the different groups constituting the population of the RSA. As a result of these differences there were more opportunities for vocational education for Whites than there were for the other population groups.

#### **4.2.2 Funding**

The above mentioned differences in the administration of education for the different population groups in South Africa were accompanied by differences in the funding of the education for the different groups. Tables 4.1 and 4.2 below

show the differences in the per capita expenditure in rand for selected years between 1953 and 1989:

**Table 4.1: Per Capita Expenditure on Education  
in South Africa**

| Year      | Black | Coloured | Indian | White |
|-----------|-------|----------|--------|-------|
| 1953 – 54 | 17    | 40       | 40     | 128   |
| 1969 – 70 | 17    | 73       | 81     | 282   |
| 1975 – 76 | 42    | 140      | 190    | 591   |
| 1977 – 78 | 54    | 185      | 276    | 657   |
| 1980 – 81 | 139   | 253      | 513    | 913   |
| 1982 – 83 | 146   | 498      | 711    | 1211  |
| 1984 – 85 | 227   | 639      | 1112   | 1702  |
| 1986 – 87 | 369   | 887      | 1714   | 2299  |
| 1988 – 89 | 656   | 1221     | 2067   | 2882  |

Source: Christie, 1991: 108

**Table 4.2: Per Capita Expenditure on Education  
in South Africa in Ratio Form**

| Year      | Black | Coloured | Indian | White |
|-----------|-------|----------|--------|-------|
| 1953 – 54 | 1     | 2,35     | 2,35   | 7,53  |
| 1969 – 70 | 1     | 4,29     | 4,76   | 16,59 |
| 1975 – 76 | 1     | 3,33     | 4,52   | 14,07 |
| 1977 – 78 | 1     | 3,43     | 5,11   | 12,17 |
| 1980 – 81 | 1     | 1,82     | 3,69   | 6,57  |
| 1982 – 83 | 1     | 3,40     | 4,86   | 8,27  |
| 1984 – 85 | 1     | 2,81     | 4,9    | 7,5   |
| 1986 – 87 | 1     | 2,4      | 4,64   | 6,23  |
| 1988 – 89 | 1     | 1,86     | 3,15   | 4,39  |

Source: Christie, 1991: 110

It can be seen from the above tables that the education of White people received the highest funding followed by that of Indians and Coloureds. The education of Blacks who, according to the statistics in Figure 4.1 were in the majority, received the least funding.

#### **4.2.3 School Enrollment**

Available evidence (see Table 4.3) shows that there were inequalities among the different population groups insofar as school enrollment is concerned. It can be seen that enrollment for population groups other than Whites has been

increasing year after year. Christie (1991: 114) contends that this increase cannot only be attributed to population increases but also to the fact that school provisioning for these groups has been expanding. In Table 4.4, school enrollment for the population group, which is in the majority, namely, Blacks and the one in the minority, namely, Whites is being compared. Analysis of figures in this table shows that although school enrollment for Blacks was increasing, so was the dropout rate. It also shows that the dropout rate of Blacks was far higher than that of Whites. This is evident from the fact that the percentages of Black children who went to school in 1988 are dropping year by year. They are high at lower grades and lower at higher grades. The pattern is different with White children where there are slight differences in the percentages as they move up the grades (Christie, 1991: 117).

**Table 4.3: School Enrollment in South Africa:  
Selected Years**

| Year | Black     | Coloured | Indian  | White   |
|------|-----------|----------|---------|---------|
| 1970 | 2 738 564 | 490 351  | 161 676 | 859 352 |
| 1972 | 3 081 162 | 534 613  | 172 142 | 879 755 |
| 1974 | 4 488 043 | 591 850  | 180 800 | 896 819 |
| 1976 | 3 900 454 | 635 347  | 188 008 | 928 640 |
| 1978 | 4 311 616 | 722 326  | 205 136 | 962 561 |
| 1980 | 4 839 806 | 748 896  | 217 170 | 959 243 |
| 1982 | 5 313 016 | 766 179  | 223 745 | 986 276 |
| 1984 | 5 795 711 | 773 543  | 229 686 | 976 880 |
| 1986 | 6 237 070 | 798 507  | 232 468 | 997 964 |
| 1988 | 7 218 972 | 832 329  | 233 910 | 935 903 |

Source: Christie: 1991: 114

**Table 4.4: School Enrollment for Blacks and Whites in 1988**  
**Including Homelands**

| School grades        | Blacks    |      | Whites  |      |
|----------------------|-----------|------|---------|------|
|                      | Number    | %    | Number  | %    |
| Sub A                | 1 168 204 | 16,6 | 83 571  | 8,9  |
| Sub B                | 870 087   | 12,4 | 76 937  | 8,2  |
| Std 1                | 804 574   | 11,4 | 73 389  | 7,9  |
| Std 2                | 706 021   | 10,1 | 73 258  | 8,8  |
| Total lower primary  | 3 548 886 | 50,5 | 307 155 | 32,8 |
| Std 3                | 696 241   | 9,9  | 74 473  | 7,9  |
| Std 4                | 600 454   | 8,5  | 76 376  | 8,2  |
| Std 5                | 519 966   | 7,4  | 77 878  | 8,3  |
| Total higher primary | 1 816 661 | 25,8 | 228 727 | 24,4 |
| Total primary        | 5 365 547 | 76,3 | 535 882 | 57,2 |
| Std 6                | 497 837   | 7,1  | 83 595  | 8,9  |
| Std 7                | 403 619   | 5,8  | 82 902  | 8,9  |
| Std 8                | 318 728   | 4,5  | 82 801  | 8,9  |
| Std 9                | 250 443   | 3,6  | 78 603  | 8,4  |
| Std 10               | 191 399   | 2,7  | 72 120  | 7,7  |
| Total secondary      | 1 662 026 | 23,7 | 400 021 | 42,8 |
| Combined total       | 7 027 573 | 100  | 935 903 | 100  |

Source: Christie, 1991: 116



Table 4.5 below compares standard 10 enrollment and results of Black and White students in 1986 which do not differ much from those of other years before the 1994 general elections:

**Table 4.5: RSA Standard 10 Results in 1986: Blacks and Whites**

|        | Std 10 Enrollment | Wrote Examination | Passed Matriculation | %    | Passed Senior Certificate | %    | Total  | %    |
|--------|-------------------|-------------------|----------------------|------|---------------------------|------|--------|------|
| Blacks | 127 515           | 99 715            | 13 360               | 13,4 | 37 867                    | 38,0 | 51 227 | 40,2 |
| Whites | 61 309            | 57 964            | 26 243               | 45,3 | 26 986                    | 46,5 | 53 229 | 86,8 |

Source: Christie, 1991: 122

It can be seen from the table that there were many dissimilarities between the two population groups. Firstly, one can see that some of the students who enrolled for standard 10 at the beginning of the year, i.e., 21,8% of Blacks and 5,4% of Whites, did not sit for the examinations. This confirms what has been noted earlier, namely, that the dropout rate was higher among Black students than among White students. Secondly, more White students (53 229) than Black students (51 227) passed standard 10 in 1986. This was so despite the fact that far more Black than White students enrolled and sat for examinations during the year in question. It can therefore be deduced from Table 4.5 that more Whites than Blacks had better opportunities for further study and better jobs than Blacks (Christie, 1991: 123).

The foregoing historical overview of education in South Africa brings to light some important issues which will have an impact on the current state of affairs in South Africa as well as on the planning and provisioning of vocational-technical education to the majority of South Africans. These factors include the following:

- The majority of the population of South Africa received low quality education during the period prior to the 1994 general elections. This can be deduced from the fact that up to the year 1989, the education of Blacks who are in the majority in South Africa, received the least funding. For instance, during the period 1975-1976 the amount of money spent on a Black child was only 7% of that spent on a White child and, ten years later, (1986-1987) the amount spent on a Black child had only risen to 16% of that spent on a White child.
- The dropout rate among Black children far exceeded that among White children. Considering the fact that Blacks are in the majority in South Africa, this means that a considerably high number of people in South Africa have received little or no education at all.
- Provision was made for vocational-technical education at technical colleges some of which later changed into technikons. It has emerged that there were far more of these institutions for Whites than there were for the other population groups. One of the entrance requirements at these educational institutions was a senior certificate and, since more Whites had senior certificates and there were more institutions available to them than to other population groups, it can be concluded that vocational

technical education was a privilege more readily available to Whites than to other population groups.

It would now be of interest and helpful to this study to consider the impact that apartheid education had on the citizens of South Africa insofar as workforce training and its consequences are concerned. This will hopefully be achieved by analysing the current state of affairs.

### **4.3 Analysis of the Current Situation**

In this section an attempt will be made to analyse the current situation in South Africa. This is done with the purpose of understanding in a better manner the impact that the inequalities in education have had on the citizens of South Africa. Focus will be on the extent of workforce training in South Africa, literacy, unemployment and poverty levels in the country as well as on efforts being made to remedy the situation.

#### **4.3.1 Workforce Training**

There is worldwide recognition of the fact that education and training are the cornerstones of economic and social development. Education and training are actually becoming a strategic good, in that a country's ability to compete effectively in the global economy is going to depend on the skills of its people (Department of Education, 1997(a): 1). As evidenced by the current state of

affairs summarised below, South Africa still has a long way to go before it can compete globally as far as workforce training is concerned.

There is a considerably high number of South Africans who are considered illiterate. According to Central Statistics (1996: 7.1), adult literacy refers to:

**“Persons who are 15 years and older who can read, write and speak their home language.”**

In accordance with this definition, the literacy rate in South Africa in 1991 was 82,16%. In the Free State Province the figure stood at 84,42% during the same year. To clarify the issue of literacy in South Africa even further, it was observed that in October 1994, out of a total of about 21,5 million South Africans aged 20 years and older, 2,7 million have never had any education. Of these, 2,5 million were Blacks. The number of those who had primary education, i.e., grade 1 to 7 was 5,5 million and that of those with secondary education, which is grade 8 to 12, was 11,2 million (Central Statistics, 1996: 6.9). These figures show distinctly that a lot of adults in South Africa still need to be equipped with primary and secondary education before they can be considered for further training. Employers and labour market experts have been claiming since the boom years of the late 1960s that South Africa has an acute skills shortage in certain fields. These claims have had special validity in certain specific occupations requiring high skills and high technology inputs. These include new technological skills

such as Informatics, Biotechnology and High Technology Artisanhip. Among other reasons, the generalised claim regarding skills shortages has been found to be due to the dissatisfaction among employers regarding the poor outputs of apartheid schooling (DoE, 1998 (a): 10).

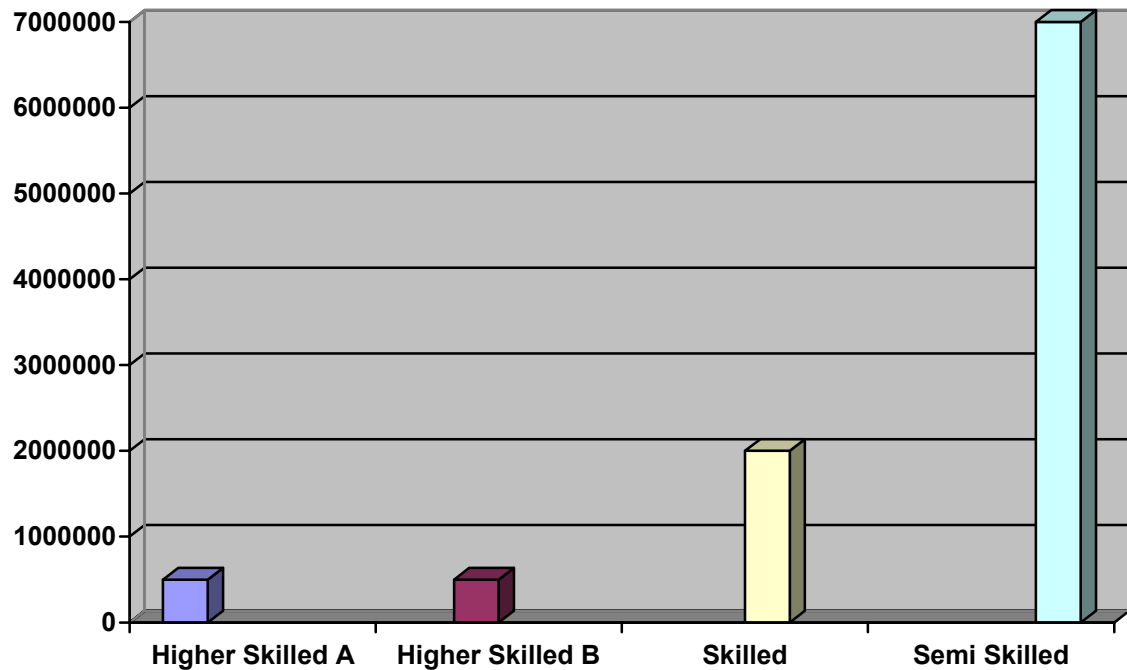
The above claims were validated by the results of a survey of several South African companies conducted by the Human Sciences Research Council (HSRC) in 1998. The survey revealed that almost three-quarters of the surveyed companies were experiencing shortages of skilled human resources. More than half (52%) of the companies indicated shortages in the professional category. The lack of highly skilled Black South Africans was repeatedly stated. The survey revealed a need for more civil, electrical and industrial engineers as well as engineering technicians. It was also discovered that there were shortages in Information Technology (IT) related occupations such as Computer Programmers, Systems Analysts and Software Systems engineers. Shortages in these IT related occupations were found to be intensified by loss of skills to the international market. Shortages of registered as well as unregistered accountants also featured prominently in the survey (Hall, 1999: 7).

Furthermore, although South Africa is an upper middle income country with a gross national product (GNP) per capita of \$3 040 in 1994, making it comparable to Malaysia, Chile and Mauritius, the country's human capital stock is very under-developed. There are only 3 million skilled and highly skilled people in South

Africa. Highly skilled individuals are divided into categories A and B. The highly skilled A category comprises individuals in possession of grade 12 plus a degree, while the highly skilled B category encompasses individuals with grade 12 plus a diploma. Compared to other middle income and advanced industrialised countries, South Africa is confronted with specific shortages of professionals, craft and other related trade workers. Because of this poor skills mix in the labour market, South Africa was judged 44<sup>th</sup> out of 53 participating countries in the 1997 World Competitiveness Report. Malaysia and Chile, both with more highly skilled populations, obtained positions 9 and 13 respectively (DoE: 1997(a): 1).

In conclusion, Figure 4.3 below indicates the extent of workforce training in South Africa. It can be seen from the graph that the number of persons in each category decreases with an increase in the level of skilling. Thus, the category with the highest number of people is the semi-skilled category.

**Figure 4.3: Workforce Training in South Africa**



Source: DoE, 1997(a): 28

There is surely a relationship between people's level of skill and their employment/unemployment level. The following section will focus on this relationship.

#### **4.3.2 Unemployment Levels**

The higher the level of skills people have received, the higher their chances of being employed and *vice versa*. Considering the high number of unskilled people in South Africa as referred to above, it is to be expected that the level of

unemployment in the country will also be high. Unemployed persons are defined as:

**“Persons who are 15 years and older, who are not in paid employment or self-employed, are available for paid employment or self-employment and have the desire to work and to take up employment or self employment.”**

**(Central Statistics, 1996: 10.2)**

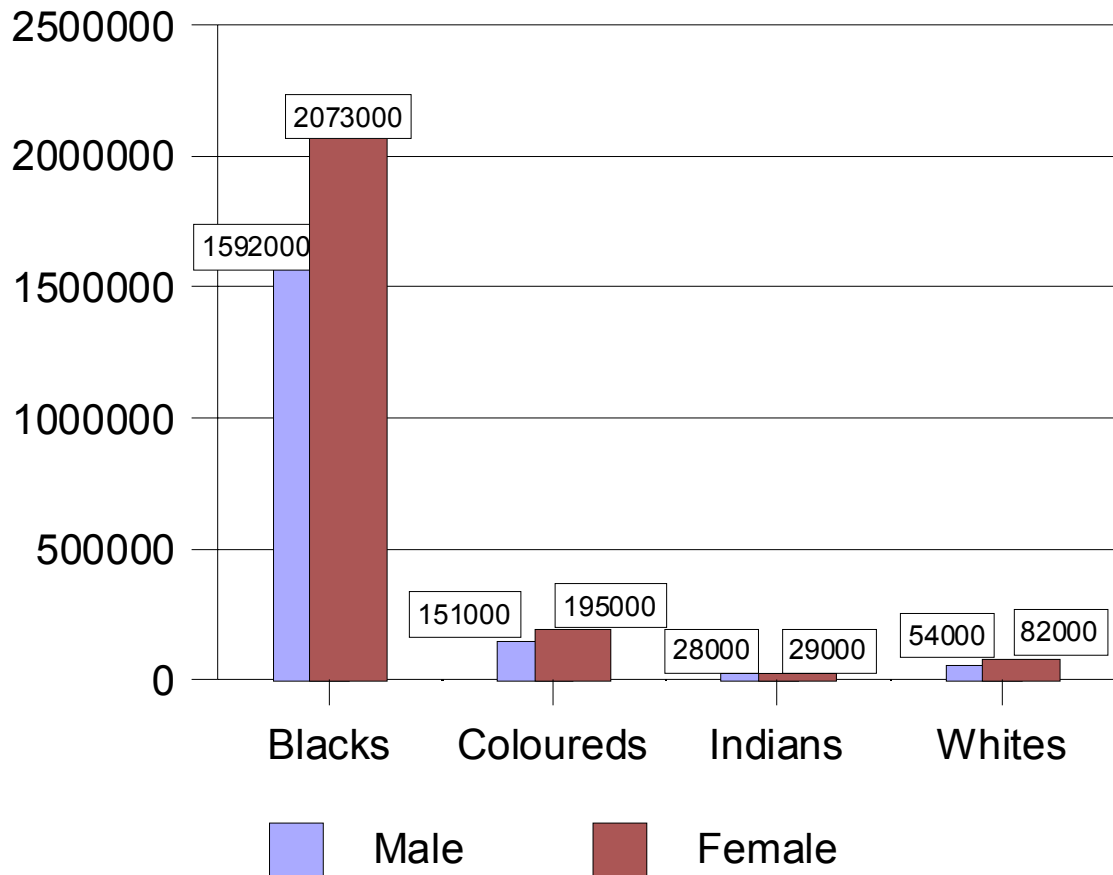
Unemployed persons in South Africa can therefore be classified into two main categories, namely, young persons with nine or more years of schooling and older people with less education. According to the 1995 household survey, there were 4,2 million unemployed people in South Africa. The majority of the unemployed (87,2%) were Blacks and women constituted 56,6% of the unemployed with Black women being in the majority (Central Statistics, 1996: 10.5).

Youth unemployment appears to be a serious problem. Half of the unemployed are young people under the age of 30, with at least 9 years of schooling. First-time entry into the labour market is a problem particularly for the Black young job seekers. Most White youth have entered their first jobs at age 21 while this is delayed until age 27 for Blacks (DoE, 1997(a): 29).



Figure 4.4 below indicates the unemployment levels in South Africa according to the 1995 household survey:

**Figure 4.4: RSA Unemployment Levels in 1995**



Source: Central Statistics, 1996: 10.5.

Analysis of the graph reveals that the quality of education one receives ultimately has an impact on one's level of skill and employability. Thus, considering the

quality of education provided to the different population groups in the past, it is not surprising that the most among the unemployed are Blacks and the least are Whites. Unemployment leads to lack of income and ultimately to poverty. Poverty levels in South Africa will therefore be the next to focus on.

#### **4.3.3 Poverty Levels**

The logical consequence of illiteracy and unemployment levels of the magnitude described above is poverty of corresponding immensity. Thus, it is not surprising that the majority of South Africans are living in poverty. The socio-economic context for potential and current adult learners reflects extreme inequalities in levels of income and poverty. The lowest 20% of income earners have been found to access 1,5 % of the national income while the wealthiest 10% of households access 50%.

Between 36% and 53% of South Africans fall below the poverty datum line. As to be expected, poverty is overwhelmingly racial in character with the majority of the poor being Blacks, and Coloureds while Indians and Whites account for only a relatively smaller percentage of the poor (Everatt and Jennings, 1996: 22).

Since the South African situation described above is a direct consequence of lack of educational opportunities among the majority of the citizens of the country, it can be anticipated that the best way of remedying this unacceptable state of affairs is the provision of education to the majority. Our next area of focus

will therefore be the nature of the potential recipients of the needed education, institutions providing this education, the type of education being provided as well as how it is being financed. Legislation which is intended to streamline the provision of vocational education and training in South Africa, namely, the Skills Development Act No. 97 of 1998, the FET Act No. 98 of 1998 and the ABET Act No. 52 of 2000 have recently been passed and have not yet been fully implemented. For instance the DoE has declared 2003 the year of FET which signals the Department's commitment to FET in 2003 (Sunday Times Career Junction, 3 November 2002:1). This means that between the passing of the above-mentioned legislation and full implementation thereof, there have been other means of vocational education provisioning in South Africa. For this reason the following section will concentrate on these other means as well as provision brought about as a result of the implementation of the above-mentioned Acts.

#### **4.3.4 Students**

In this section focus will be on potential recipients of vocational-technical education in South Africa. These can be divided into three categories, namely, the pre-employed, the employed and the unemployed.

The pre-employed category of students is composed of two groups: Firstly, there are those students who have completed general education, i.e., level 1 of the NQF and, in line with the NQF, these students are beyond the school-going age and have chosen to continue their education in various secondary schools in the

country in pursuance of the grade 12 certificate. Secondly, there are others who are presently enrolled in operating FET technical colleges, private colleges, youth colleges, finishing schools and community colleges throughout the country.

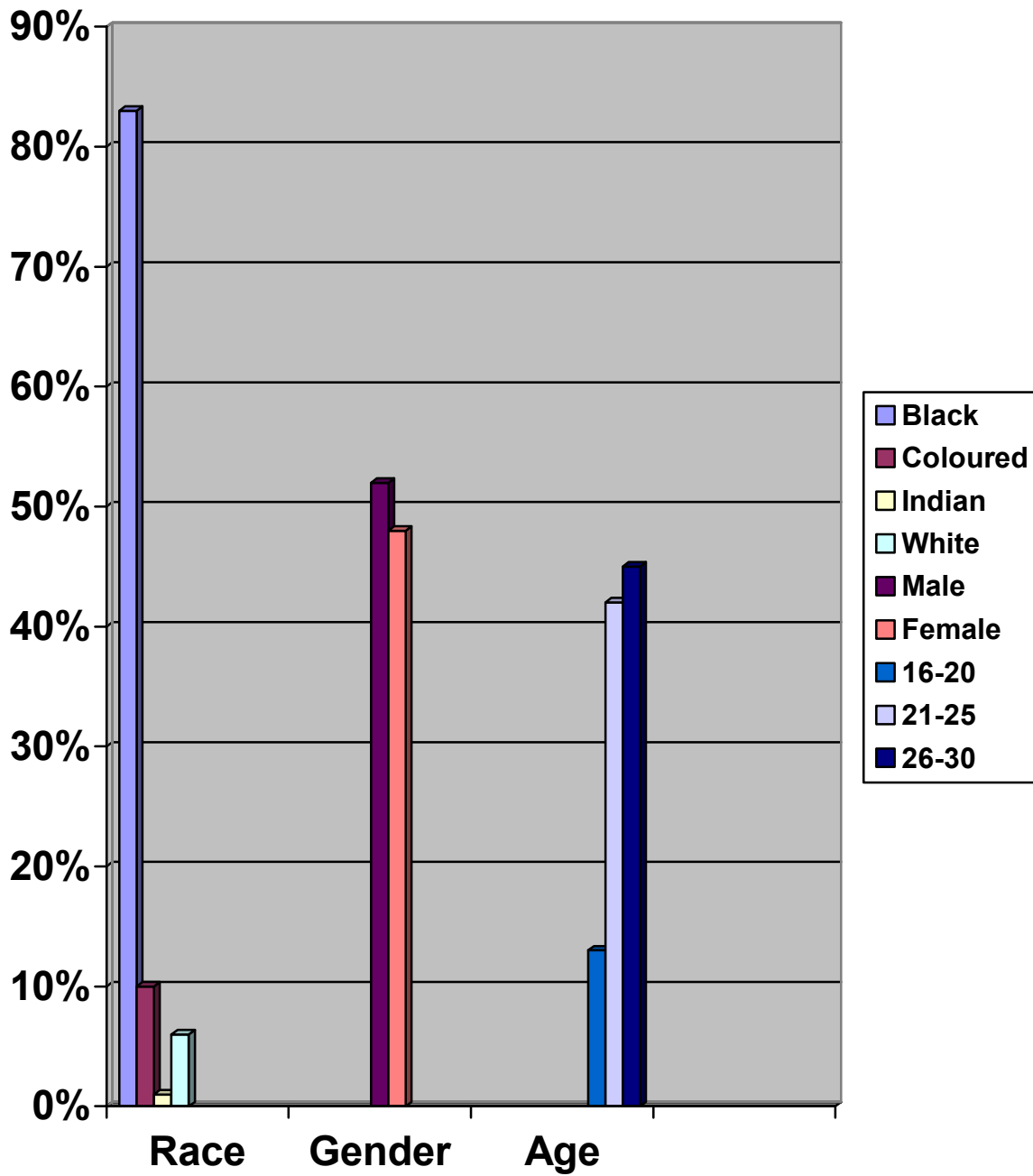
Included among the unemployed and the employed are old persons with little or no education and the group referred to as out-of-school youth. Older people include those who wish to be equipped with marketable skills, to be re-tooled or have their skills upgraded.

Everatt and Jennings (1996: 6) define an out-of-school youth as:

**“A person being between the ages of 15 and 30 (inclusive), not currently being engaged in studies, having not studied as far as they wanted to in their education and expressing the desire to return to some form of education and training.”**

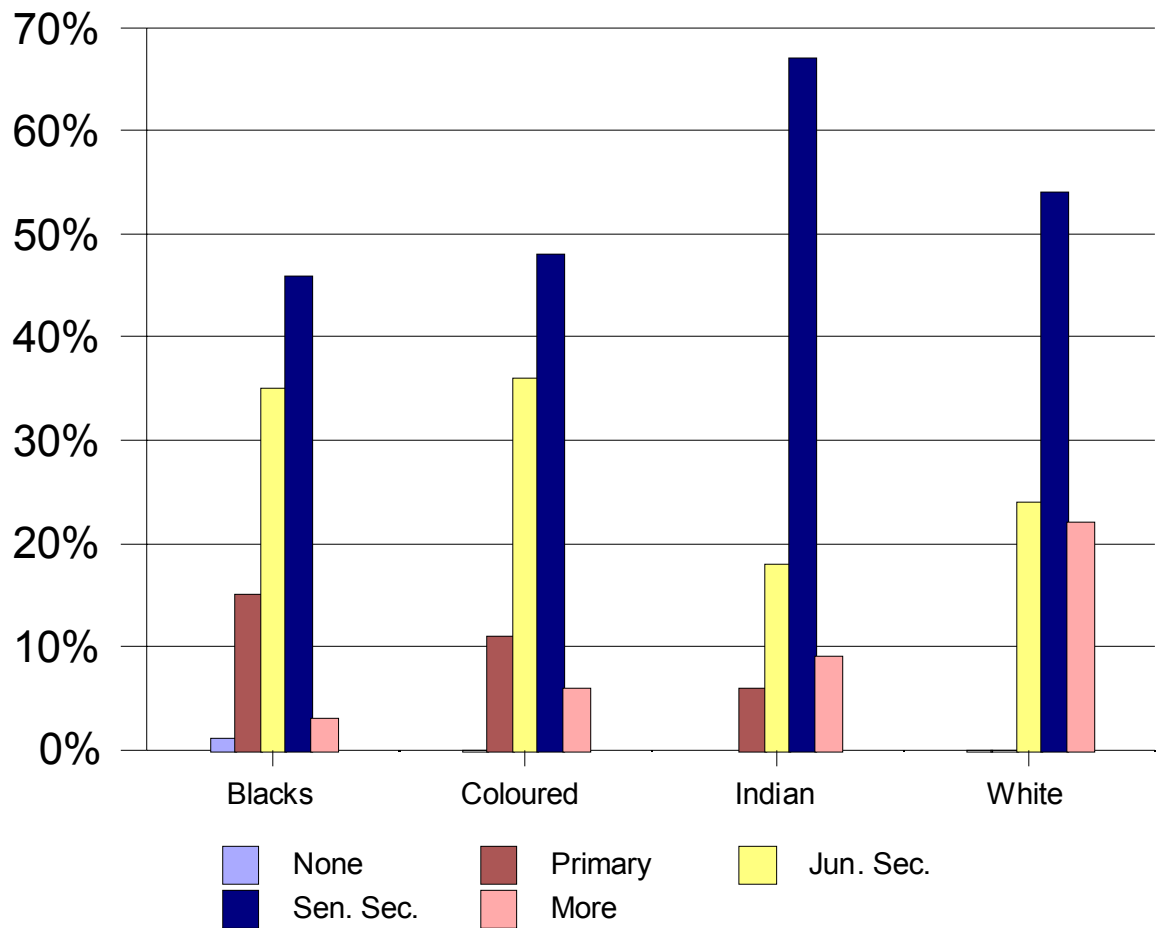
In consonance with this definition, it was estimated that in 1993 (there are no recent figures available in this regard) there were approximately 3,5 million out-of-school youth in South Africa. As pointed out in the above definition, this number does not include those youngsters who left school earlier than they wished but who do not express a desire to study further. Figures 4.5. and 4.6 below are an indication of the profile of the 1993 out-of-school youth in terms of race, gender, age and educational attainment:

Figure 4.5: Profile of Out-of-School Youth: 1993



Source: Everatt, D. 1996: 17

**Figure 4.6: Educational Attainment Among  
Out-of-School Youth**



Source: Everatt, D. 1996: 5

As manifested in Figure 4.5 above, the highest number of out-of-school youth is Blacks at 83%, followed by Coloureds at 10 %, Whites at 6% and Indians at 1%. It is not surprising that Blacks and Coloureds are in the majority in this category of youngsters considering the type of education the two racial groups received under the apartheid government, as well as the conditions under which this education was offered. It can also be seen from the figure that there is not much difference between the percentages of males and females in the group, with males being slightly in the majority at 52% and females at 48%. Insofar as the age groups are concerned, the majority, more than 80%, are in the age group 21 to 30.

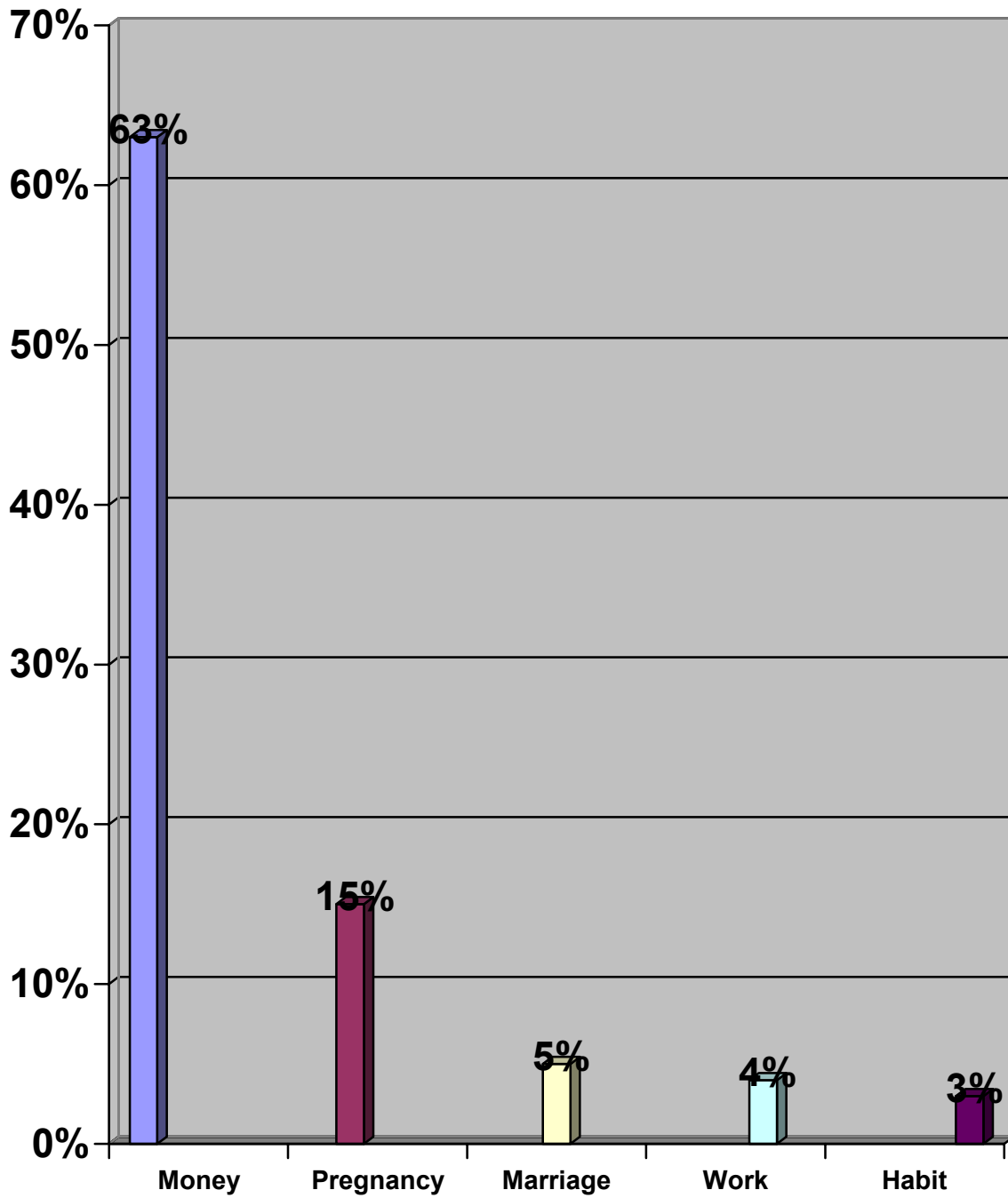
An analysis of the data in Figure 4.5 indicating the educational attainment of young people reveals that the racial imbalances in the former educational system in South Africa have ensured that the phenomenon of out-of-school youth differs across racial groups (Everatt, 1996: 18). The educational attainment of the two racial groups, which were favoured by the apartheid education system, namely, Whites and Indians, is higher than that of the groups, which were less preferred by the system. A total of 76% and 75% of Whites and Indians respectively, have attained secondary education and higher and wish to study further, while the corresponding figures for Blacks and Coloureds are 49% and 54% respectively. Among Blacks 16% of the youth wish to obtain basic literacy by completing primary school education and 35% have obtained junior secondary education and wish to study further. These figures are very similar to those of Coloureds,

namely, 11% and 36 % respectively. In the case of Whites and Indians only 6% of Indians and 0% of Whites need primary education and 24% of Whites and 18% of Indians still need to study beyond the junior secondary level. Finally, it can be observed that out-of-school youth are predominantly those who have reached the last two-years of secondary school and wish to study further (Everatt, 1996: 18).

It would be useful to the planners of education and training for out-of-school youth to acquaint themselves with circumstances, which forced this group of youngsters out of school and are also preventing them from returning to school. Research conducted by Everatt and Jennings (1996: 22) in the Free State showed that widespread poverty, which affects much of South Africa, was the root cause of youth ending their education pre-maturely. The other causes were found to be pregnancy, marriage, work and habit in order of importance. The results of the research are graphically presented in Figure 4.7 below:



**Figure 4.7: Main Reasons for Leaving School Among Out-of-school Youth in the Free State**



Source: Everatt and Jennings, 1996: 22

The types of students described above are broad categories within which are specific groups and individuals whose needs must be addressed. Examples of such specific groups are those:

- Seeking alternate access paths to tertiary education.
- Who have incomplete secondary education.
- In need of adult basic education.
- Wishing to enter vocational education but have no background or experience of this field.
- Who are employed and want to improve their skills.
- Those seeking new skills after being retrenched.

(Figaji, 1995: 70)

We will now briefly devote our attention to the institutions that are, or were serving these students prior to the full implementation of the SDA, FET and ABET Acts.

#### **4.3.5 Providing Institutions**

A variety of educational institutions are presently involved in the provision of education and training programmes for the students described above. The following are some of them:

- Public, special and private schools which offer senior secondary schooling from grade 8 to 12.
- Technical schools.
- State and state-aided technical colleges offering programmes from N1 to N3.

- Adult education centres, sometimes referred to as “night schools” which serve students who are beyond the compulsory school-going age.
- Youth colleges and finishing schools in provincial departments of education.
- Government departments other than Education and Labour. Examples of such departments are Trade and Industry, Correctional Services, Defence and South African Police Services (SAPS) (DoE, 1997(a): 14).
- Universities and technikons through their community outreach programmes.
- Training trusts, regional training centres (RTCs) and private providers, which deliver training funded by the Department of Labour (DoL).
- Industrial training boards.
- Community colleges/centres and non-governmental organisations (NGOs)
- Private, for-profit institutions.

There are no easily available figures showing the clear-cut number of these providing institutions. In 1996 they were estimated to be more than 8 000 countrywide excluding enterprise-based employer training where no estimates have been made. In the Free State there were approximately 520 of them. (DoE, 1997(a): 10; see also, DoE, 1997(b): 30). In line with the Further Education and Training Act (DoE, 1998(b): 10) some of these institutions may be changed into FET institutions and provide education and training leading to qualifications from levels 2 to 4 on the NQF. As may be expected, these institutions offer a variety of programmes as detailed below.

#### 4.3.6 Programmes

The above-mentioned providing institutions offer a diversified range of programmes with few points of articulation and little equivalence between them. These programmes also differ with regard to quality, standards of provision, outcomes and curriculum. The provision of programmes is usually defined by the type of institution in which they are offered as shown in the following section (DoE, 1997(a): 20):

*Secondary schools* offer programmes that have an academic focus. The following factors characterise most secondary school programmes:

- Most secondary schools offer subjects that have little relationship to the needs of the country and the economy. It was found for instance that in 1992 the four most popular subjects for Black grade 12 students were Biology, Geography, History and Biblical Studies and the least popular were Accounting, Economics, Physical Science and Business Economics. It was also found that only 26,6% of the learners took the urgently needed Mathematics and 15,8% took Physical Science (Grobbelaar, 1995: 43).
- There are high levels of repetition in secondary schools.
- Most students in secondary schools do not get proper guidance and counselling about careers and the economic needs of the country.
- In recent years the culture of teaching and learning has deteriorated in most secondary schools. However, many measures, such as the Culture of

Learning, Teaching and Service (COLTS) campaign, have been taken to remedy the situation.

- The majority of secondary schools channel their outputs mainly to universities and technikons and only a few of them offer vocational education.

The situation outlined above will hopefully improve in the near future as a result of amendments to be made in the curriculum of these institutions. According to *The Star* (3 October 2002: 1) the current 124 subjects from which each student chooses a minimum of six will be reduced to 35. The qualification emanating from the amended grade 12 curriculum will be purposeful, with subjects chosen from specific learning fields covering either academic or career-oriented subjects.

*Technical schools* offer an array of vocationally focused subjects with a practical orientation. Included among these are Travel and Tourism, Typing, Motor Mechanics, Woodwork and Farm Mechanics. Recently, Commercial Subjects and Hospitality have also been added. Some technical schools are leaning towards a more general focus while others are consolidating their emphasis on vocationally focused programmes.

*Technical colleges* have distinguished themselves from other institutions by offering programmes which are vocationally oriented but are principally theoretical. Most of these programmes are in the field of Engineering, Manufacturing and Technology; some are in the field of Physical Planning and Construction while a few are courses

such as Childcare and Sports Administration. Only a few technical colleges have facilities for strong Technical training in Engineering capabilities. Most depend on theoretical studies with little access to technological facilities linked to apprenticeship.

*Adult education centres* offer evening programmes for adults, which are similar to those offered to children in schools. Numerous shortcomings have been identified in their curriculum, staffing and management. Some of them are summarised below:

- They are directly managed by district offices and lack autonomy and self-reliance.
- They depend on part-time staff drawn from schoolteachers in after-hour employment.
- Most of them are staffed with newly trained and inexperienced teachers who cannot find employment in day schools.
- They do not operate from dedicated sites or campuses.
- Most of the teaching personnel in these centres have not received training on the facilitation of adult learning.

*Youth colleges* and *finishing schools* usually offer grade 12 subjects to students who did not succeed at their respective schools in previous years and are not allowed back. In addition to the grade 12 subjects being offered, some of these

institutions also offer additional programmes such as Computer Literacy, Hospitality and Travel and Tourism.

*Universities and technikons*, through their community outreach programmes, offer diversified services to their communities. Three kinds of community outreach programmes have been identified, namely, occupation-related programmes, general academic development programmes and cultural/community development programmes.

The majority of *Regional training centres* offer programmes in the fields of physical training and construction, which include skills such as Bricklaying, Carpentry, Plastering, and Plumbing. Other programmes are in the fields of manufacturing and engineering with subjects such as Welding, Electrical and Motor Mechanics. A few are related to fields such as Agriculture, Nature Conservation and Service. According to the Department of Education, RTCs presently lack quality assurance, are protectionist, biased against rural areas, ineffective and wasteful (DoE, 1997(a): 23).

*Government departments* other than the DoE and the Department of Labour (DoL) offer a variety of programmes to their members. The Department of Correctional Services for instance is committed to applying measures with regard to convicted prisoners and probationers as may lead to their reformation and rehabilitation. These measures include, among others, offering education and

training opportunities in all fields and areas of learning. In the Service Corps of the South African National Defence Force all skills training is preceded by adult basic education to ensure that all adult learners have the opportunity to reach ABET sub-level 3 prior to embarking upon vocational and skills training. The Department of Trade and Industry trains entrepreneurs and also offers public works programmes (DoE, 1997(b): 31).

*NGOs* including *community colleges* and *community-based organisations* (*CBOs*) operate as multi-purpose education and training providers in, among others, the areas of health, distance education support and ABET for employed and unemployed youth and adults. They also offer bridging and access courses for universities and technikons. Their impact in terms of massive provision, accreditation and articulation with Higher Education is still limited.

*Private colleges* offer an array of general education programmes as well as those with particular emphasis on the fields of commerce and management studies. Since these institutions are profit-making organisations, they are only of benefit to those students who can afford to pay, are linked to urban areas and can access the other necessary urban infrastructure such as telecommunication and transport.

It can be seen from the above exposition of the providers and programmes of vocational education and training that there are as many different types of



programmes as there are providing institutions. It is therefore to be expected that there will also be as many and varied sources of funding for the programmes. The following section will focus on these sources of funding.

#### **4.3.7 Funding**

As stated earlier potential recipients of vocational-technical education in South Africa can be grouped into three major categories, namely, the pre-employed, the unemployed and the employed. There are currently several measures being taken to address the educational needs of these groups. These groups will be funded differently as shown below.

Since, as seen above, ABET and FET are being offered by a variety of providers, it is to be expected that this type of education will also be funded jointly by the various organisations. The exact amounts involved differ from sector to sector, from year to year and also depend on the programmes being offered and the number of students involved. The funds are being used to cover expenses such as administration costs, salaries, materials, equipment, furniture, travel and publishing (DoE, 1997(b): 46).

The major source of funding for the pre-employed is the Department of Education. These are mainly students who have completed general education and are engaged in Further Education and Training. Apart from relatively small amounts of earmarked funds, allocations to provinces are on the basis of block

grants and provincial legislatures are able to determine amounts to be spent on education (DoE, 1997(a): 12).

Among the unemployed and the employed are students in need of basic education and training. The major source of funding for this group is also the Department of Education. In the year 2000 an amount of R248 million was spent on ABET and the amount was increased to R822 million in 2002 (DoE, 2002:4). The DoE is assisted by other sectors which are also the providers of ABET such as the private sector, government departments, NGOs, CBOs parastatals, municipalities and religious organisations.

Funding for FET is also mainly by the DoE which accounts for 69% of funding for this sector. The DoL contributes around 1% while other government departments account for about 4%. The rest of funding for FET is accounted for by business, user funds and others.

The South African situation as manifested by the above analysis, reveals that:

- The illiteracy rate in South Africa is high with an unacceptably large number of people who never received any education at all.
- As a result of the above, South Africa has an acute skills shortage in certain fields. These fields happen to be critical ones such as Engineering, Accounting, Information Technology, Biotechnology, etc.

- There is a high level of unemployment in South Africa with the majority of the unemployed being Blacks, women and the youth.
- The majority of the citizens of South Africa live in poverty. More than 90% of the poor are Blacks.
- There are three categories of potential students in need of vocational education and training, namely, the pre-employed, the employed and the unemployed. Among the latter two categories are many out-of-school youth.
- A variety of education institutions are providing adult education and training to the above-mentioned students.
- These providing institutions offer a diversified range of programmes, which differ with regard to quality, standard of provision, outcomes and curriculum.
- The government through the DoE and other government departments provides most of the funds for vocational education and training. Other sources of funds are student fees and business.

It would now be of interest to find out what measures are being taken to normalise the situation described above. This is important especially with regard to increasing access to education.

#### **4.4 Coordinated Vocational Education and Training**

It became clear from the above description of providers of vocational education and their programmes that the provision of this type of education involves a variety of providers and that as noted by the DoE (1997(a): 20), there are few

points of articulation; little equivalence between them; differences with regard to quality, standards of provision, outcomes and curriculum. For this reason government intervention became necessary in order to streamline provisioning in this sector.

The African National Congress (ANC), in its policy framework entitled the Reconstruction and Development Programme (RDP), states as one of its objectives, human resource development which must address the development of human capabilities, abilities, knowledge and know-how to meet the people's ever-growing needs for goods and services, to improve their standard of living and quality of life (ANC, 1994: 59). To ensure the achievement of this objective, the right to Basic and Further Education and Training was enshrined in the Bill of Rights of the Constitution of the Republic of South Africa (1996: 14). To ensure that the right to basic and Further Education and Training is extended to the millions who were denied the opportunity in the past, the SDA, ABET and FET Acts were passed in 1998 and 2000. These Acts are intended to ensure coordination of vocational education provided at educational institutions as well as at the work place. This section will focus on these Acts with the purpose of finding out how the government is dealing or intends dealing with the plight of the potential students of community colleges in South Africa.

#### **4.4.1 Adult Basic Education and Training (ABET)**

The Department of Education (2000: 6) defines Adult Basic Education and Training as:

**“All learning and training programmes for adults from level 1 to 4 where level 4 is equivalent to-**

- (a) grade 9 in public schools: or**
- (b) national qualifications framework level 1 as contemplated in the South African Qualifications Authority Act 1995 (Act No. 58 of 1995).”**

The DoE (1997(c): 10) sees ABET as the general conceptual foundation towards life-long learning and development embracing knowledge, skills and attitudes required for social, economic and political participation and transformation applicable to a range of contexts. Consequently, the DoE formulated the following vision of ABET to ensure that in time there would be:

**“A literate South Africa within which all its citizens have acquired basic education and training that enables effective participation in socio-economic and political processes to contribute to reconstruction, development and social transformation.”**

**(DoE, 1997(c): 14)**

It is the view of the DoE that this vision reflects the changes in direction that the ABET sector has undergone internationally, resulting in bringing together efforts aimed at community development, vocational and technical training, literacy and basic education with popular education programmes. In this way, it is believed that Adult Basic Education and Training has to address four key growth and development concerns, namely,

- Developing the capacity of adults and out-of-school youth to understand the reality in which they live to enable them to identify and apply the most relevant and appropriate ways of responding to this reality.
- Creating critical and participative citizens.
- Opening up and laying the foundations for Further Education and Training at every level and aspect of personal and social life and development.
- Improving the quality of life of the large numbers of people who are not able to satisfy their basic needs by enabling them to access or create employment opportunities.

The DoE announced its ABET initiative in September 1995 and launched it as the Ithuteng Campaign on 11 February 1996. In order to ensure the realisation of the above vision, the DoE formulated a National Multi-year Implementation Plan for Adult Education and Training. The national objective of this plan is the provision of general education and training to adults for access to Further

Education and Training and employment. It is envisaged that the achievement of this objective will lead to an increase in the quantity and quality of relevant and appropriate learning and services to adults and out-of-school youth who have been unable to access adequate education and training in the past (DoE, 1997(b): viii). According to the DoE, (1997(b): 10) the national objective of the plan can only be achieved if the following national sub-objectives are also achieved:

- A significant increase in national provisioning.
- A significant increase in the numbers of learners enrolled in the system.
- A significant increase in the numbers of learners being retained within the system.
- A significant increase in the numbers of learners successfully obtaining credits and certificates.
- The implementation of a national monitoring and evaluation system.
- The implementation of a national quality assurance system.

The National Multi-Year Implementation Plan mentioned above was divided into two phases. Phase one which comprised the years 1998 and 1999, aimed at small increases in learner enrollment, development of curricular framework, the introduction of learning unit standards and support materials, the development and establishment of monitoring, evaluation and assessment standards as well as the establishment and transformation of current providers into a network of adult learning centres. Phase two of the plan which included the years 2000 and 2001,

aimed at mass mobilisation of learners so that the overall target of 2,5 million could be reached in 2001(DoE, 1997(b): x).

To further enhance the chances of successful implementation of ABET, the Adult Basic Education and Training Act No. 52 was passed in December 2000. The Act makes provision for:

- The establishment of public ABET centres.
- Governance and management of ABET public centres.
- Funding of ABET public centres.
- The establishment of private ABET centres.
- Quality assurance and promotion in ABET.
- Transitional and other arrangements.

(DoE, 2000: 8-32)

ABET in the Eastern Free State will now be considered. This is done with the purpose of finding out the extent to which the above plan and Act are being implemented in the region.

#### **4.4.1.2 ABET in the Eastern Free State**

The provision of ABET in the Eastern Free State is the responsibility of a division of the Thabo Mofutsanyana Education District. The head of **administration** of ABET is a Chief Education Specialist (CES) who is also responsible for Special Needs and Remedial Support Services. There are also three Deputy Education



Specialists (DES) two of whom are in charge of administration and the other one is in charge of the curriculum. A First Education Specialist is also in charge of administrative matters and eight Senior Education Specialists (SES) are each responsible for administration and governance.

A total of 54 **ABET Centres** are distributed throughout the 19 towns constituting the Eastern Free State with at least one in each town. The centres are housed in public schools and operate after normal school hours. Each centre is managed by a Centre Manager who is accountable to the SES in charge of the area in which the centre is located. Most of the Centre Managers are unemployed educators. There are also a few who are employed educators serving the centres on a part-time basis. Each centre has a School Governing Body (SGB) composed of educators, learners, community members and the principal of the hosting public school.

The majority of the **Educators** serving the centres are also unemployed educators who are hired on a one-year contract. A few others are employed in public schools and serve the ABET centres on a part-time basis. The educators work for a maximum of 3,5 hours per day and are paid monthly on an hourly basis. They receive training on the teaching of adults through workshops that are organised by the SESs. In 2002 there was a total of 295 educators serving ABET Centres in the Eastern Free State. Of these, 219 were females and 76 were males.

The **programmes** offered at these ABET Centres are at levels 1 of the NQF, comprising ABET levels 1 to 4, i.e., the equivalent of grades R to 9 of the school system. In addition to the ABET programmes being offered at the centres, are also programmes at level 4 of the NQF which is the equivalent of grade 12. In accordance with the NQF, these programmes fall within the FET band. Programmes at NQF levels 2 and 3 which are the equivalent of grade 10 and 11 of the school system, are not offered at any of the centres. After completing programmes leading to the General Education Certificate (GETC), students enroll for grade 12 programmes and sit for the same examinations with regular high school students.

**Students** enrolling at ABET Centres are Blacks. Hence, the centres are located in areas that are predominantly occupied by Blacks. As manifested in Table 4.6 below, the majority of students enrolled in ABET Centres in the Eastern Free State are women.

(Interview: SES Thabo Mofutsanyana District, 23 September 2002)

The problems related to these centres, which were mentioned earlier, still characterise these centres. There is therefore little difference between the ABET centres established in terms of the ABET Act and the "Night Schools" which were in operation before the passing of the Act.

**Table 4.6: Student Enrollment at ABET Centres  
in the Eastern Free State: 2002**

| ABET<br>LEVEL 1 |     | ABET<br>LEVEL 2 |     | ABET<br>LEVEL 3 |     | ABET<br>LEVEL 4 |     | FET  |      | TOTAL |      |
|-----------------|-----|-----------------|-----|-----------------|-----|-----------------|-----|------|------|-------|------|
| F               | M   | F               | M   | F               | M   | F               | M   | F    | M    | F     | M    |
| 543             | 177 | 341             | 148 | 453             | 202 | 837             | 471 | 2311 | 1349 | 4485  | 2347 |

Source: Thabo Mofutsanyana Education District.

#### 4.4.2 Further Education and Training (FET)

In 1996 the National Minister of Education constituted the National Committee on Further Education (NCFE) whose purpose was to establish the vision and goals for FET so as to attain equality of access, advance life-long learning within the NQF and to strengthen the integrated approach to education and training. The report of the NCFE was presented to the Minister in August 1997.

The NCFE conceptualised FET as:

- A band consisting of learning programmes between levels 2-4 of the NQF.
- Offering multiple entry and exit points and a range of qualifications at different levels that allow for articulation within FET and with general and Higher Education.
- Allowing for more specialisation than general education for more context-based skills in preparing learners for Higher Education and the world of work.

- Involving a range of providers such as secondary schools, colleges and industry that may offer some programmes below and above the FET band (DoE, 1997(a): 4).

Thus, Further Education and Training is defined as:

**“All teaching and training programmes leading to qualifications from level 2 to 4 on the National Qualifications Framework as determined in the South African Qualifications Authority (SAQA) Act No. 95 of 1995. Thus, FET includes learning programmes that correspond with grade 10 to 12 in the school system and N1 to N3 in the technical college system.”**

**(Mokgatle, 2000: 22)**

The NCFE formulated the following vision, mission and purpose for FET

(DoE, 1997(a): 4-5):

**Vision:** A system which offers flexible, diverse, accessible, high quality education and training programmes at NQF levels 2-4, responds to individual and socio-economic needs, and meets the demands for redress and democratisation in a changing South African society.

**Mission:**

- To foster mid-level skills.
- Lay the foundation for Higher Education.
- Facilitate the transition from school to the world of work.
- Develop well-educated, autonomous citizens.
- Provide opportunities for continuous learning, through the articulation of education and training programmes.

**Purpose:**

- Preparing learners for work.
- Preparing learners for further learning and Higher Education.
- Developing effective citizenship and democratising society.
- Meeting the holistic needs of individuals.
- Contributing to economic and social development.

The report of the NCFE laid the foundation for the FET Act No. 98 of 1998. The Act makes provision for:

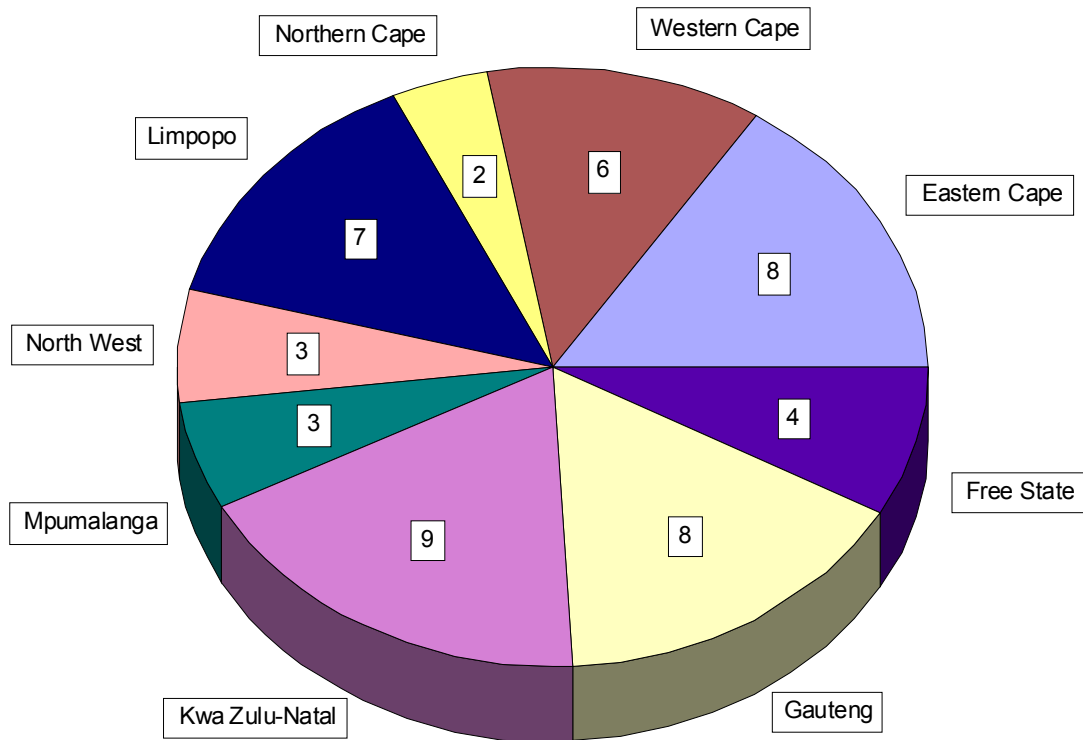
- The declaration of existing educational institutions as FET institutions and the establishment, merger and closure of public FET institutions.
- Governance of public FET institutions.
- Funding of public FET institutions.
- Establishment of private FET institutions.
- Quality assurance and promotion in FET institutions.

- General matters affecting FET.
- Transitional and other arrangements

(DoE, 1998 (b): 10-38)

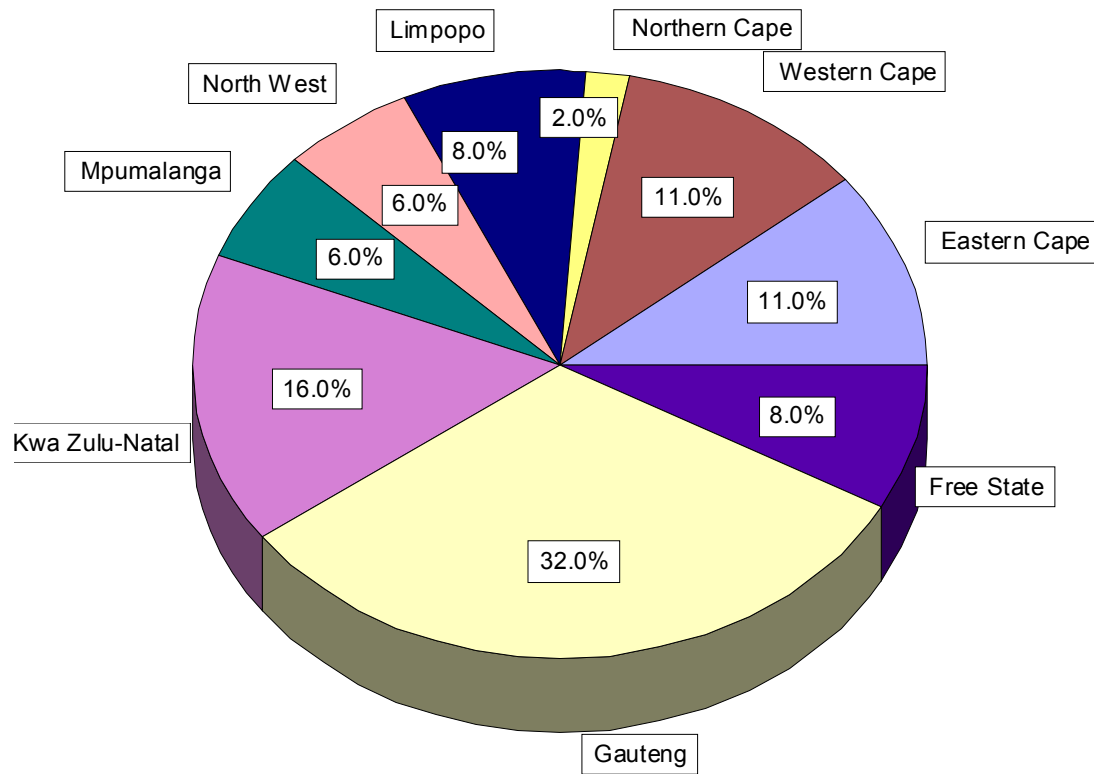
In line with the provision of the FET Act, fifty FET colleges are now in existence in South Africa. They are a product of a merger of 152 institutions into multi-campus colleges. The colleges are spread throughout the nine provinces of the Republic of South Africa as shown in Figure 4.8 below. More than 350 000 students are enrolled in these colleges. Figure 4.9 indicates the number of students enrolled in each province as a percentage of the total FET college enrollment. During the 2002-2003 fiscal year, funding for this sector amounted to R792, 8 million (The Sunday Times Career Junction, 3 November 2002: 1).

Figure 4.8: Number of FET Institutions by Province



Source: Sunday Times Career Junction, 3 November 2002: 1

Figure 4.9: FET Colleges Headcount: 2002



Source: Sunday Times Career Junction, 3 November 2002: 1



The following have been identified as what are to be the most pertinent characteristics and attributes of these FET institutions:

- They are post-secondary education institutions offering education and training at NQF levels 2-4. They may offer programmes below or above the above-mentioned levels on condition that they are accredited to do so by the relevant Education and Training Quality Assurance (ETQA) and at least 60% of the learning programmes offered fall within the FET band.
- They are mega-institutions operating on one or more sites with 2 000 FTEs or more calculated in terms of national norms and standards.
- They guarantee ownership and real participation by the communities they serve.
- They offer the broadest possible assortment of programmes and may have sites with particular specialised niche programmes.
- They must be economically viable and respond to the needs of business and the communities they serve.
- They must have efficient student support services.
- They should be able to provide evidence of sound physical financial and human resources.

(Zuma, 2000: 79)

The two figures displayed above indicate that there are four FET colleges in the Free State with 8% of the total FET student population. One of these colleges is located in the Eastern Free State which is our area of interest. We will now focus our attention on this college.

#### 4.4.2.1 FET in the Eastern Free State

The FET College located in the Eastern Free State is named the Maluti FET College and is a product of the merger of six formerly independent colleges, namely, Bethlehem, Bonamelo, Itemoheleng, Kwetlison, Lere La Tshepe and Sefikeng. The Bethlehem College also operates a satellite campus in Harrismith. The colleges have been merged in line with the provision of the FET Act. Five of the above formerly independent colleges, namely, Bonamelo, Itemoheleng, Kwetlison, Lere La Tshepe and Sefikeng are situated in the Qwaqwa area with the former four being within a 10 kilometre radius and the latter being about 30 kilometres from the others. The merger plan of the six colleges was approved by the college's Interim Governing Council in November 2001. Each of these colleges now forms a delivery site for the Maluti FET College (Pietersen, 2001:4).

The **mission** of the Maluti FET College is: To build a civil society that has the technological competencies to be both self-supportive and globally competitive. According to Pietersen (2001: 5), the college will meet the attributes of the new FET landscape in the following ways:

- It will have greater authority and public responsibility to respond to the challenges of the national human resource development strategy.
- Its new programmes are in alignment with the national and provincial human resources development strategy.
- It will expand its niche areas as its delivery sites will specialise in specific programmes and learnerships.

- A strategy will be developed to establish close links with industry and the community in order to meet the economic, social and regional development needs as articulated in the provincial skills and Sector Education and Training Authorities (SETA) plans.
- It will have the capacity to respond to the diverse needs of the community, provide and conduct market research.
- A single council will oversee effective and accountable management across the various campuses.

As stated above, **governance** of the college rests upon a single Governing Council constituted as follows:

- Member of Executive Council (MEC) representatives.
- Community stakeholders.
- Rector.
- Vice-Rector/s.
- Lecturing staff representatives.
- Non-lecturing staff representatives.
- Student Representative Council (SRC) representatives.
- Academic Board representatives.

The Governing Council performs a variety of functions as stipulated in the FET Act.

The **management** structure of the college as depicted in the college organisational chart attached as Appendix 10, takes into account the multi-campus nature of the college. In line with the provisions of the FET Act No. 98 (DoE, 1998(b): 18) an Academic Board is to be established for the college. The composition of the Academic Board is as depicted in Appendix 11.

The college offers a variety of **programmes** at its different delivery sites. As can be seen from the table in Appendix 12, Bonamelo and Sefikeng delivery sites, which were formerly Colleges of Education are presently mainly engaged in Grade 12 Finishing Programmes. There are plans in progress to offer other programmes in these delivery sites. The college has identified three areas of programme expansion. They are Hospitality and Catering, Agriculture and Small, Micro and Medium Enterprise (SMME) (Pietersen, 2001: 111)

Pietersen (2001: 58) makes the following observations in as far as the present college **human resources** are concerned:

- Administrative personnel members are not sufficiently skilled and need to be re-skilled for placement in the new college.
- There seems to be an oversupply of administrative staff leading to under utilisation of person power.
- In some delivery sites there appears to be an oversupply of academics with most of them not matching the current and envisaged college programmes.

It follows from these observations that for the college to succeed, there is an urgent need for a personnel skilling and re-skilling programme.

**Learner support services** currently in place at the college are not yet coordinated and differ from site to site. They include the following: HIV/AIDS awareness programmes, study facilities, boarding and lodging facilities in some delivery sites, internet access, financial aid, job placement, extramural activities, life skills, entertainment and student government.

#### **4.4.3 National Skills Development**

In addition to the Department of Education, other government departments also participate in the provision of vocational education and training in South Africa. One such department is the Department of Labour (DoL) which plays a major role in workforce training through its Skills Development Act (SDA) No. 97 of 1998 and the Skills Development Levies Act No. 9 of 1999. These two Acts introduce new institutions, programmes and funding policies designed to increase investment in skills development (DoL, 2001:5).

The Skills Development Act heralds a policy change from supply-side approaches to education and training to a demand-led strategy, capable of achieving and maintaining relevance in a rapidly changing world of work. The DoL gives the following as the purposes of the Skills Development Act:

- To develop the skills of the South African workforce.

- To increase the levels of investment in education and training in labour market and to improve the return on that investment.
- To encourage employers to:
  - ☞ Use the workplace as an active learning environment.
  - ☞ Provide employees with an opportunity to acquire new skills.
  - ☞ Provide opportunities for new entrants to the labour market to gain work experience.
  - ☞ Employ persons who find it difficult to be employed.
- To encourage workers to participate in learnerships and other training programmes.
- To improve the employment prospects of persons previously disadvantaged by unfair discrimination and to redress those disadvantages through training and education.
- To ensure the quality of education and training in and for the workplace.
- To assist:
  - ☞ Work-seekers to find work.
  - ☞ Retrenched workers to re-enter the labour market.
  - ☞ Employers to find qualified employees.

- To provide and regulate employment services.

(DoL, 1998: 4; see also, Mercurio, 2001: 125)

The above-mentioned purposes, if achieved, can go a long way in addressing many of the effects of previous governments' education policies affecting workers. These include issues such as lack of skills, illiteracy, unemployability, unavailability of training and learning opportunities and others. The question to consider at this stage is the measures that the DoL is putting in place to ensure the achievement of the stated purposes.

The DoL intends ensuring the achievement of the purposes of the SDA in three ways. Firstly, by establishing an institutional and financial framework comprising:

- The National Skills Authority whose functions include advising the Minister of the DoL on a National Skills Development Policy, National Skills Development Strategy and guidelines for its implementation, allocation of subsidies from the National Skills Fund and any regulations to be made. Membership of the National Skills Authority includes various stakeholders and interest groups.
- The National Skills Fund deriving its income from sources such as the national government, interest on investments, donations and others.
- A Skills Development Levy-grant scheme.

- SETAs that perform a variety of functions to satisfy education and training needs of employers and employees that use the same material, make similar products and render similar services.
- Labour centres.
- The Skills Development Planning Unit whose functions are to research and analyse the labour market in order to determine skills development needs, to assist in the formulation of the national skills development strategy and sector skills development plans and to provide information on skills to relevant bodies.

Secondly, the achievement of the purposes is ensured by encouraging partnerships between the public and private sectors of the economy to provide education and training in and for the workplace. Thirdly and lastly, by cooperating with the South African Qualifications Authority.

The implementation of the Skills Development Act has already started. The National Skills Authority mentioned above came into existence in April 1999, the SETAs came into being on 20 March 2000 and in April 2000 a payroll levy was introduced to fund the new skills development implementation framework and to provide grants intended to encourage employers to invest in the training and development of their employees (DoL, 2001: 5).

The title of the Skills Development Strategy formulated by the Skills Development Authority is "Skills for Productive Citizenship for all". This title summarises the DoL's vision for the future as follows:



**Skills:** Financial and other resources are to be directed towards the acquisition of skills that are needed by employers and communities. These skills are to reflect qualifications and standards that are part of the NQF.

**Productive Citizenship:** A productive citizen is not only one who has the right to vote and to be consulted, but one who also has the right to actively contribute to and participate in making decisions that affect investment and work. Skills development is about building the capacity of people to engage in these decisions and to execute the roles and functions that will flow from them.

**For All:** The vision of the DoL is an inclusive one. Opportunities are to be created for those in work, the unemployed, new entrants to the world of work, older people, women, men and people with disabilities (DoL, 2001: 8)

The vision elaborated upon above, is underpinned by six guiding principles, namely,

- Life-long Learning

Because of continuous changes in communities and workplaces, it will be necessary for skills to be frequently improved and upgraded.

- Promotion of Equity

Legacies of apartheid are to be erased while at the same time positive interventions will be necessary if an inclusive society is to be brought into existence and opportunities are to be broadened.

- Demand-Led

The emphasis of the Skills Development Strategy is to be on the skills and competences that are required to support productivity, international competitiveness, mobility of workers, self-employment and community needs.

- Flexibility and Decentralisation

Public and private employers are to make decisions about priorities and the most effective providers to meet their needs. The role of the Government and the Skills Development Authority is to provide the framework and to monitor the implementation of the Skills Development Strategy.

- Partnership and Cooperation

At national, sector, provincial, community and workplace levels the implementation of the Skills Development Strategy should be based on partnerships between and amongst the social constituencies.

- Efficiency and Effectiveness

Cost-efficiency should characterise the delivery of skills development programmes. These programmes should lead to positive outcomes for those who invest in training and skills development.

(DoL, 2001:9)

The Skills Development Levies Act No. 9 of 1999 is concerned with the funds needed for skills development. It provides for the imposition of a skills development levy and for matters connected thereof. In terms of this act, from 1 April 2000 every employer has to pay a skills development levy calculated as a stipulated percentage of the leviable amount. The leviable amount referred to above is defined as the total amount of remuneration paid or payable by an employer to its employees during any month. Certain categories of employers such as the national government, the provincial government, religious and charitable institutions are exempted from payment of the levy.

The levy is payable to the Commissioner for the South African Revenue Service (SARS) at a time and manner stipulated in the Act. The Minister of the DoL may, in consultation with the Minister of Finance direct that all employers that fall within the jurisdiction of any SETA pay the levy to that SETA or a body nominated by the SETA. The levies collected by the Commissioner of the SARS are ultimately paid to the SETA's fund or to the National Skills Fund. The exact amounts paid to each of the above mentioned funds are in accordance with the stipulations of the Skills Development Levies Act (DoL, 1999: 4-12).

The DoL, through its Minister, is quite aware of the mammoth task facing it in its endeavour of equipping the citizens of the country with the badly needed skills for employment and economic growth as well as social development. This awareness is captured in the Minister's

concluding remarks in his introduction of the National Skills Development Strategy:

**" The targets that I am setting are ambitious, but no revolution has succeeded without vision, ambition and determination. Our national skills revolution is no exception. The challenge now is to make a working reality of the vision. Let's get to work."**

**(DoL, 2001: 2)**

Emanating from the foregoing discussion, it will now be of interest to once more direct our attention to community colleges. The idea of introducing community colleges in South Africa has been mooted by various organisations and individuals. We will consider their propositions and, thereafter, hopefully be in a position to identify a role they may play in South Africa taking into account the country's current situation and the interventions already in process.

#### **4.5 Community College Initiatives in South Africa**

Since 1990 several organisations and individuals have made proposals with regard to the establishment of community colleges in South Africa. Community colleges were seen as one option in redressing educational imbalances of the past and providing educational opportunities to all South Africans without discrimination based on gender, race, socio-

economic background, past educational attainment, physical disabilities, etc. Some of these organisations and individuals are:

- The National Institute for Community Education (NICE)
- Tertiary Education Sector Assessment (TESA)
- Educational Renewal Strategy (ERS)
- National Education Policy Investigation (NEPI)
- South African Committee for Higher Education (SACHED)
- The Association of Regional Training Centres
- Community Agency for Social Enquiry (CASE)
- ANC/Congress of South African Trade Unions (COSATU)
- G. Fisher and I. Scott
- C. Davey
- G. Boggs
- S. Badat and H. Wolpe
- D.R. Bagwandeem
- G. Singh

Some significant and interesting issues pertaining to the establishment of community colleges in South Africa are raised in the above-mentioned proposals. Some of them are summarised below (Strydom, 1995: 53; see also, Zuma, 1996: 310, Bagwandeem *et al.*, 1995: 14 and Singh, 1996: 542).

- It is widely agreed that community colleges should form an integral part of the South African education system and that they should be

based on sound education values such as equity, democracy, effectiveness and development.

- Initially, particularly in the short-term, attention should be focused on adult education and to satisfying vocational training requirements. Existing facilities and resources will need to be modified to enable them to take on new roles such as transfer education, developmental education and community/ continuing / adult education. In addition, adequate support services should be made available to students.
- The community colleges should be used to afford students with potential an opportunity to access Higher Education. This will require that the curriculum be articulated in order to bridge the gap between secondary and tertiary education.
- An unnecessary duplication of courses and programmes among community colleges at regional level should be avoided. The community college sector should be made cost-effective and efficient through rationalisation and specialisation.
- Community colleges should offer high quality education. Standards should be maintained through internal and external quality assurance measures and sound management.
- Community college education should be made affordable through sufficient funding from the state and the private sector.
- Community colleges should enjoy the support of the communities they serve. They must render real service to the communities and be oriented towards and focused upon the unique circumstances

and needs of South Africans. No overseas community college models should simply be imported and implemented in the country. Legitimate and participative governance should be ensured.

- A unique type of South African community college could perform a number of functions including providing students with post-secondary education and vocational qualifications, undertaking remedial work in Mathematics and Sciences, Functioning as an adult education institution and preparing students for university study.
- Community colleges could be added to the education system in two ways: either as a new kind of college existing alongside present Educational, Nursing, Technical and Agricultural colleges, or as a single college being created out of the existing colleges and offering some vocational programmes as well as some basic education programmes.
- The success of community colleges in South Africa will depend on the extent to which the schooling system in South Africa changes from a low to a high attainment one.
- Attention should be given to the potential of distance education based on active collaboration among institutions. Through this mode of delivery student access can be tremendously increased, duplication of effort be avoided, opportunities for continuing professional education be expanded and opportunities for teaching and learning be extended.

- Community colleges should not be developed into second class institutions designed to serve the needs of only a certain segment of the South African population.

- Community colleges should reflect the following features:

*Open-access:* They should open their doors to all learners who are beyond the school-going age of  $\geq 16$  years. Youth younger than 16 years who cannot be admitted to formal schools because of age restrictions may also be admitted into special programmes at community colleges. No one should be discriminated against on the grounds of educational background. However, learners should be tested at entry level to determine competences necessary for admission into programmes of their choice. Developmental programmes should be offered to students who lack competences needed for admission into programmes of their choice. Recognition of prior learning (RPL) and experience should also be accepted for entry into community college programmes.

*Democratic governance:* They should be governed by councils consisting of elected representatives of the community, main stakeholders, interest groups and role-players.

*Partnership and cooperation:* Community colleges should deliver programmes in collaboration with other stakeholders and interest groups. Their teaching staff should therefore consist of full-time and part-time employees drawn from NGOs and the private sector.

*Flexible scheduling and delivery:* They should operate until late in the evenings, on weekends and during holidays. They should also



offer their programmes at a number of venues through a network of community learning centres (CLCs). CLCs should be of two types, namely, single-purpose CLCs which are sites where a single programme is provided by a provider institution or an NGO and multi-purpose CLCs which are sites where a number of separate programmes or activities are provided by one or more provider institutions or NGOs.

*Curriculum comprehensiveness:* Community colleges should be characterised by the comprehensiveness of their curricula. A mix of programmes should be offered to a mix of students with different abilities, past achievements and diverse educational goals. The following are examples of some major curriculum areas:

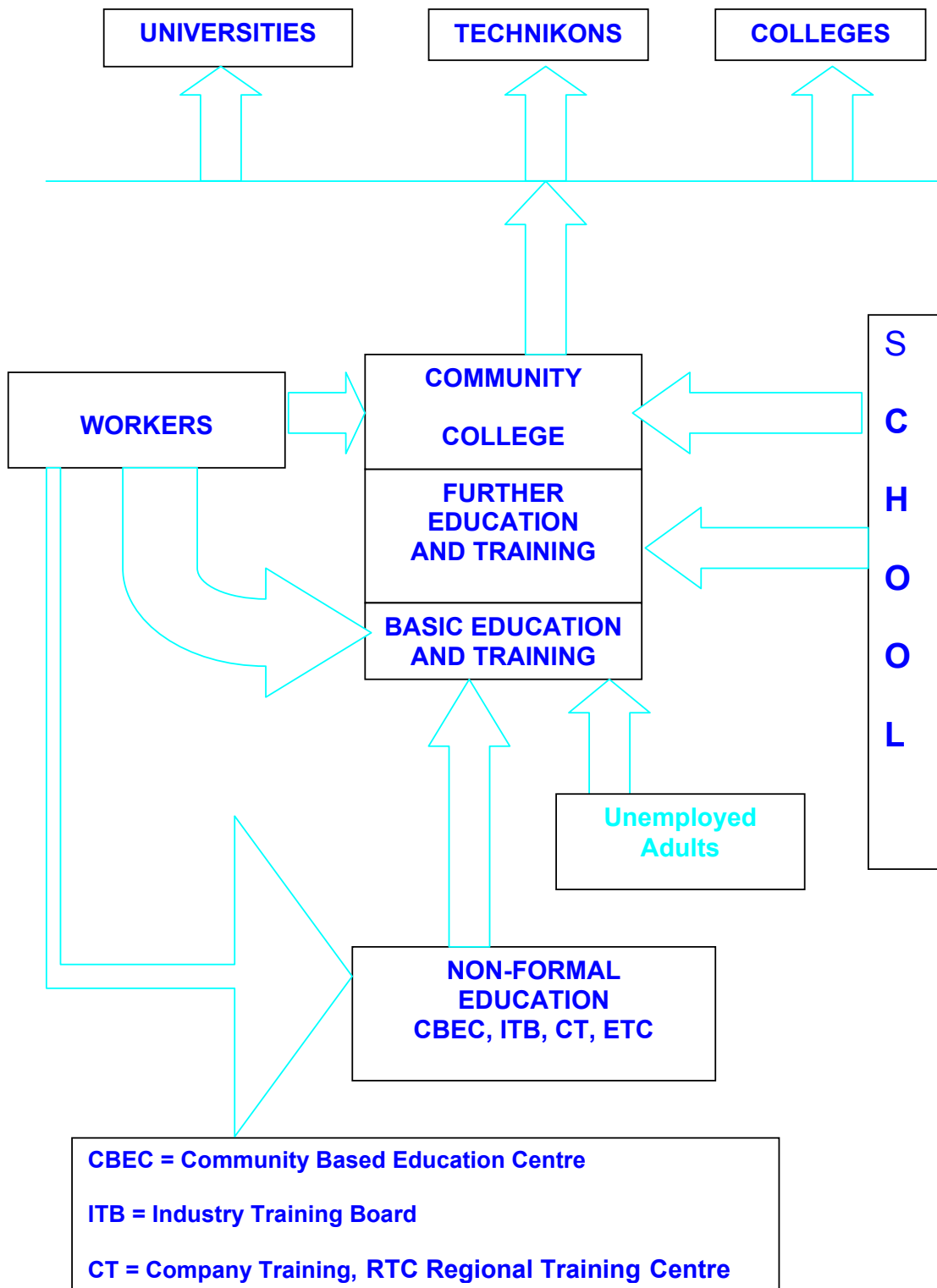
Engineering: Including Civil, Electrical Mechanical and Chemical Engineering. Humanities: Encompassing Business Studies, Health Services, Administration and Education and Training.

Special Programmes: Comprising youth programmes, workers programmes, civic education, etc.

*Community Development:* Subsuming entrepreneurial skills development, life skills, self-help skills, cultural enrichment programmes and organisational development and management.

Concerning the positioning and role of the South African community college in relation to other types of educational institutions in the country, the model depicted in Figure 4.10 below has been proposed (Figaji, 1995:75):

**Figure 4.10: The Community College in Relation to Other Educational Institutions**



**Source: Figaji, 1995: 75**

According to this model, the community college is to have multiple entry and exit points. Learners may enter the community college via the school, non-formal education, unemployment, or workplace route and leave via the technikon, university or college route. The model also shows that although the Adult Basic Education and Training and the Further Education and Training levels are separate, they may exist in the same facility. Students who have not yet acquired the general education qualification, may enter the community college through the ABET door, while those in possession of the general education qualification may enter through the FET door. The exact placement of learners coming via the non-formal education and the workplace entry points could be determined by the assessment of prior learning. Over time, the curricula used at the non-formal sector and in the community college could be aligned to ensure maximum credit for courses completed in the non-formal sector (Figagi, 1995: 76).

According to Figagi (1995: 76), the biggest challenge facing this model is to devise the curricula in such a way that learners acquire vocational skills while at the same time they become literate and numerate at the basic education level. In the FET level learners would acquire higher vocational skills and with minimal additional modules in fields such as English, Mathematics and Science, they may be able to enter tertiary education institutions. Proponents of the model are opposed to the idea of the existence of two distinct paths within the same community college, namely, the vocational training path and the transfer path.

#### **4.6 Conclusion**

Chapter Four was concerned with the determination of the need for the establishment of community colleges as providers of vocational-technical education in South Africa especially in the Eastern Free State. This determination comprised a historical overview of the provision of education in South Africa, the problems, which resulted from it, as well as the efforts that have been taken towards the solution of the problems. Lastly, the chapter also focused on community college initiatives that have been taken in South Africa. This was done with the purpose of comparing the proposed role of the community colleges with the vocational education initiatives that are already in process in South Africa. It is hoped that this comparison will assist in the identification of the best way in which community colleges can supplement the above mentioned vocational education initiatives and thereby make a contribution towards the solution of the problems associated with the provision of vocational education in South Africa.

It emerged from this chapter that in the past, the provision of education in South Africa was skewed in favour of the White population. The Education for this population group was the best funded and it received the best resources in comparison with that of the other population groups. The population group that was least favoured in terms of the provision of education was the Black population group, which happens to be in the majority in South Africa. This skewed provision of education

had negative effects on the majority of people in South Africa in terms of workforce training, employment opportunities and poverty.

Several attempts have been made to deal with the problem. Initially, there was no proper coordination of these attempts, with numerous providers designing programmes aimed at providing vocational education to the majority who were denied educational opportunities in the past. Because of this lack of coordination, these attempts had very little success. The provision of coordinated vocational education began with the passing of the Skills Development Act No. 97 of 1998, the Further Education and Training Act No. 98 of 1998, the Skills Levies Act No. 9 of 1999 and the Adult Basic Education and Training Act No. 52 of 2000. These Acts are making significant progress in streamlining and maximising the provision of vocational education and training to the majority of South Africans.

Since 1990 the idea of introducing community colleges in South Africa has been put forward by numerous organisations and individuals. Although community colleges are not specifically enacted in any of the education Acts, it is acknowledged that they do have a significant role to play in the provision of vocational education to adults and out-of-school youth as well as in resolving other inherited legacies of apartheid. The following are some of their features which make them especially suitable for these purposes, in that they:

- Are democratic in tone and substance.

- Are humanistic, inclusive and flexible.
- Allow for relatively easy acquisition of a range of skills and competencies.
- Embrace the notion of community service and development.
- Facilitate life-long and distance learning.
- Ensure horizontal and vertical mobility.

(Hoppers, 2000: 15)

Most of the features of community colleges mentioned above are also applicable to South African FET institutions. This means that community colleges are not in conflict with FET institutions. Furthermore, a careful analysis of the mission and objectives of community colleges as explicated in Chapters 2 and 3, also shows that the principles upon which community colleges are based are also not in conflict with the vision, mission and objectives of ABET and the Skills Development Programme as explicated earlier in this chapter. It has also been noted that the best functioning community colleges are those with comprehensive programmes. For these reasons, it can be assumed that South African community colleges established on principles similar to those of American community colleges can play supplementary roles to those of FET institutions, ABET institutions and the Skills Development Programme.

Now that the situation prevailing in South Africa has been analysed and the community college has been identified as one way through which

the South African situation may be improved, it would be of interest to find out from the residents of South Africa, especially in the Eastern Free State, whether they would like to have community colleges introduced in their region. This would be the subject of the next chapter, which is concerned with an empirical investigation on the need for the establishment of community colleges in the Eastern Free State.

## CHAPTER FIVE

### EMPIRICAL INVESTIGATION ON THE NEED FOR COMMUNITY

#### COLLEGES IN THE EASTERN FREE STATE

##### 5.1 Introduction

The literature review conducted in Chapter Four concerning the provision of vocational education for adults in South Africa has, among others, revealed that:

- Many South Africans lack the education and skills that are necessary for them to earn a living or to engage in personal development through education. One of the factors to which this state of affairs is attributed is the lack of or inadequate educational opportunities available to the vast majority of South Africans in the past.
- Community colleges, based on the American model, have been advanced as one of the possible solutions to the above-mentioned problem.
- Advocates of the establishment of community colleges in South Africa have suggested models of a South African community college with features that take into account the South African situation.

In this chapter therefore the empirical investigation of the need for community colleges in the Eastern Free State is postulated. The main purpose of the empirical investigation is to find out from residents of the region whether in their opinion there is a need for the establishment of



community colleges in their area and whether they would support the type of community college suggested by advocates of community colleges in South Africa.

Best and Kahn (1993: 109) assert that this type of investigation involves a clearly defined problem and definite objectives; requires expert planning; careful analysis and interpretation of the data gathered as well as logical and skilful reporting. Thus, the elucidation of the processes referred to by these authors, insofar as they pertain to this investigation, is the subject of this chapter. The chapter will therefore concern itself with the objectives of the empirical investigation, procedures to be followed in carrying out the investigation as well as the presentation and analysis of the data gathered.

## **5.2 Objectives of the Investigation**

Based on the above-mentioned findings of the literature reviewed in Chapter Four, there are four objectives for this empirical investigation.

They are:

- To analyse the reaction of the respondents on the availability and adequacy of education opportunities to adults and out-of-school youth of the Eastern Free State.
- To evaluate the opinion of the respondents as to the need for the establishment of community colleges in the Eastern Free State.

- To investigate the impression of the respondents on the services to be rendered by community colleges should they be established in the Eastern Free State.
- To determine the perceptions of the respondents on the type of community college that would best suit the needs of the residents of the Eastern Free State in terms of admission requirements, articulation agreements with other types of educational institutions, accreditation, governance, scheduling and the location of delivery sites.

It is hoped that these objectives will be achieved by following the set of procedures detailed in the following section.

### **5.3 Procedures**

This section will elucidate the procedures that were followed in the conduction of the empirical investigation. It will include the research design, sampling procedures, the research instrument, internal validity, the pilot study, administration of the questionnaire and data analysis.

#### **5.3.1 Research Design**

Research design refers to the plan and structure of the investigation to obtain data to answer research questions. It describes the procedures for conducting the study including the time, subjects, as well as the conditions under which the data will be collected. Thus, research design indicates how the research is set up describing what happens to the subjects, the methods that will be used for collecting data and the data

analysis techniques that the researcher intends to use (McMillan and Schumacher, 1993:31; see also, Fraenkel and Wallen, 1993: 556).

The research design used in this investigation is a survey design involving descriptive research. This includes the use of questionnaires, which are administered to a carefully selected sample to determine their perceptions on the need for the establishment of community colleges in the Eastern Free State.

Fraenkel and Wallen (1993: 345; see also, Sharp and Howard, 1996: 12; Best and Kahn, 1993:107), identify three major characteristics of surveys, which are also essential components of this survey. They are:

- Information is collected from a group of people in order to describe some aspect or characteristic, such as opinions and attitudes of the population of which that group is a part.
- The main way of collecting the information is through asking questions. The group members' responses to these questions constitute the data of the study.
- Information is collected from a methodically selected sample rather than from the entire population and a description of the population is inferred from what is found out from the sample.

In the light of the above, it would now be appropriate to turn our attention to the sample and the sampling procedures used in this investigation. As mentioned above the conclusions drawn from the

investigation will be based on the findings based on the data collected from this group.

### **5.3.2 The Sample**

Individuals who participate in a study and from whom data are collected are referred to as subjects. As a group, subjects are referred to as the sample. The sample is composed of individuals selected from a larger group called the population. In studies where the sample is used as a unit of study, conclusions are drawn about the entire population based on the results obtained from the data collected from the sample. Researchers would prefer to study the whole population but in most cases, like in this investigation for instance, this is not possible since most populations are large, multifarious and scattered over a large geographical area. Finding and contacting all members of such populations can be time-consuming and expensive. For this reason, it is always best to select a sample to study (McMillan and Schumacher, 1993:159).

Fraenkel and Wallen (1993: 80) contend that the first task in selecting a sample is to define the population of interest, i.e., the group to whom the results of the study will be generalised. Insofar as this study is concerned, the population comprises seven groups of people in the Eastern Free State, who, in the opinion of the researcher, would be interested in or would be affected by the establishment of community colleges in the region. These groups are:

- *Secondary school educators* from the 96 secondary schools scattered throughout the 19 towns constituting the Eastern Free State. These are the last group of educators to deal with students before they qualify to enter community colleges. They would be interested in the establishment of community colleges because this would increase their students' options after leaving secondary schools.
- Officials from the *Thabo Mofutsanyana Education District*. These include School Management Developers (SMDs, formerly known as school inspectors) and Learning Facilitators (LFs, formerly known as subject advisors). Like secondary school educators, they too would be interested in the additional students' options that would be brought about by the establishment of community colleges.
- Members of *School Governing Bodies* of the 96 schools mentioned above. As representatives of parents of prospective community college students, they too would be interested in the establishment of community colleges in their area.
- Lecturers from the six delivery sites of the *Maluti FET College*. Characteristics of FET students are similar to those of prospective community college students. This group will consequently have an interest in the establishment of community colleges in their area of operation.
- Lecturers from the *Qwaqwa Campus of the University of the Free State*. This is the only university in the Eastern Free State. Since

one of the proposed functions of a community college is to prepare students for entry into universities, these institutions will definitely be affected by the introduction of community colleges in the education system.

- The Qwaqwa Campus of *Technikon Free State*. Again, this is the only technikon in the Eastern Free State. Some programmes of technikons are similar to the proposed programmes of community colleges. The technikon will therefore also be affected by the establishment of community colleges in the Eastern Free State.
- Representatives of *Business and Industry*. One of the proposed functions of community colleges is the training and re-training of the workforce for these sectors. The establishment of community colleges in their area will therefore also affect them.

Literature has no clear-cut answer to the question concerning sample size, i.e., the number of subjects in a sample. Best and Kahn (1993: 19; see also, Fraenkel and Wallen, 1993: 92) assert that the ideal sample should be large enough to serve as an adequate representation of the population about which the researcher wishes to generalise and small enough to be selected economically in terms of subject availability, expenses relating to time and money as well as the complexity of data analysis. Sharp and Howard (1996: 134) believe that sample size is proportional to the square of the accuracy of the estimates derived from the sample. According to them, to double the accuracy it is necessary to increase the sample size four-fold. McMillan and Schumacher (1993:

165) are of the opinion that in instances where random sampling is used, a sample size that is only a small percentage of the population can approximate the characteristics of the population satisfactorily. They also argue that the determination of the sample size should also take into consideration factors such as the type of research being conducted, financial constraints, size of the population, importance of the findings and so on.

Based on their contentions advanced above, Fraenkel and Wallen (1993: 92) and McMillan and Schumacher (1993: 165) agree that for a survey research such as this one, a sample with a minimum number of approximately 100 subjects is sufficient, while Best and Kahn (1993: 19) are content with a sample of 30 subjects coupled with random sampling. It is further recommended that for survey research studies in which groups in the sample are compared, there should be at least 20-50 subjects in each sub-group (McMillan and Schumacher, 1993: 165)

Taking all the above arguments into consideration, the sample size for this study is composed of a total of 390 subjects. These were selected for each sub-group, mostly by random sampling as described in the following sections. Each of the sub-groups of the sample with the exception of the technikon sub-group has no less than twenty subjects.

#### **5.3.2.1 Selection of Schools**

The 96 secondary schools in the Eastern Free State can be classified into three categories as follows:

- Black schools situated in rural areas. They constitute 40% of the total secondary schools in the area and are attended by Black students only.
- Black schools situated in urban areas. They constitute 47% of the total and are also attended by Black students only.
- Former White schools that constitute 13% of the total and are attended by students of different racial groups.

Twenty schools (approximately 20% of the total) were selected for inclusion in the sample. In order to ensure proportional representation of the three categories of schools in the sample, a combination of systematic and stratified random sampling was used. This resulted in a school sample of eight Black schools situated in rural areas (40% of the sample), nine Black schools situated in urban areas (47% of the sample) and three former White schools (13% of the sample).

#### **5.3.2.2 Selection of School Educators**

From each of the schools selected above, 10 educators were selected by stratified random sampling. This was done in order to ensure, where applicable, a balance in terms of gender and race. Thus, the school educator sample was comprised of 200 subjects.

#### **5.3.2.3 Selection of Parent Representatives**

Two parent members of the School Governing Body (secretary and chairperson) of each of the twenty selected schools constituted the



parent representatives in the sample. There were therefore a total of 40 subjects in this category.

#### **5.3.2.4 Selection of Department of Education Officials**

There is a total number of 76 DoE officials in the Thabo Mofutsanyana Education District. These include School Management Developers and Learning Facilitators. Forty representatives of these officials were selected for inclusion in the sample. The use of stratified random sampling ensured a gender and racial balance.

#### **5.3.2.5 Selection of University Lecturers**

The Qwaqwa Campus of the University of the Free State (formerly campus of the University of the North) is the only university in the Eastern Free State. From 1998 to 2002, the university had a Centre called the Centre for Community Colleges (CCC). The CCC was rendering services to the community, which are similar to those being rendered by American community colleges. Members of the CCC governing board who were still attached to the university as well as other lecturers who were associated with the activities of the centre were included in the sample because of their familiarity with the functioning of community colleges. Thus, purposive sampling was used in this case resulting in a sample of 25 lecturers.

#### **5.3.2.6 Selection of Technikon Lecturers**

There are ten lecturers at the Qwaqwa campus of Technikon Free State. This is the only technikon in the Eastern Free State. All these lecturers were included in the sample.

#### **5.3.2.7 Selection of FET Lecturers**

There are more than 200 educators in the 6 delivery sites of the Maluti FET College situated in the Eastern Free State. Ten lecturers from each of the six delivery sites of the Maluti FET College were selected by stratified random sampling to ensure a gender and racial balance.

#### **5.3.2.8 Selection of Business Representatives**

This sector was represented by 15 subjects. These were members of the executive committee of a chamber of commerce in the Eastern Free State. They are residing in different towns in the region.

In the opinion of the researcher, the sample of 390 subjects described above, is a good representation of the population of interest. We will now pay attention to the instrument used to collect data from this sample.

### **5.3.3 The Research Instrument**

The research instrument used for the collection of data for this study will be described in this section. This will include the type of instrument

used as well as justification for its choice, items constituting the instrument and instrument validity.

#### **5.3.3.1 Type of Research Instrument used**

This empirical study was conducted with the purpose of determining the attitudes of the residents of the Eastern Free State on the establishment of community colleges in the region. In order to accomplish this, information had to be collected from the sample in order to describe the opinions and, hence, the attitudes of the population of interest on the establishment of community colleges in the Eastern Free State. Best and Kahn (1993: 245) make a distinction between opinion and attitude. They describe attitude as how people feel and what they believe and opinion as what people say are their beliefs and feelings. They further point out that it is difficult if not impossible to describe and measure attitude and that through asking questions or getting expressed reactions of people to statements, a sample of their opinions is obtained from which one may infer or estimate their attitude, i.e., what they really believe. Similarly Fraenkel and Wallen (1993: 113) are of the opinion that researchers may discover attitudes by asking individuals to respond to a series of statements of preference. The pattern of responses is then considered as an indication of one or more underlying attitudes.

Taking the purpose of the study as well as the views of the above-mentioned authors into consideration, a Likert-scale type of questionnaire as illustrated in Appendix 13 was chosen for use in the

collection of information from the sample. Since subjects constituting the sample for the study are scattered throughout several towns in the Eastern Free State, the use of mailed questionnaires was found to be the most appropriate method of gathering data. As Fraenkel and Wallen (1993: 113) point out, the use of this type of instrument has an advantage over the use of other methods of data collection such as interviews in that they can be mailed or given to a large number of people at the same time.

Questionnaires do, however, also have some disadvantages, which include among others, that unclear or ambiguous questions cannot be clarified; respondents have no chance of expanding on or reacting verbally to questions of particular interest or importance and that response rates are often too low and raise questions of bias (Sharp and Howard, 1996: 146; see also, Fraenkel and Wallen, 1993: 113). Hence, certain precautions had to be taken during the construction and administration of the instrument to minimise the effects of the above-mentioned factors. These included the construction of as short as possible a questionnaire that does not require too much of the respondents' time, conduction of a pilot study to improve or eliminate unclear or ambiguous items and follow-up calls to respondents in order to increase the response rate.

### **5.3.3.2 Questionnaire Items**

The items comprising the questionnaire were divided into two sections, namely, section 1 and section 2. Items in section 1 related to the biographical information of the respondents. These included the respondents' town of residence, gender, age and highest qualifications as well as the educational institution from which they obtained their highest qualification and the sectors they represented. This information was required for the purpose of a thorough description of the sample.

Items in section 2 were intended to provide answers to four questions relating to the objectives of the study. Items 2.1-2.10 related to question 1, items 2.11-2.20 to question 2, items 2.21-2.30 to question 3 and items 2.31-2.40 to question 4. The four questions are:

#### **Question 1**

Are there sufficient educational opportunities available to adults and out-of-school youth in the Eastern Free State?

#### **Question 2**

Would residents of the Eastern Free State be in favour of the establishment of community colleges in their region?

#### **Question 3**

What services are community colleges to render should they be established in the Eastern Free State?

#### **Question 4**

What type of community college would best suit the needs of residents of the Eastern Free State in terms of admission requirements,

articulation agreements with other types of educational institutions, accreditation, governance, scheduling and the location of delivery sites?

The items used in section two were derived from the following sources:

- A description of American community colleges found in various sources quoted in Chapters Two and Three of this document.
- A synopsis by Strydom (1995:53) of various models of a South African community college as envisaged by a variety of individuals and organisations.
- A questionnaire used by Singh (1996: 661) who conducted a similar study in KwaZulu-Natal. Some of the items in this questionnaire were found to be relevant to this study.

#### **5.3.3.3 Validity**

Validity has to do with the defensibility of the inferences researchers make from the data collected through the use of an instrument. The inferences have to be appropriate, meaningful and useful. An inference is appropriate if it is relevant, i.e., if it relates to the purpose of the study; meaningful if it sheds light on the meaning of the information obtained through the use of the instrument and useful if it enables researchers to make decisions related to what they were trying to find out (Fraenkel and Wallen, 1993: 139).

The type of evidence relevant to this investigation, which may be collected to support the validity of the inferences made is content-related

evidence. Firstly, it is centred on determining whether the content that the instrument contains is an ample sample of the area of content it is supposed to represent. In other words, it ascertains whether the items included in the instrument sample a significant aspect of the purpose of the investigation. It relates to asking the right questions phrased in the least ambiguous way. Secondly, it has to do with the format of the instrument including aspects such as the clarity of printing, size of type, adequacy of workspace, appropriateness of language and clarity of directions (Fraenkel and Wallen, 1993: 142; see also, Best and Kahn, 1993: 242-243).

As recommended by Best and Kahn (1993: 242-243; see also, Fraenkel and Wallen 1993: 142) the following procedures were followed in ensuring content-related validity for this instrument:

- The objectives of the study, a description of the sample and a copy of the questionnaire were given to two experienced researchers familiar with the field of investigation. The researchers were requested to compare the items with the objectives for the purpose of identifying items they felt did not measure one or more of the objectives of the study and to identify objectives that were not measured by any of the items. They were also requested to evaluate the format of the questionnaire. Necessary changes were made based on the recommendations of the researchers.

- The meanings of all terms used in the questionnaire were clearly defined to ascertain that they have the same meaning to all respondents (See Appendix 14).
- Respondents who are not proficient in the English language were assisted in the completion of the questionnaire.

These measures together with the pilot study described below enhanced the validity of the instrument used.

#### **5.3.4 The Pilot Study**

Fraenkel and Wallen (1993: 554) describe a pilot study as a small-scale study administered before carrying out an actual study. It is undertaken for the purpose of revealing defects in the research plan. A pilot study is usually followed by amendments in the instrument and the procedures of a study. Insofar as this study is concerned, a pilot study was conducted using respondents selected from the Qwaqwa area, which was most convenient to the researcher because of its proximity to his area of residence. The questionnaire was administered to two representatives of each of the sectors described in the biographical details of the respondents. As a result of the pilot study, the following amendments were made to the questionnaire:

- The number of items in the questionnaire was reduced from sixty to forty.
- It was realised that most of the respondents were not very familiar with the community college concept, as a result, a more detailed explanation of the concept was provided in sections 1 to 5 of the



covering letter accompanying the questionnaire to the respondents (See Appendix 17).

- Some double-barrelled items were split into two separate items. Items 2.2 and 2.4 as well as items 2.31 and 2.32 are a result of such a split.
- Question 2.20, which was originally stated in the form of a question was changed into a statement and resembled the rest of the items in the questionnaire.

### **5.3.5 Administration of the Questionnaire**

The distribution of the questionnaire to the selected sample described above commenced on the 22<sup>nd</sup> November 2002. Permission for the distribution of the questionnaire in schools, the Maluti FET College and the Thabo Mofutsanyana Education District was obtained from the Free State Department of Education (See Appendix 15). Following a directive from the Free State Department of Education, questionnaires sent to schools/colleges were accompanied by letters to the principals explaining the objectives of the research and requesting for permission to conduct the research in the schools (See Appendix 16). In addition to this letter, all the questionnaires were accompanied by a covering letter addressed to the respondent explaining the objectives of the research, requesting the respondent to participate in the research and giving the respondent a brief background of the community college concept (See Appendix 17). Finally, each respondent was supplied with a page

containing a glossary of terms used in the questionnaire (See Appendix 14).

Two methods of distribution were used. Firstly, the researcher personally delivered the questionnaires to previously identified key persons in the sectors concerned. The sampling procedures were explained to the key person who was then requested to distribute the questionnaires to the selected subjects and to collect them after they had been completed. Secondly, the questionnaires were posted to the head of the sector concerned such as the school principal, who was requested to distribute the questionnaires to the subjects and to collect and post them back to the researcher in a self-addressed and stamped envelope. A register of the distributed questionnaires was kept for the purpose of controlling their return. A reminder was sent to key persons who delayed in returning the questionnaires. Table 5.1 below, indicates the number of questionnaires sent to each sector as well as the number and percentage of the questionnaires returned:

**Table 5.1 Questionnaires Forwarded and Returned by the Sample**

| SECTOR               | NUMBER FORWARDED | NUMBER RETURNED | PERCENTAGE RETURNED |
|----------------------|------------------|-----------------|---------------------|
| COMMERCE / INDUSTRY  | 15               | 10              | 66,7                |
| EDUCATION DEPARTMENT | 40               | 31              | 77,5                |
| FET INSTITUTION      | 60               | 51              | 85                  |
| PARENT BODY          | 40               | 28              | 70                  |
| SCHOOL EDUCATOR      | 200              | 137             | 68,5                |
| TECHNIKON            | 10               | 4               | 40                  |
| UNIVERSITY           | 25               | 19              | 76                  |
| OTHER                |                  | 3               |                     |
| <b>TOTAL</b>         | <b>390</b>       | <b>283</b>      | <b>72,6</b>         |

It can be seen from Table 5.1 that for some reason 106 of the prospective respondents did not return the questionnaire and that a response rate of 72,6% was obtained. Literature does not have a clear-cut answer to the question relating to an adequate response rate. Best and Kahn (1993: 242) are of the opinion that a response rate of 50% is adequate, that of 60% is good and that of 70% is very good. It would therefore be safe to argue that the response rate for this study is high enough to validate the study. The questionnaires were then processed as described in the following section.

#### **5.4 Presentation and Analysis of Data**

The returned questionnaires were inspected and were all found to be suitable and ready for analysis. They were sent to a research consultant at the University of Pretoria for processing. The data was

coded, processed by computer and analysed using the software package for data analysis known as Statistical Analysis System (SAS).

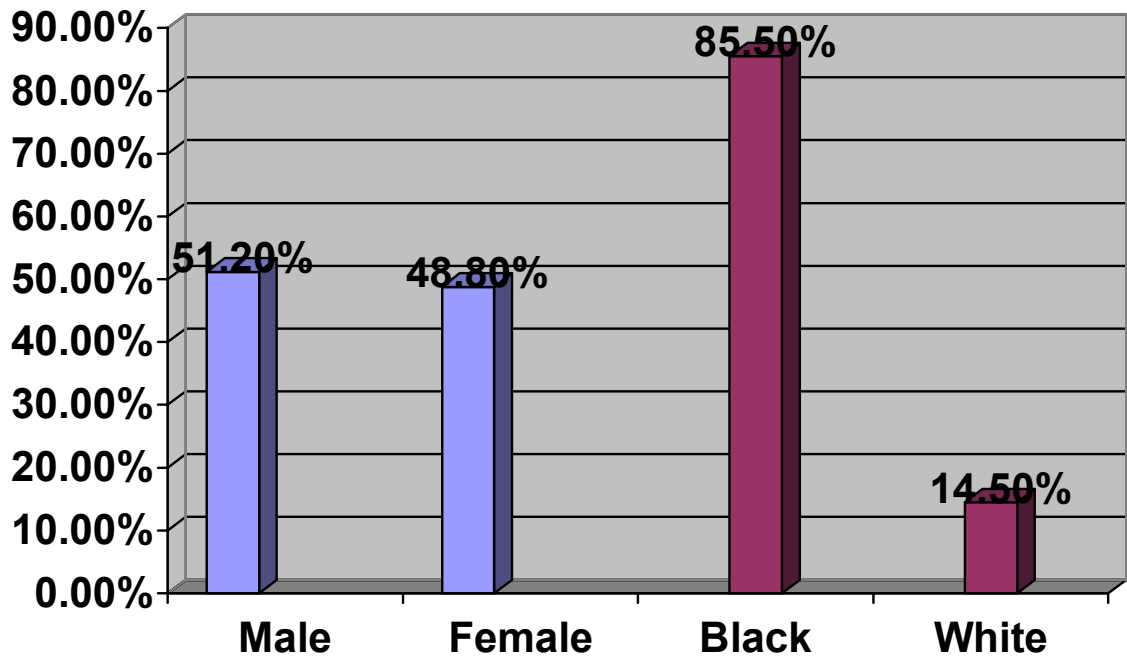
#### **5.4.1 Personal Information**

The biographical information of the respondents supplied in section A of the questionnaire was analysed and is presented in Figures 5.1 to 5.5 and in Table 5.2. This includes their gender, race, age groups, highest qualifications, type of institution from which they obtained their highest qualifications and sectors they represent. Table 5.2 represents the distribution of respondents according to their towns of residence.

##### **5.4.1.1 Gender and Race of the Respondents**

The gender and race of the respondents are portrayed in Figure 5.1 below:

Figure 5.1: Gender and Race of the Respondents



It was important to this study to obtain the views on community colleges of both males and females. Figure 5.1 shows that approximately an equal number of males and females participated in the study. This suggests that both sexes are equally represented in the population.

The figure also shows that a substantially high number of the participants in this study were Blacks at 85,51% compared to 14,49% of Whites. These figures were obtained as a result of the principle of proportional representation that was used during sampling. Furthermore, these figures are slightly different from those cited in Figure 4.2, according to which Blacks and Whites respectively make up 76% and 12,8% of the population of the RSA. The two

population groups are therefore represented in the sample in more or less the same way they are in the population generally.

#### 5.4.1.2 Towns of Residence of the Respondents

The towns in which the respondents live are indicated in Table 5.2 below:

**Table 5.2: Residential Towns of the Respondents**

| TOWN        | NUMBER | PERCENTAGE OF THE TOTAL |
|-------------|--------|-------------------------|
| ARLINGTON   | 09     | 3,18                    |
| BETHLEHEM   | 34     | 12,01                   |
| FICKSBURG   | 15     | 5,3                     |
| HARRISMITH  | 30     | 10,6                    |
| KESTELL     | 09     | 3,8                     |
| MEMEL       | 0      | 0                       |
| PAUL ROUX   | 06     | 2,12                    |
| PETRUS STYN | 11     | 3,89                    |
| QWAQWA      | 136    | 48,06                   |
| SENEKAL     | 20     | 7,07                    |
| VREDE       | 8      | 2,83                    |
| OTHER       | 5      | 1,77                    |

The Table shows that the respondents reside in more than 11 towns in the Free State. The towns of residence referred to as "other", include towns supplied by the respondents that are different from those to which the questionnaires were forwarded.

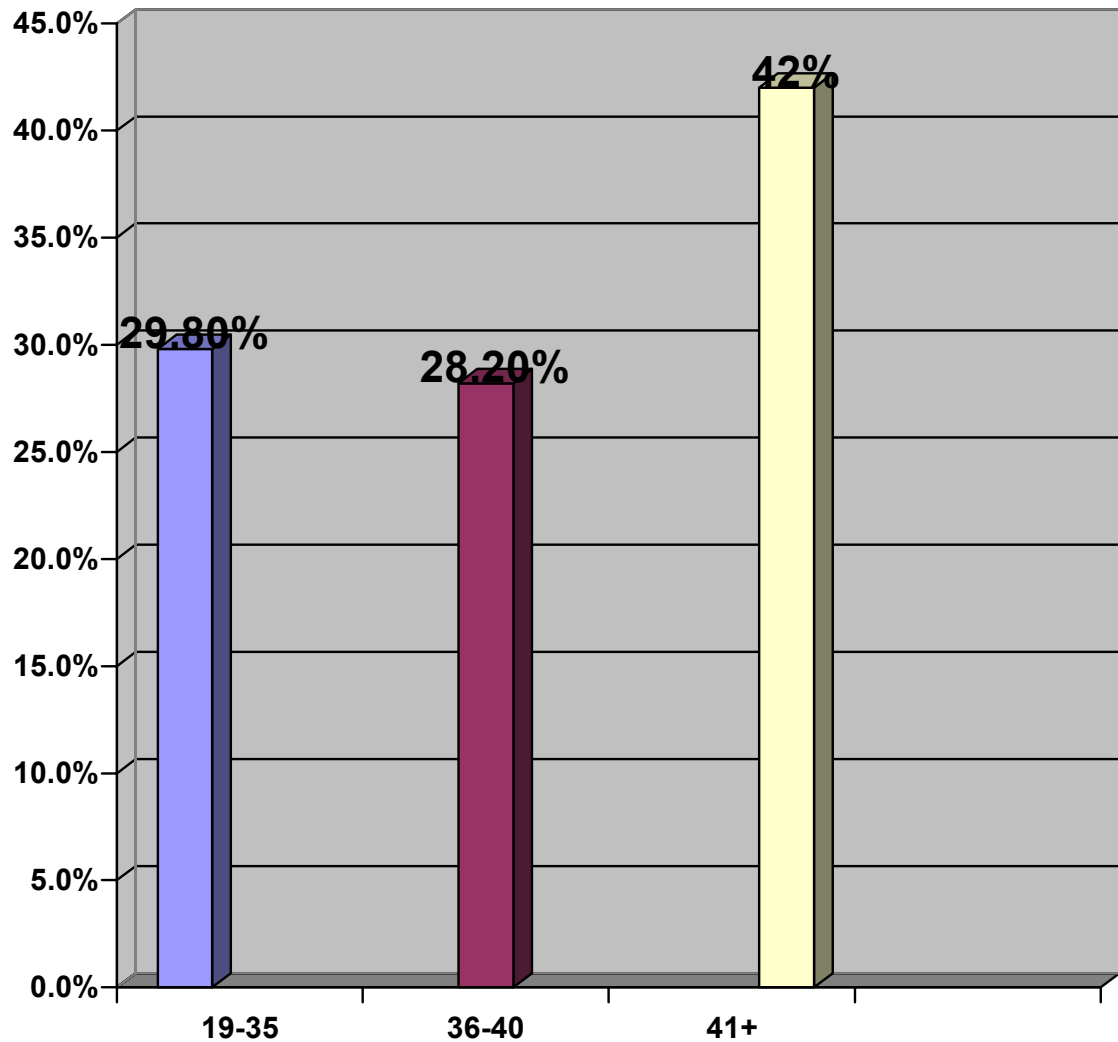
Further scrutiny of Table 5.2 reveals that the majority of the respondents reside in the Qwaqwa area. This is to be expected taking into consideration that 40% of the schools to which questionnaires were forwarded, five of the six delivery sites of the Maluti FET College, the Thabo Mofutsanyana Education District Office, the Qwaqwa Campus of the University of the Free State and the Qwaqwa Campus of Technikon Free State are all situated in Qwaqwa.

Table 5.2 also shows that all the towns selected in the sample, with the exception of Memel are represented among the returned questionnaires. Despite several reminders, the questionnaires sent to Memel were not returned.

#### **5.4.1.3 The Age Groups of the Respondents**

Figure 5.2 below indicates the age groups of the respondents. It can be seen from the figure that their ages range from 19 to more than forty years. It was earlier found that the ages of the majority of American community college students range from 18 to above forty (AACC, 2002(c): 1). Thus, the ages of the respondents do not differ much from those of potential community college students. It may therefore be assumed that in terms of age, the respondents are representatives of community college students and that their opinions on the establishment of community colleges will not differ much from those of potential community college students.

Figure 5.2: Age Groups of the Respondents



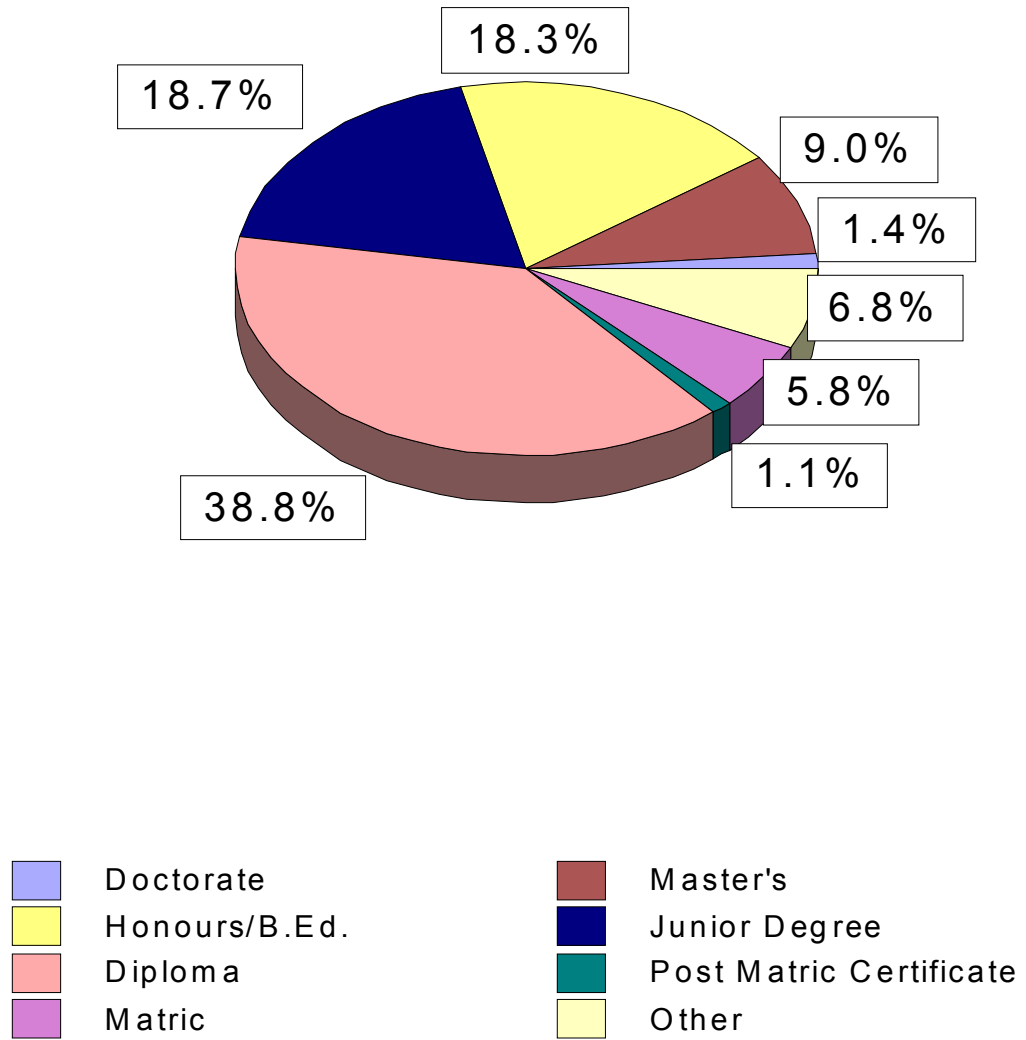
#### 5.4.1.4 Highest Qualification of the Respondents

An analysis of Figure 5.3 below shows that the majority of the respondents have a diploma as their highest qualification. Since according to the information depicted in Figure 5.5, most of the respondents are school educators it can be assumed that the majority of school educators in the Eastern Free State have a teachers' diploma as their highest qualification.



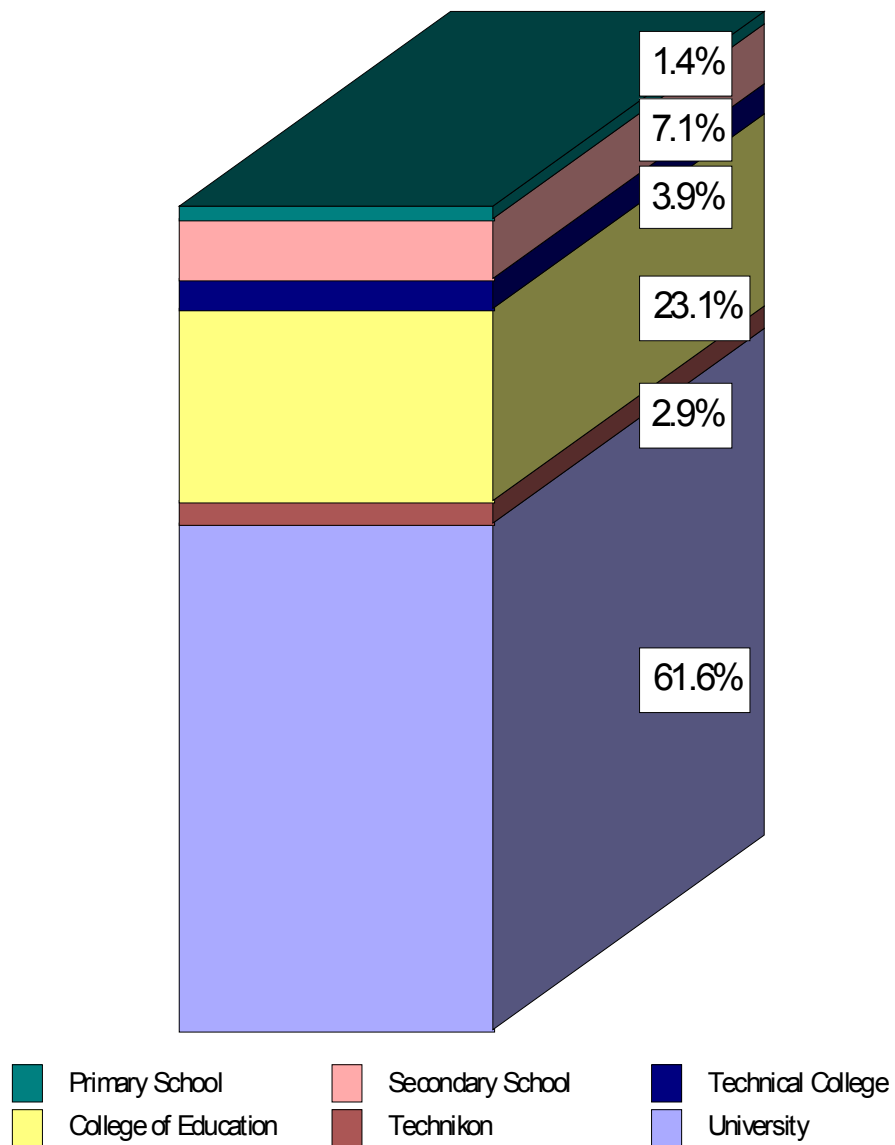
The envisaged community college in the region may perhaps have a role to play in assisting school educators to acquire higher qualifications.

**Figure 5.3: Highest Qualifications of the Respondents**



### 5.4.1.5 Type of institution where Respondents Obtained their Highest Qualification

Figure 5.4: Type of Institution where Respondents Obtained their Highest Qualification



The above block chart indicates that the respondents obtained their highest qualifications at different types of educational institutions. This fact will hopefully enrich their views since their responses will be based on a comparison of the educational institution they have already experienced and the new envisaged type of institution.

#### 5.4.1.6 Sectors Represented by the Respondents.

Figure 5.5: Sectors Represented by the Respondents

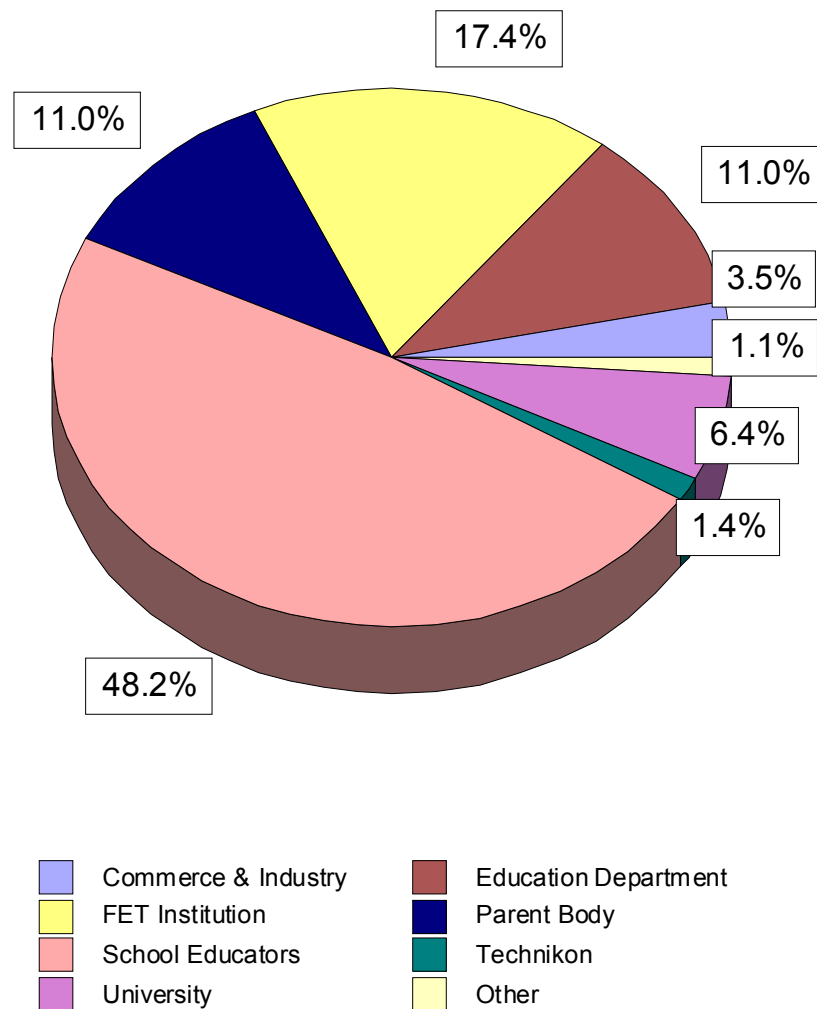


Figure 5.5 above shows that the respondents to the questionnaire represented different sectors of the residents of the Eastern Free State. This was done with the purpose of obtaining the views of as many different people as possible in terms of their occupations. It will be recalled that it was pointed out earlier that one of the contributing factors towards the success of the American community college is that it came into existence as a result of calls from different sectors of the population (Monroe, 1972:13; see also Tillery and Deegan, 1985: 3-5 and Cohen and Brawer, 1982:5). Thus, a South African community college whose establishment is based on the views of various sectors of the community will appeal to different students since it will be able to respond to multifarious students' needs.

#### **5.4.2 The Views of Respondents on Vocational Education and Community Colleges**

Items in section 2 of the questionnaire were intended to elicit the views of respondents on the availability and adequacy of education opportunities as well as on the establishment of community colleges in the Eastern Free State. The items were arranged into four groups with each group relating to one of the four research questions. The frequencies of the responses to each item as well as their percentages were calculated. The same procedure was repeated for the combined ten items relating to each of the four research questions. The results of the procedures described above are presented in the next sections.

#### **5.4.2.1 Views of Respondents on Research Question 1**

Items 2.1 to 2.10 of the questionnaire were intended to elicit the views of the respondents on research question 1, namely,

**"Are there sufficient educational opportunities available to adults and out-of-school youth in the Eastern Free State?"**

The total number of responses, the frequencies of the responses and their percentages are indicated in Table 5.3 below:

**Table 5.3: Responses to Items 2.1 to 2.10 of the Questionnaire**

Key: S.D. = Strongly Disagree, D = Disagree, U= Uncertain, A= Agree S.A. = Strongly Agree

| Statement  |             | S.D. | D     | U    | A     | S.A.  | Total |
|--|-------------|------|-------|------|-------|-------|-------|
| 2.1<br>There are insufficient opportunities for adults to gain Higher Education in the Eastern Free State.   | Frequencies | 19   | 35    | 25   | 91    | 113   | 283   |
|  | Percentage  | 6,7  | 12,4  | 8,8  | 32,2  | 39,9  |       |
| 2.2<br>There are presently inadequate education opportunities for out - of - school youth in the Eastern Free State.   | Frequencies | 14   | 24    | 17   | 105   | 121   | 281   |
|  | Percentage  | 5,0  | 8,5   | 6,0  | 37,4  | 43,1  |       |
| 2.3<br>The geographical location of universities and technikons prevents most individuals in the Eastern Free State from improving their education qualifications. | Frequencies | 14   | 44    | 35   | 88    | 99    | 280   |
|  | Percentage  | 5    | 15,71 | 12,5 | 31,43 | 35,36 |       |
| 2.4 There are inadequate opportunities in the Eastern Free State for working adults to improve their work - related skills.  | Frequencies | 6    | 30    | 18   | 115   | 113   | 282   |
|  | Percentage  | 2,13 | 10,64 | 6,38 | 40,78 | 40,07 |       |

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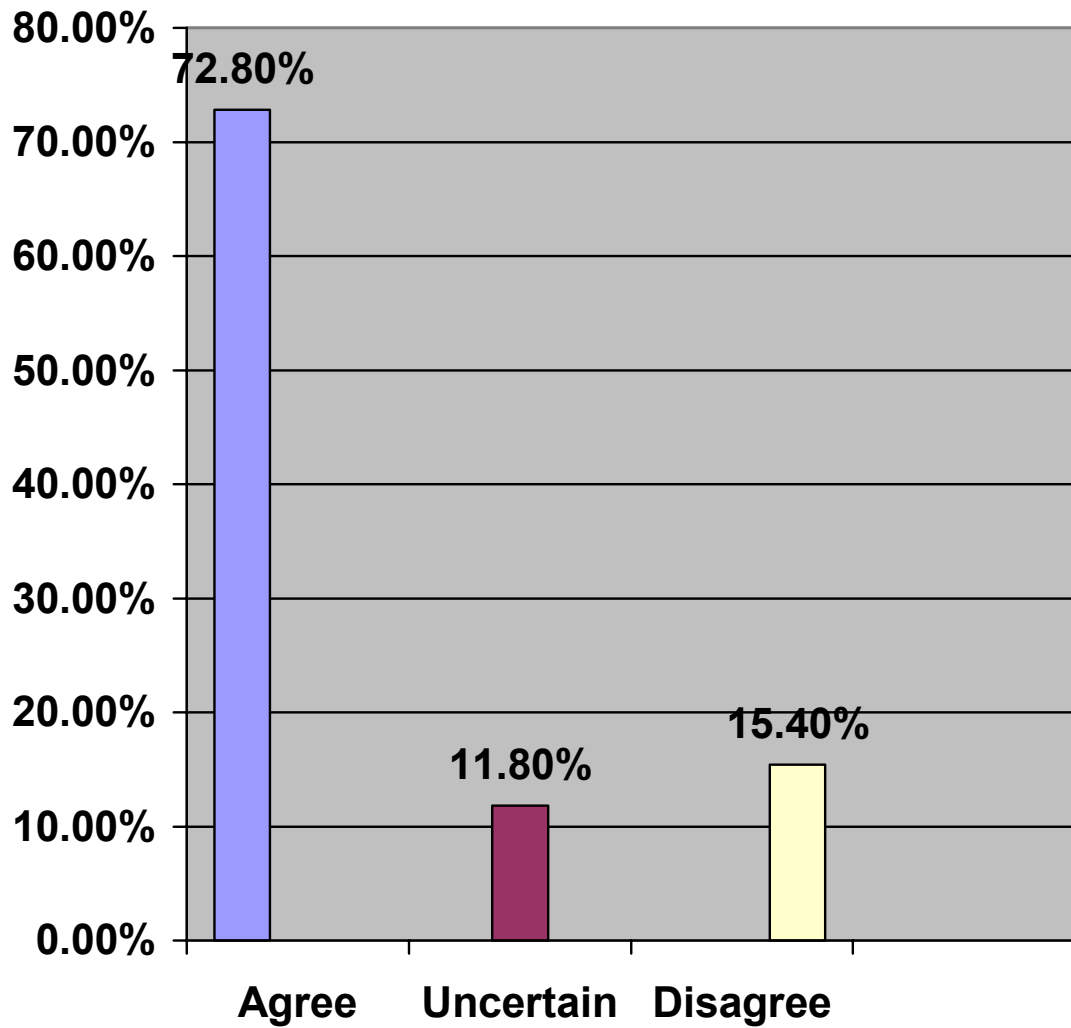
| Statement  |             | S.D. | D    | U     | A     | S.A.  | Total |
|--|-------------|------|------|-------|-------|-------|-------|
| 2.5<br>Fees at universities and technikons are not affordable to the majority of prospective students in the Eastern Free State.                                       | Frequencies | 3    | 5    | 20    | 76    | 178   | 282   |
|  | Percentage  | 1,06 | 1,77 | 7,09  | 26,95 | 63,12 |       |
| 2.6<br>There are no training opportunities for unemployed persons in the Eastern Free State.   | Frequencies | 8    | 17   | 24    | 89    | 145   | 283   |
|  | Percentage  | 2,83 | 6,01 | 8,48  | 31,45 | 51,24 |       |
| 2.7<br>Education institutions in the Eastern Free State do not cater for the citizens' personal interest needs such as cultural and recreational needs.                | Frequencies | 10   | 26   | 69    | 96    | 81    | 282   |
|  | Percentage  | 3,55 | 9,22 | 24,47 | 34,04 | 28,72 |       |
| 2.8 The admission policies of universities and technikons prevent large numbers of prospective students in the Eastern Free State from proceeding to Higher Education. | Frequencies | 14   | 44   | 36    | 96    | 92    | 282   |
|  | Percentage  | 4,96 | 15,6 | 12,77 | 34,04 | 32,62 |       |



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| Statement  |             | S.D. | D     | U     | A     | S.A.  | Total |
|--|-------------|------|-------|-------|-------|-------|-------|
| 2.9<br>Universities and technikons<br>in South Africa do not cater<br>for the needs of<br>educationally<br>disadvantaged students.                   | Frequencies | 15   | 39    | 35    | 94    | 100   | 283   |
|  | Percentage  | 5,3  | 13,78 | 12,37 | 33,22 | 35,34 |       |
| 2.10 Present university and<br>technikon programmes in<br>South Africa do not cater<br>for the needs of<br>communities in the Eastern<br>Free State. | Frequencies | 12   | 56    | 53    | 97    | 65    | 283   |
|  | Percentage  | 4,24 | 19,79 | 18,73 | 34,27 | 22,97 |       |
| Totals for Items 2.1-<br>2.10  | Frequencies | 115  | 320   | 332   | 947   | 1107  | 2821  |
|  | Percentage  | 4,08 | 11,34 | 11,77 | 33,57 | 39,24 |       |

**Figure 5.6: Summary of the Responses to Items 2.1-2.10 of the Research Questionnaire**



Responses to these items as depicted in Table 5.3 and summarised in Figure 5.6 suggest that the respondents are of the opinion that there are insufficient education opportunities available to adults and out-of-school youth in the Eastern Free State. As manifested in Table 5.3 as well as in Figure 5.6, 2 054 of the responses, i.e., 72,81% indicate agreement with the statement that there are insufficient opportunities available to adults and out-of-school youth in the Eastern Free State. Only 435, i.e., 15,42% of the responses indicate disagreement with the statement, while 332 (11,77%) indicate uncertainty.

The responses show that of the three suggested possible obstacles to Higher Education, namely, the geographical location of universities and technikons (item 2.3), fees (item 2.5) and admission policies of institutions of higher learning (item 2.8), fees have been ranked by the respondents as the major obstacles with 90,07% of the responses being in agreement with the statement. Agreement with the geographical location of institutions of higher learning and their admission policies is at 66,79% and 66,66% respectively. It is not surprising that money has been identified as a major obstacle to Higher Education considering that it has earlier been pointed out that the majority of South Africans live in poverty (DoE, 1997(a): 7).

The responses also indicate that the respondents are of the view that unemployed persons (item 2.6), out-of-school youth (item 2.2) and working adults (item 2.4) are affected by the lack of education opportunities to more or less the same extent. Agreement with the items pertaining to these groups of persons range between 80% and 83%. This is in agreement with earlier

observations that the majority of workers in South Africa are in the semi-skilled category and that most of the unemployed are young persons with nine or more years of schooling and older persons with little education (Central Statistics, 1996: 10.5; see also, DoE, 1997(a): 29). Educationally disadvantaged students (item 2.9) are, according to the respondents, affected to a lesser extent since only 68,56% of the respondents show agreement with the item.

#### **5.4.2.2 Views of Respondents on Research Question 2**

Items 2.11 to 2.20 of the questionnaire were intended to solicit the response of the respondents to research question 2, namely,

**“Would residents of the Eastern Free State be in favour of the establishment of community colleges in their region?”**

The total number of responses, the frequencies of the responses and their percentages are as indicated below in Table 5.4 below:

**Table 5.4: Responses to Items 2.11 to 2.20 of the Questionnaire**

Key: S.D. = Strongly Disagree, D = Disagree, U = Uncertain, A = Agree, S.A = Strongly Agree

| Statement  |             | S.D. | D    | U     | A     | S.A.  | Total |
|--|-------------|------|------|-------|-------|-------|-------|
| 2.11<br>It would be advisable to introduce community colleges in the Eastern Free State.                                   | Frequencies | 2    | 5    | 12    | 84    | 178   | 281   |
|  | Percentage  | 0,71 | 1,78 | 4,27  | 29,89 | 63,35 |       |
| 2.12<br>Community colleges would be an appropriate strategy to broaden education opportunities in the Eastern Free State.  | Frequencies | 2    | 4    | 18    | 95    | 163   | 282   |
|  | Percentage  | 0,71 | 1,42 | 6,38  | 33,69 | 57,8  |       |
| 2.13<br>Some of the existing education institutions in the Eastern Free State should be converted into community colleges. | Frequencies | 9    | 11   | 47    | 88    | 127   | 282   |
|  | Percentage  | 3,19 | 3,90 | 16,67 | 31,21 | 45,04 |       |
| 2.14<br>Community college programmes will help to keep over-age students   | Frequencies | 3    | 7    | 18    | 112   | 141   | 281   |

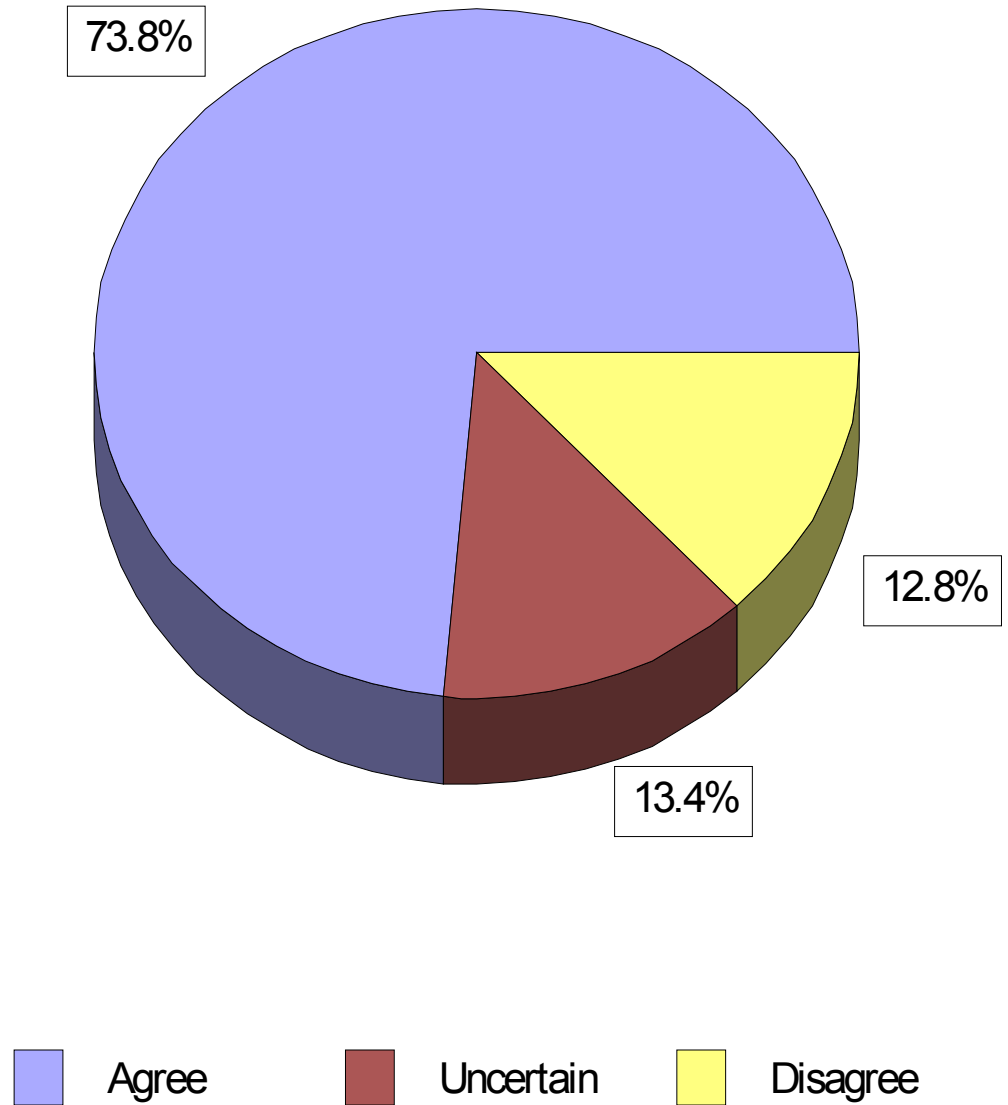
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|  |             |       |       |       |       |       |     |
|--|-------------|-------|-------|-------|-------|-------|-----|
| out of ordinary secondary schools.   | Percentage  | 1,07  | 2,49  | 6,41  | 39,86 | 50,18 |     |
| 2.15<br>Community colleges will become second-class institutions keeping disadvantaged students away from universities and technikons.         | Frequencies | 36    | 47    | 59    | 87    | 51    | 280 |
|  | Percentage  | 12,86 | 16,79 | 21,07 | 31,07 | 18,21 |     |
| 2.16<br>The establishment of community colleges will only bring about insignificant changes in the education system of the Eastern Free State. | Frequencies | 56    | 73    | 55    | 58    | 41    | 283 |
|  | Percentage  | 19,79 | 25,8  | 19,43 | 20,49 | 14,49 |     |
| 2.17<br>Community colleges could form the link between secondary schools and universities and technikons.                                      | Frequencies | 5     | 8     | 19    | 137   | 113   | 282 |
|  | Percentage  | 1,77  | 2,84  | 6,74  | 48,58 | 40,07 |     |

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|  |             |      |      |       |       |       |       |
|--|-------------|------|------|-------|-------|-------|-------|
| 2.18<br>Community colleges would ease the pressure on universities and technikons by diverting ill-prepared students to cheaper intermediate programmes. | Frequencies | 6    | 23   | 45    | 114   | 95    | 283   |
|  | Percentage  | 2,12 | 8,13 | 15,9  | 40,28 | 33,57 |       |
| 2.19<br>American community college models should be used in the Eastern Free State to enable us to respond to local needs.                               | Frequencies | 27   | 25   | 79    | 85    | 67    | 283   |
|  | Percentage  | 9,54 | 8,83 | 27,92 | 30,04 | 23,67 |       |
| 2.20<br>It would be a good idea for you to encourage your relatives / friends to register at a community college should one be opened in your area.      | Frequencies | 7    | 6    | 27    | 116   | 126   | 282   |
|  | Percentage  | 2,48 | 2,13 | 9,57  | 41,13 | 44,68 |       |
| <b>Totals For Items 2.11-2.20</b>  | Frequencies | 153  | 209  | 379   | 976   | 1102  | 2 819 |
|  | Percentage  | 5,43 | 7,41 | 13,44 | 34,62 | 39,09 |       |

**Figure 5.7: Summary of the Responses to Items 2.11-2.20  
of the Research Questionnaire**





Analysis of the responses to the items as portrayed in Tables 5.4 and in Figure 5.7 indicates that the majority of the respondents are in favour of the establishment of community colleges in the Eastern Free State. Of the 2 819 responses to items in this section 2 078, which is 73,71% of the total, indicate a positive inclination towards the idea.

Item 2.11, which suggested that it would be a good idea to introduce community colleges in the Eastern Free State, was positively responded to by 93,4% of the respondents. Of these, 63,5% strongly agreed with the suggestion. This item attracted the highest percentage, in the whole questionnaire of responses in the “Strongly Agree” category and the 3<sup>rd</sup> lowest in the “Uncertain” category. Only seven respondents, i.e., 2,9% disagreed with the suggestion.

Item 2.20 was included among items in this category in order to find out whether the respondents would be prepared to encourage their friends and relatives to attend community colleges if established in the region. A negative response to the statement would imply mistrust of community colleges. The fact that 85,1% of the responses were positive confirms the positive inclination towards community colleges observed in item 2.11.

Four possible advantages of community colleges were suggested in items 2.12, 2.14, 2.17 and 2.18. Among these, the broadening of educational opportunities (item 2.12) was the most favoured by the

respondents with 91,9% of the responses being positively disposed towards the statement. This is an interesting observation considering the fact that according to Witt *et al.* (1995: xii, see also, Parnell, 1993: 83) the broadening of educational opportunities is one of the reasons why community colleges were established in the USA. The second most favoured possible advantage of community colleges, by 90,04% of the respondents, is in item 2.14 relating to keeping over-age students out of ordinary secondary schools. A possible explanation for this is that, as pointed out in Chapter Four, in recent years over-aged students are being removed from ordinary secondary schools and sent to ABET centres, which are presently experiencing many problems.

It has been pointed out in Chapter Two that community colleges have their critics. There are some who believe among others that community colleges are second-class institutions whose purpose is to deny the majority of citizens entry into the prestigious universities and that their introduction in the education system is unnecessary (Nasaw, 1976: 228). Items 2.15 and 2.16 were included in this section of the questionnaire in order to find out whether there are among the respondents those who share these views. These items are the only ones in this section which were worded in the negative. Hence, when Table 5.24 was compiled, items in the “Strongly Disagree” and “Disagree” categories were respectively transferred to the “Strongly Agree” and “Agree” categories and *vice versa*.

Analysis of Table 5.4 shows that 49,28% of the respondents believe that community colleges are second-class institutions and that 29,65% of the respondents disagree. The corresponding figures relating to item 2.16 are 34,98% and 45,59% respectively. These figures show some degree of negativity towards community colleges, which is not corroborated by the figures in the rest of the tables in this category. This discrepancy could be attributed to the fact that because the statements in these two items were worded negatively, they were possibly not well understood and interpreted by some of the respondents.

It was indicated in Chapter Four that some proponents of community colleges in South Africa believe that there are sufficient educational institutions in South Africa and that some of them could be converted into community colleges instead of erecting new buildings (Strydom, 1995: 54). Thus, item 2.13 was included in this section in order to test the views of the respondents on this idea. The majority of the respondents, namely, 76,25% seem to be comfortable with the suggestion.

Lastly, as again indicated in Chapter Four, most of the advocates of the establishment of community colleges in South Africa contend that it would not be advisable to import the American community college model into South Africa. Instead South Africans should come up with their own model which will be able to respond to the needs of South Africans (Strydom, 1995: 54). Item 2.19 was therefore included in order

to solicit the views of the respondents on this idea. Analysis of the above table shows that 53,71% of the respondents disagree with this view. It can be inferred from this response that the majority of the residents of the Eastern Free State would welcome the introduction of some of the features of the American community college into a South African type of community college. It can also be seen from the table that 79 of the respondents, i.e., 27,92% are not sure of what is best. This figure is the highest in the whole questionnaire in the “Uncertain” category.

#### **5.4.2.3 Views of Respondents on Research Question 3**

Items 2.21 to 2.30 of the questionnaire were intended to assess the views of the respondents regarding research question 3, namely,

**“What services are community colleges to render should they be established in the Eastern Free State?”**

The total number of responses, the frequencies of the responses and their percentages are indicated in Table 5.5 below:

**Table 5.5: Responses to Items 2.21 to 2.30 of the Questionnaire**

Key: S.D. = Strongly Disagree, D =Disagree, U= Uncertain, A= Agree S.A. =Agree

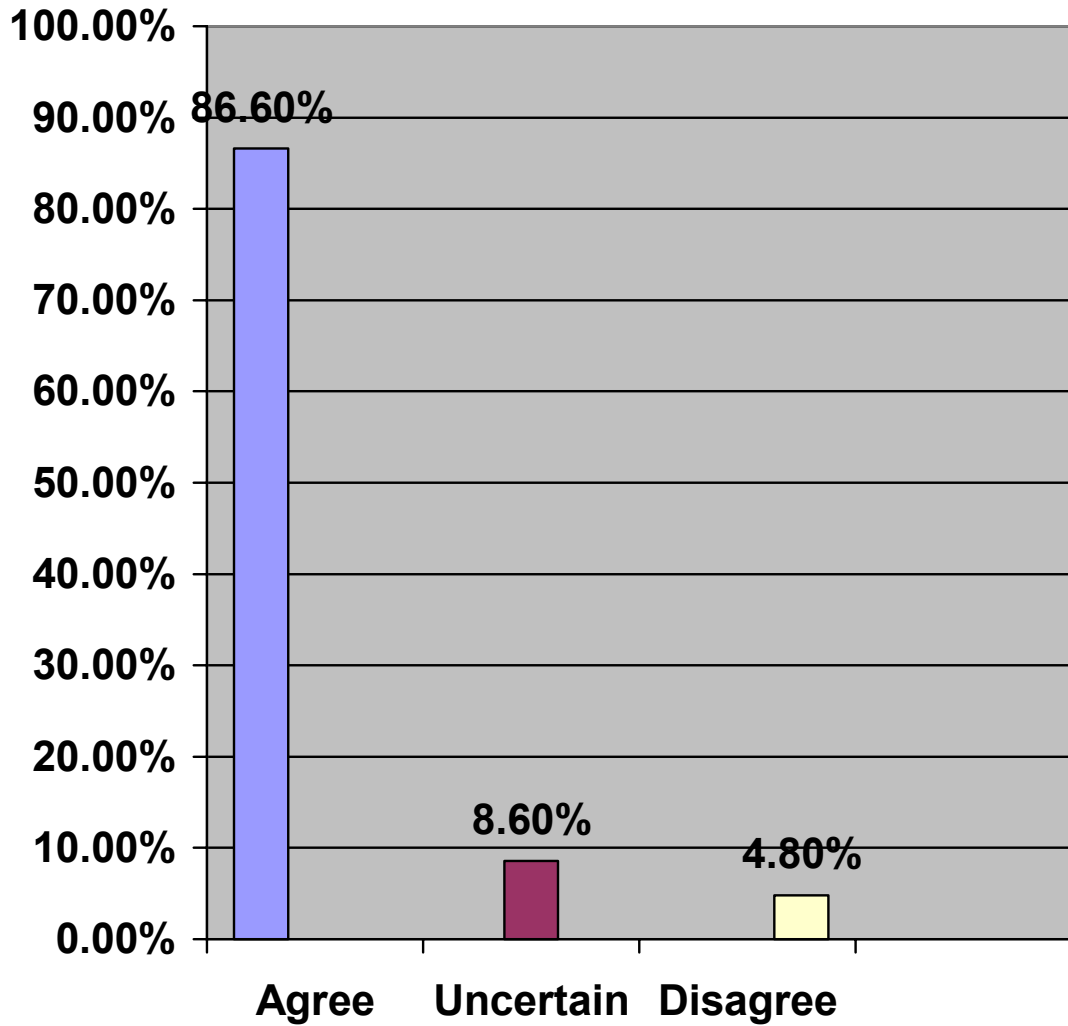
| Statement  |             | S.D. | D    | U     | A     | S.A.  | Total. |
|--|-------------|------|------|-------|-------|-------|--------|
| 2.21<br>Community colleges should be used by local communities as facilities that serve their personal interest needs.                 | Frequencies | 17   | 20   | 29    | 115   | 102   | 283    |
|  | Percentage  | 6,01 | 7,07 | 10,25 | 40,64 | 36,04 |        |
| 2.22<br>Community colleges should cooperate with the government, commerce and industry in the training of personnel for these sectors. | Frequencies | 2    | 3    | 9     | 109   | 160   | 283    |
|  | Percentage  | 0,71 | 1,06 | 3,18  | 38,52 | 56,54 |        |
| 2.23<br>Community colleges should offer courses that will enable students to obtain first-year credits at universities and technikons. | Frequencies | 4    | 8    | 13    | 103   | 155   | 283    |
|  | Percentage  | 1,41 | 2,83 | 4,59  | 36,40 | 54,77 |        |
| 2.24<br>Community colleges should support students who are studying with distance education institutions.                              | Frequencies | 1    | 5    | 25    | 123   | 129   | 283    |
|  | Percentage  | 0,35 | 1,77 | 8,83  | 43,46 | 45,58 |        |

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| Statement   |             | S.D. | D    | U     | A     | S.A.  | Total |
|---|-------------|------|------|-------|-------|-------|-------|
| 2.25<br>Adult Basic Education and Training (ABET) programmes already offered in the Eastern Free State should be placed under the control of a local community college. | Frequencies | 8    | 10   | 41    | 116   | 108   | 283   |
|   | Percentage  | 2,83 | 3,53 | 14,49 | 40,99 | 38,16 |       |
| 2.26<br>Community colleges should offer Further Education and Training (FET) programmes.  | Frequencies | 8    | 13   | 21    | 121   | 120   | 283   |
|   | Percentage  | 2,83 | 4,59 | 7,42  | 42,76 | 42,40 |       |
| 2.27<br>Community colleges should offer job-specific skills programmes to unemployed persons.   | Frequencies | 2    | 7    | 12    | 88    | 173   | 282   |
|   | Percentage  | 0,71 | 2,48 | 4,26  | 31,21 | 61,35 |       |
| 2.28<br>Community colleges should offer developmental education programmes to ill-prepared students who wish to pursue higher education.                                | Frequencies | 1    | 8    | 31    | 119   | 123   | 282   |
|   | Percentage  | 0,35 | 2,84 | 10,99 | 42,20 | 43,62 |       |

| Statement   |             | S.D. | D    | U     | A     | S.A.  | Total |
|---|-------------|------|------|-------|-------|-------|-------|
| 2.29<br>Vocationally oriented education which caters for worker re-training and upgrading should be provided at community colleges.                                       | Frequencies | 2    | 4    | 29    | 124   | 124   | 283   |
|   | Percentage  | 0,71 | 1,41 | 10,25 | 43,82 | 43,82 |       |
| 2.30<br>Community colleges should offer special programmes for out - of-school youth which take into account reasons which led to their pre-mature departure from school. | Frequencies | 2    | 9    | 34    | 132   | 106   | 283   |
|   | Percentage  | 0,71 | 3,18 | 12,01 | 46,64 | 37,46 |       |
| <b>Totals for items 2.11-2.20</b>   | Frequencies | 47   | 87   | 244   | 1150  | 1 300 | 2 828 |
|   | Percentage  | 1,67 | 3,08 | 8,63  | 40,66 | 45,96 |       |

Figure 5.8: Summary of the of Responses to Items 2.21-2.30  
of the Research Questionnaire



Analysis of the responses to these items as illustrated in Table 5.5 and summarised in Figure 5.8, shows that the respondents are in support of the community college functions suggested in the above-mentioned items. Of the 2 828 responses to the ten items, 2 450 (86,62%) are positive



towards the suggested functions and only 134 (4,75%) are negative. It can also be seen that the positive inclination towards the suggested functions is above 75% in all the ten items.

The functions that enjoy the highest degree of support, i.e., above 80% pertain to the following issues:

- The cooperation between community colleges, the government and the private sector in the training of personnel for the two sectors (item 2.22).
- The offering of job-specific skills programmes to unemployed persons (item 2.27).
- The offering of courses that will enable students to obtain first-year credits at universities and technikons (item 2.23).
- Assistance offered to students who study with distance education institutions (item 2.24).
- The offering of vocationally oriented programmes to unemployed adults. (2.29).
- The offering of FET programmes.
  - The offering of developmental education programmes.
  - Provision of special programmes to out-of-school youth.

Items 2.22, 2.27 and 2.29 mentioned above relate to skills development of employed and unemployed persons. The high degree of support for the functions suggested in these items, is in agreement with the issues raised earlier in sections 4.3.1 and 4.3.2 respectively where it was

pointed out that South Africa has an acute skills shortage in certain fields and that one of the causes of the high unemployment levels in South Africa is lack of skills among many South Africans.

Further, it is not surprising that the functions suggested in items 2.23, 2.26, 2.28 and 2.30 also enjoy a high level of support since, as pointed out in section 4.2, in the past many South Africans did not qualify to study at technikons and universities because most of them did not obtain senior certificates or matriculation certificates which are respectively entrance requirements in these educational institutions. It is probably hoped that the provision, by community colleges, of the functions suggested in these items will give many of those who did not qualify to study at institutions of higher learning an opportunity to do so.

In as far as the function suggested in item 2.24 is concerned, it will be recalled that as illustrated in Figure 5.5, most of the subjects constituting the sample for this study are educators attached to schools, FET institutions and offices of the Department of Education. Most of them either obtained their qualifications from distance education institutions or are currently studying with these institutions. They probably see a need for the suggested function.

The last two suggested functions in this category, namely, 2.21 and 2.25 respectively relate to the use of the community college by community members for personal interest needs and the offering of ABET

programmes by community colleges. These too, still enjoy a high degree of support though not as high as the rest of the items in this category. There is therefore overwhelming support for the community college functions proposed in this section.

#### **5.4.2.4 Views of Respondents on Research Question 4**

Items 2.31 to 2.40 of the questionnaire relate to research question 4, namely,

**“What type of community college would best suit the needs of residents of the Eastern Free State in terms of admission requirements, articulation agreements with other types of educational institutions, accreditation, governance, scheduling and the location of delivery sites?”**

The total number of responses, the frequencies of the responses and their percentages are as indicated in Table 5.6 below:

**Table 5.6: Responses to Items 2.31 to 2.40 of the Questionnaire**

Key: S.D. = Strongly Disagree, D =Disagree, U= Uncertain, A= Agree S.A. =Agree

| Statement   |             | S.D. | D     | U     | A     | S.A.  | Total |
|---|-------------|------|-------|-------|-------|-------|-------|
| 2.31<br>All individuals beyond the compulsory school-going age of 15 years should be offered admission at community colleges.   | Frequencies | 13   | 28    | 45    | 100   | 97    | 283   |
|   | Percentage  | 4,59 | 9,89  | 15,90 | 35,34 | 34,28 |       |
| 2.32<br>All individuals regardless of education qualifications should be offered admission at community colleges.   | Frequencies | 19   | 33    | 53    | 89    | 88    | 282   |
|   | Percentage  | 6,74 | 11,70 | 18,79 | 31,56 | 31,21 |       |
| 2.33<br>Prospective community college students should be tested on admission to determine competences necessary for entry into programmes of their choice.              | Frequencies | 22   | 44    | 26    | 119   | 68    | 279   |
|   | Percentage  | 7,89 | 15,77 | 9,32  | 42,65 | 24,37 |       |
| 2.34<br>Developmental education programmes should be offered to prospective community college students who do not satisfy entry criteria to programmes of their choice. | Frequencies | 6    | 16    | 39    | 137   | 80    | 278   |
|   | Percentage  | 2,16 | 5,76  | 14,03 | 49,28 | 28,78 |       |

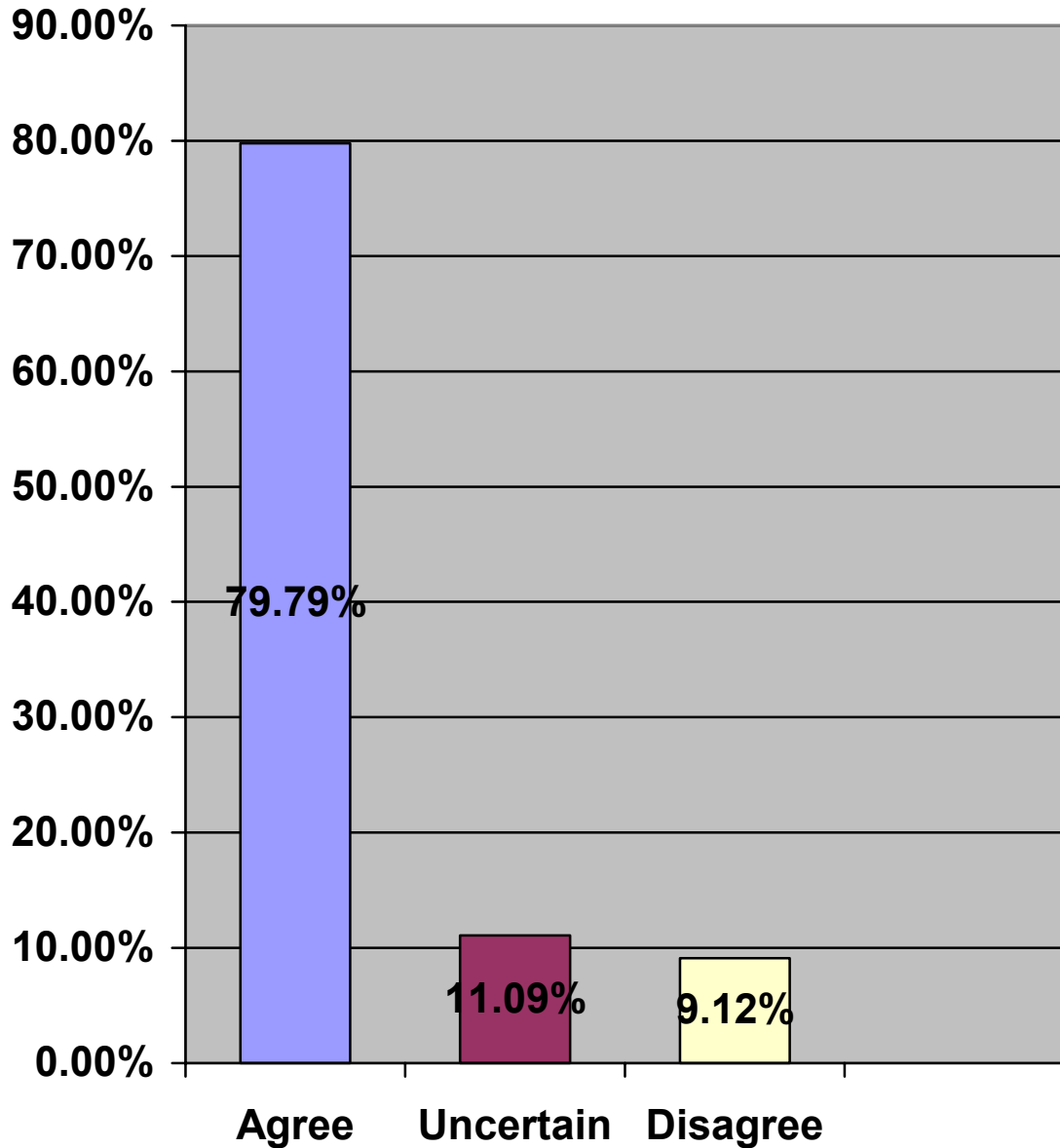
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| Statement   |             | S.D. | D    | U     | A     | S.A.  | Total |
|---|-------------|------|------|-------|-------|-------|-------|
| 2.35<br>Prior learning or experience at the workplace should be recognised for admission and placement into appropriate levels at community colleges. | Frequencies | 11   | 23   | 33    | 123   | 89    | 279   |
|   | Percentage  | 3,94 | 8,24 | 11,83 | 44,09 | 31,90 |       |
| 2.36<br>Students should be allowed to transfer credits from community colleges to universities and technikons and <i>vice versa</i> .                 | Frequencies | 6    | 11   | 28    | 117   | 117   | 279   |
|   | Percentage  | 2,15 | 3,94 | 10,04 | 41,94 | 41,94 |       |
| 2.37<br>Community colleges should be accredited by a recognised body to ensure maintenance of standards.  | Frequencies | 0    | 6    | 19    | 102   | 152   | 279   |
|   | Percentage  | 0    | 2,15 | 6,81  | 36,56 | 54,48 |       |
| 2.38<br>Community colleges should be governed by bodies consisting of local stakeholders, role-players and interest groups.                           | Frequencies | 2    | 3    | 29    | 111   | 134   | 279   |
|   | Percentage  | 0,72 | 1,08 | 10,39 | 39,78 | 48,03 |       |

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| Statement  |             | S.D. | D    | U     | A     | S.A.  | Total |
|--|-------------|------|------|-------|-------|-------|-------|
| 2.39<br>Community colleges should provide evening and weekend programmes for working adults.   | Frequencies | 1    | 0    | 11    | 94    | 173   | 279   |
|  | Percentage  | 0,36 | 0    | 3,94  | 33,69 | 62,01 |       |
| 2.40<br>Through networks of Community Learning Centres (CLCs), community college programmes should be offered at a number of venues or sites such as church buildings, universities, community halls, etc. | Frequencies | 4    | 7    | 27    | 111   | 129   | 278   |
|  | Percentage  | 1,44 | 2,52 | 9,71  | 39,93 | 46,40 |       |
| Totals for Items 2.31-2.40   | Frequencies | 84   | 171  | 310   | 1 103 | 1 127 | 2 795 |
|  | Percentage  | 3    | 6,12 | 11,09 | 39,46 | 40,33 |       |

**Figure 5.9: Summary of the Responses to Items 2.31-2.40  
of the Research Questionnaire**



Scrutiny of Table 5.6 and Figure 5.9 shows that the respondents are positively inclined towards the type of community college suggested in this section. It can be

seen that 79,79% of the responses agree with the suggestions made, only 9,12% disagree with them and only 11,09% are uncertain.

Items 2.31 to 2.35 solicited the views of the respondents on admission requirements of the envisaged community college. The degree of agreement pertaining to these items is higher for items 2.34 and 2.35 than it is for the other items. These two items relate to the offering of developmental education programmes to students who do not meet the admission requirements and to the recognition of prior learning (RPL). These features are probably favoured because they are likely to open the doors of learning to many students who would otherwise not be admitted to present institutions of higher learning. The respondents are, however, a bit sceptical when it comes to ignoring age as an admission requirement and the admission of all students regardless of educational qualifications as suggested by items 2.31 and 2.32 respectively. The probable reason for this caution is that the features suggested by these items are new ideas that have not been applied to any great extent in South African institutions of learning. In as far as item 2.33 is concerned, the caution could be due to the fact that presently, many students are being denied entry into some institutions of higher learning as a result of entrance examinations.

Item 2.36 relates to articulation agreements among different institutions of learning and appears to enjoy the support of many of the respondents. This support could probably be attributed to the fact that this type of arrangement will allow for free



transfer from one type of institution to another, which will be to the benefit of students.

Item 2.37 is concerned with accreditation of the envisaged community college and enjoys the second highest support of all the items in this section. The respondents appear to be in favour of an educational institution that will award qualifications that will be recognised and respected. It is evident from the high degree of agreement with item 2.38 that in addition to wishing for accreditation by a recognised body, respondents also desire a community college, which makes provision for community participation in its governance.

Item 2.39, which deals with the scheduling of community college programmes enjoys the highest degree of agreement of all items in this category and also has the highest percentage in the “strongly agree” option. The possible explanation for support for this item is that most of the respondents are employed persons who cannot attend classes during working hours and would like opportunities to be created for attendance in the evenings and during weekends. Closely related to this item is item 2.30 that deals with the establishment of CLCs at various sites in the Eastern Free State. This suggestion is probably welcomed because it will make it possible especially for working persons to attend classes near their places of residence.

## 5.5 Conclusion

Chapter Five was concerned with an empirical investigation into the need for the establishment of community colleges in the Eastern Free State. In particular the investigation sought to determine the views of the respondents on four questions relating to the adequacy and availability of education opportunities to adults and out-of-school youth in the Eastern Free State, the establishment of community colleges in the region, the services that community colleges are to render should they be established in the Eastern Free State and the type of community college that would best suit the needs of the residents of the Eastern Free State. The findings of this investigation are summarised below.

- The responses to items pertaining to research question 1 indicate that in the opinion of the respondents there are insufficient educational opportunities available to adults and out-of-school youth in the Eastern Free State. One of the major reasons for this lack of educational opportunities as identified by the respondents, is the fact that the fees charged at most of the present educational institutions are unaffordable to most of the residents.
- In the light of the above finding, it would be expected that the respondents would welcome the introduction of a new and cheaper type of educational institution in their region. This is indeed the case as manifested by their overwhelming support of the questionnaire items pertaining to research question 2, which were intended to solicit their views on the establishment of community colleges in the Eastern Free State. It was explained in the covering letter accompanying the

questionnaires that one of the distinguishing features of the community college is charging lower fees in comparison with Higher Education institutions.

- There is overwhelming support for the suggested functions of community colleges. The functions that are mostly supported are those which relate to skills development and those that are likely to open the doors of learning to people who do not qualify to study at institutions of higher learning such as universities and technikons.
- The respondents are in support of a community college which:
  - ☞ Has admission policies that favour prospective students who do not qualify for admission in traditional Higher Education institutions.
  - ☞ Allows students to transfer from the community college to other types of educational institutions and *vice versa*.
  - ☞ Is accredited by a recognised body.
  - ☞ Is easily accessible in terms of its location and scheduling.

Chapter Five has shown that in the views of the respondents, there are insufficient educational opportunities available to the residents of the Eastern Free State. As a result, they would welcome the introduction of community colleges in the region. It has also been found that the respondents are happy with the suggested services of community colleges as well as with the proposed features of the envisaged community colleges. Chapter Six will deal with recommendations based on the above findings, the findings of Chapters Two to Four and conclude with suggestions for further research.

## CHAPTER SIX

### CONCLUSIONS AND RECOMMENDATIONS

#### 6.1 Introduction

This study was conducted with the purpose of assessing community colleges in order to consider their role in the provision of vocational-technical education to adults and out-of-school youth to make such individuals competent to earn a living or continue with their education. The specific objectives of the study were three-fold, namely,

- To evaluate community colleges in order to consider their contribution to continuing education for the vocational-technical sector.
- To determine the need for the establishment of community colleges in the Eastern Free State.
- To provide a framework for the establishment of community colleges in the Eastern Free State.

The achievement of these objectives was sought through a literature study of the American community college, a case study of St. Petersburg College in the State of Florida in the USA, a literature study of the provision of vocational-technical education in South Africa and an empirical investigation on the need for the establishment of community colleges in the Eastern Free State. The findings of these processes are summarised in the following paragraphs.

Chapter One concerned itself with an orientation to the study. It included a general introduction to the study, its aims, circumstances that led to it, the methodology used to achieve the aims, the structure of the study as well as its limitations.

In Chapter Two an exposition of the concepts of community college and vocational education was made. This was followed by an examination of theories that impact on community colleges. The American community college emerged as an educational institution that seeks to become a centre of learning for the entire community and that gears its programmes and services to the needs and wishes of the people it serves. It then became evident that because of the role that the community college has identified for itself, it will be impacted upon by the community development theory, andragogy, career development theories and systems theory.

In Chapter Three a detailed study of the American community college was undertaken. This included an exploration into its nature and functioning in terms of its governance, administration, financing, student services, human resources and its impact on those associated with it. This study was reinforced by a visit to a typical American community college, namely, St. Petersburg College in the State of Florida. The visit gave the researcher first hand information regarding the functioning of a community college and the role that it plays in community development. From this exploration, it became clear that the American

community college provides educational opportunities to diversified millions of American citizens and that it is highly regarded by the majority of those associated with it. Consequently, in their attempt to redress educational imbalances of the past South Africans can learn many lessons from the American experience.

Chapter Four sought to undertake an assessment of the provision of vocational-technical education to adults and out-of-school youth in South Africa. This was done with the purpose of finding out whether there is a need for the introduction of an alternative type of educational institution in the education system. It was discovered that many South Africans are in need of basic education and training and skills development and that many initiatives are being undertaken to address this problem. Some of the initiatives are still in their infancy stage while others are not functioning at maximum efficiency.

Chapter Five was concerned with an empirical investigation into the need for the establishment of community colleges in the Eastern Free State. It included a description of the procedures followed in the investigation as well as a presentation and analysis of data. The investigation revealed a need for the establishment of community colleges in the Eastern Free State.

Some important conclusions regarding the provision of vocational-technical education in community colleges in the Eastern Free State may be drawn from the study described above. These are elaborated upon in the next section.

## **6.2. Conclusions**

Conclusions that may be drawn from this study revolve around the nature of the American community college, the role it is capable of playing in the provision of continuing education especially in the vocational-technical sector and factors to be taken into consideration when contemplating the introduction of community colleges in South Africa particularly in the Eastern Free State.

It has emerged from the study that for a community college to be successful it needs to have a sound theoretical base. Thus, the knowledge of theories that have been found to have an impact on community colleges, namely, the community development theory, andragogy, career development theories and the systems theory is essential to personnel who are to be involved in the establishment and the operation of community colleges. These include policy makers, FET college administrators and educators.

The study has also revealed that the major reason for the introduction of community colleges in the American education system was to broaden educational opportunities available there. As a result, the American community college has become a doorway to educational opportunities by being plentiful,

nearby, inexpensive, offering a variety of programmes and by adhering to an open-door admission policy that imposes few entry requirements. In this regard Singh (1996: 527) states:

**“Community colleges offer a wide array of services. It [sic] allows for the fluidity of class boundaries and provides opportunities for those adults with inadequate schooling to progress to higher education. It [sic] allows graduates to return and receive re-training. It [sic] allows others to upgrade their skills and yet others to pursue leisure courses. In addition, the system presents a fundamental uniqueness in its openness. It affords students with undistinguished academic records multiple chances to succeed and to enter higher education. The preoccupation with equality of opportunity abounds in the system of which community colleges are an integral component. This has had an impact on the social and economic life of Americans. As a result pupils emerging from the secondary schools in America have second, third and fourth chances in a fashion unimaginable in most systems of higher education.”**

Access to services offered by American community colleges has further been expanded through the use of multiple delivery modes. In addition to contact tuition many community colleges also use other modes of delivery such as distance, television and online tuition. Thus, community colleges have the



capacity to provide education and training to masses of people with different educational needs. This is made possible by their flexibility and the comprehensive nature of their programmes.

Another significant observation emanating from this study is that the American community college came into existence in response to calls by different sectors of the American population. These included politicians, high school graduates, business and industry, local communities, parents of prospective students, government and university officials. As a result, the community college became a unifying factor among these sectors adding to its success and popularity. The community college's ability to unify different sectors of communities and to be of service to people whose opportunities have been limited by a variety of factors is aptly captured by Dougherty (1994:6) who states that:

**“For them, the community college is the most effective democratizing agent in higher education. It has opened college opportunities to those who would otherwise be unable to attend, either because of poverty, poor high school records or vocational interests. This commendably egalitarian impact stems from the community college's virtuously democratic origins. It is the product of ‘a grass roots, organized-at-home coalition’ uniting would-be-college students, their parents, business and labor, and political officials responsive to their constituents’ interests.”**

This observation also suggests that community colleges are open-systems that are affected by political, economic and social factors originating from their surrounding environments. Thus, the survival of community colleges is highly dependent on their responsiveness towards the needs of the communities they serve. There is no doubt that this responsiveness of the community college to the needs of the community it serves is exactly what will be suitable in the South African situation. This emanates from the fact that in the past educational institutions of the country were more interested in the needs of the state, which were not necessarily shared by some of the communities.

Community colleges have been found to have a positive impact on the majority of those associated with them. These comprise students, commerce and industry, universities and society in general. It is because of this impact that these institutions are highly esteemed by the majority of Americans. The positive impact is enhanced by among others, systems that are in place to ensure students' success such as highly sophisticated student services, careful selection of teaching personnel, effective staff development programmes, quality assurance measures, attractive personnel remuneration packages and so forth.

The assessment of the South African situation relating to the provision of vocational-technical education conducted in Chapter Four has shown that educational opportunities for many citizens of the country have been limited as a

result of policies of the government in power prior to 1994. This limitation of opportunities has led to many South Africans, especially women and Blacks, being uneducated or undereducated, unskilled, unemployed and living in poverty. This situation is likely to worsen unless urgent measures are put in place to bring about an improvement. Obviously, the establishment of community colleges will go a long way in alleviating poverty and unemployment especially in the Eastern Free State.

A variety of initiatives are being undertaken to remedy the sad state of affairs described above. These include the passing and the implementation of legislation relating to the provision of adult education and training as well as skills development. Some of these initiatives such as FET and Skills Development Programmes are still in their early stages of development and need to be accelerated, whereas others such as ABET, particularly in the Eastern Free State, are not maximally effective and need to be improved.

Potential participants in the above mentioned programmes include persons who:

- Seek alternate access to paths to tertiary education.
- Have incomplete secondary education.
- Are in need of adult basic education.
- Wish to enter vocational education.
- Are employed and want to improve their skills.
- Are unemployed and need to be equipped with marketable skills.

- Seek new skills after being retrenched.
- Have completed general education and wish to study further.
- Have obtained the grade 12 certificate and have not gained entry into technikons and universities.

It is important for all these categories of potential students to be catered for. Otherwise the unacceptable state of affairs regarding skills development, unemployment and poverty levels described in Chapter Four will remain unchanged. In this regard the role of community colleges cannot be overemphasised.

It has also surfaced from the study that South African educational institutions comparable to American community colleges in terms of the type of students being served and services being rendered are FET colleges. A comparison of the vision, mission and purposes of FET as formulated by the NCFE and presented in Chapter Four and the comprehensive focus of the mission as well as the objectives of American community colleges discussed in Chapter Two show striking similarities between the two types of educational institutions. Therefore there is a clear indication that these institutions were founded upon similar principles and serve the same purpose.

Finally, the results of the empirical study on the need for the establishment of community colleges in the Eastern Free State have shown that there are

insufficient educational opportunities available to adults and out-of-school youth in the Eastern Free State and that there is a need for them to be broadened. The community college has come out as one way through which this could be done.

The community college that is most desired is one that:

- Develops the skills of its students thereby opening doors of employment.
- Upgrades the residents' educational levels.
- Is easily accessible physically in terms of scheduling, fees and other admission requirements.
- Prepares students for entry into institutions of higher learning.
- Caters for the residents' personal interest needs.
- Is accredited by recognised bodies to ensure maintenance of standards.

The above-mentioned wishes of the residents of the area concerned will have to be taken into consideration when community colleges are being established. This will ensure strong links between the institutions and the communities they serve.

### **6.3 Recommendations**

Based on the findings and conclusions discussed above as well as on the study as a whole, some recommendations are being made which will hopefully be of assistance to those who are contemplating establishing community colleges in South Africa, particularly in the Eastern Free State. These recommendations relate to the necessity for the establishment of community colleges in the Eastern

Free State as well as on how the factors that contributed to the success of the American community college may be applied within the South African context.

### **6.3.1 The Establishment of Community Colleges in the Eastern Free State**

It has become clear from the conclusions of the study summarised above that there is a need for the establishment of community colleges in the Eastern Free State. Furthermore, it has also been observed that a public multi-campus FET college exists in the Eastern Free State. Since the FET college has been established in accordance with the FET Act No. 98 of 1998, it follows that its functioning will be regulated by the Act as well as by the requisites of the NCFE. This means that as explained earlier, the FET college will serve purposes similar to those being served by American community colleges.

In the light of the above, it is recommended that there be no introduction of new community colleges alongside the FET college already in existence in the Eastern Free State. Instead, some of the features of the American community college which contributed to its success should be adopted, adapted where necessary and be incorporated into the FET college already existing in the Eastern Free State. Some of these features will be elaborated upon in the next paragraphs.

### **6.3.1.1 Theoretical Base**

As stated previously, the Maluti FET College in the Eastern Free State was declared a FET college in terms of the FET Act No. 98 of 1998 in 2001. It is therefore still in its early stages of development. Its capacity to serve the purpose for which it was established will be greatly enhanced if those involved in its development could be well informed with regard to the principles underlying the functioning of this type of institution. These include the FET Act; the vision, mission, purposes and objectives of FET; community development theory, career development theories, andragogy and systems theories.

A thorough knowledge of the principles mentioned above is not only essential for policy makers and administrators but for educators as well. Following the example set by SPC and the impact thereof, namely, that all its academic staff members are required to complete a university course entitled “The American Community College” before being permanently employed, it is recommended that a similar course dealing with principles underlying Further Education and Training in South Africa be designed and be made one of the conditions for permanent employment at the Maluti FET College. In support of this notion, Venter (1996: 8) contends that community colleges (FET colleges as well) will not be successful if they are developed in a vacuum. She feels that:

**"The process will require a new approach to education with the development of new kinds of skills. Re-orientation courses for officials and teachers should be pursued so that a total paradigm shift and a change of mind-sets can be achieved. This is crucial for the success of the colleges, for the radical improvement in the status of South Africa's human resources and for the empowerment necessary to the realisation of participatory democracy."**

This knowledge will not only ensure that those involved in the establishment and operation of the institutions are in the right frame of mind. It will also ascertain that they deal with the students scientifically and are sensitive to their needs and those of the communities of which they are a part.

#### **6.3.1.2 Relationship with the Community**

One of the distinguishing features of the American community college that has contributed immensely to its success is its intimate relationship with the community it serves. It is recommended that this attribute also be made a prominent characteristic of the Maluti FET College. As Zuma (2000: 79) clearly points out, the FET college must guarantee ownership and real participation by the communities they serve. The Maluti FET College will therefore in addition to including representatives of various sectors of community members in its governing council as stipulated by the FET Act, also have to devise other means of keeping abreast of the needs of the community. These may include periodic



needs assessment exercises by the college staff as well as devising means of encouraging community members to articulate their needs to college staff.

### **6.3.1.3 Delivery Sites**

This study has revealed that the Maluti FET College is presently the only one in the Eastern Free State that has been declared a FET college in line with the FET Act No. 98 of 1998 and that it is a multi-campus college with six delivery sites. It has also come to light that five of these delivery sites are situated in Qwaqwa and are far from most of the other towns in the region. Thus, the FET college is easily accessible only to a limited number of residents in the region.

In the light of the above observations, it is recommended that in order to broaden educational opportunities available to residents of the region, the college be made accessible to more residents by re-locating one or more of the five delivery sites to an area where they will be accessible to residents residing in towns far from Qwaqwa such as Marquard and Vrede. In order to broaden educational opportunities even further, the establishment of structures similar to Community Learning Centres (CLCs) at strategic points in the region may be considered. Community Learning Centres are sites where education and training programmes are offered by a community college. Depending on the needs of the residents the CLCs may be single-purpose CLCs offering a single programme or multi-purpose CLCs offering a number of separate programmes or activities.

#### **6.3.1.4 Multiple Delivery Modes**

Access to programmes of the Maluti FET College may further be broadened by the use of multiple delivery modes such as those used at SPC. As the Maluti FET College develops with time, the number of students increases and funds become more abundant it would be worthwhile to consider the introduction of delivery modes other than contact tuition. These include distance, television and online tuition.

#### **6.3.1.5 Programmes**

This study has revealed that South Africans differ in their education and training needs. Some have very low educational qualifications and are in need of basic education and training, whereas others have higher education qualifications and are in need of Further Education and Training, still, many have skills that need to be upgraded and furthermore, others have no marketable skills and need to be equipped with such skills. This finding suggests that in order for the Maluti FET College to succeed in its endeavour to educate and train the residents of the Eastern Free State, it should design programmes that will cater for the needs of as many people as possible.

The NCFE formulated the mission of FET as follows:

- To foster mid-level skills.
- To lay the foundation for Higher Education.
- To facilitate the transition from school to the world of work.

- To develop well-educated, autonomous citizens.
- To provide opportunities for continuous learning through the articulation of education and training programmes.

(DoE, 1997(a): 4-5)

The realisation of this mission as well as the consequent satisfaction of the diverse needs of the potential students of the Maluti FET College may be greatly enhanced if the college could operate like a comprehensive American community college offering programmes classified into the following five broad categories:

**Vocational Education**, which is education designed to develop skills, abilities, understandings, attitudes, work habits and appreciations needed by workers to enter and make progress in employment on a useful and productive basis.

**General Education**, which may be seen as a process of developing a framework on which to place knowledge stemming from various sources, of learning to think critically, developing values, understanding traditions, respecting diverse cultures and opinions and most important, putting that knowledge to use.

**Transfer Education**, through which the community college provides the students with education that earns them credits at a university thus preparing them to transfer to a university after completion. Arrangements may also be made with technikons to enable students who wish to transfer to technikons to do so. In

order to be of maximum benefit to participants, programmes in this category must be designed in such a way that they will still be useful to students who choose not to transfer to a university or technikon after completion at the college.

**Developmental education**, which may be construed as a sub-discipline of the field of education concerned with improving the performance of under-prepared students preparing them for participation in tertiary education programmes. Thus, learners who do not qualify for entry at universities and technikons because of poor grade 12 results may be admitted into this programme.

**Community Service/Education**, which consists of educational, cultural and recreational services, which an educational institution may provide for its community in addition to its regularly scheduled day and evening classes. Programmes in this category have to be designed in such a way that they will attract students from all sectors of the community. Programmes designed for this category by SPC may serve as a useful guide for the Maluti FET College.

In addition to the above-mentioned five categories of programmes, it is also recommended that **Adult Basic Education and Training** programmes being offered in the Thabo Mofutsanyana Education District be placed under the supervision of the Maluti FET College. This recommendation is based on the fact that it was pointed out in Chapter Four that there are problems with the current provision of ABET in the region. When ABET programmes are placed under an

FET college students will have an opportunity of being taught by permanently employed and well-trained educators. The provision at a FET college of programmes outside NQF levels 2-4 such as ABET programmes, is permissible provided that such programmes do not exceed 40% of programmes offered by the college (Zuma, 2000: 79).

#### **6.3.1.6 Admission Requirements**

It is recommended that Maluti FET College be an open-access educational institution. This means that accommodation permitting, all applicants beyond the compulsory school-going age should be admitted and that emphasis should be placed on the acknowledgement of success at the exit level instead of on lack of competence at the entry level (Venter, 1996: 13). Fonte (1997: 44) sees open-access as a systematic use of academic standards linked with additional approaches, such as the offering of developmental education in an environment that supports student success, the organisation of activities that enable students to get to know others on campus, supporting efforts including child care, financial aid, counselling and so on.

#### **6.3.1.7 Learner Fees**

Through this study, poverty has been identified as one of the major impediments to education. It is one of the factors that led to many young people exiting the education system before attaining the educational levels they desired. Thus, it is recommended that in order to prevent a recurrence of this state of affairs the

Maluti FET College charge low fees compared to universities and technikons. Furthermore, financial assistance should be made readily available to as many needy potential students as possible. This can be made possible by among others, fundraising, the accessing of government funds such as FET funds, funds from the Skills Development Fund and so forth as well as the judicious use thereof.

#### **6.3.1.8 Student Services**

The study has shown that well designed student services enhance students' chances of success in community colleges. It is therefore strongly recommended that a thorough assessment of students' needs at the Maluti FET College be conducted and appropriate student services be established. The following types of services being rendered in most American community colleges are worth considering:

- *Orientation*: encompassing pre-college information, student induction, group orientation and career information.
- *Appraisal*: including personnel records, educational testing, applicant appraisal and health appraisal.
- *Consultation*: involving student counselling, student advisement and applicant counselling.
- *Participation*: embracing co-curricular activities and student self- government.
- *Regulation*: comprising student registration, academic regulation and social regulation.

- *Service*: consisting of financial aid and placement.
- *Organisational*: subsuming programme articulation, in-service education and programme evaluation.

(Cohen and Brawer 1989: 178; see also, Matson 1994: 487)

#### **6.3.1.9 Scheduling**

Potential students of the Maluti FET College are likely to be a combination of employed and unemployed persons. In order to accommodate the needs of all its students, it is recommended that the Maluti FET College have a flexible class schedule operating during the day for unemployed persons and in the evenings and during weekends for employed persons.

#### **6.4 Suggestion for Further Research**

The recommendations outlined above were based on the results of an investigation conducted on American community colleges as well as on the views of the residents of the Eastern Free State. It is obvious that the findings of the investigation are not exhaustive of knowledge on Further Education and Training. For this reason, it is recommended that for more expansion of knowledge in this field, the following studies be conducted:

- An investigation into Further Education and Training in countries other than the United States of America.
- An empirical investigation similar to the one conducted in this study be undertaken in other parts of South Africa.

## 6.5 Conclusion

This study has evaluated the role of American community colleges in the provision of education in the vocational-technical sector and has found that these educational institutions play an extremely significant role in workforce training and in community development. They have contributed tremendously in the economic, technical and social development of the USA.

The study has also evaluated the South African situation relating to the provision of vocational-technical education and has found that an unacceptably high number of the residents of the country are poorly educated, unskilled and living in poverty. It has also been found that a lot of work is already in process to remedy the situation. The establishment of community colleges similar to those operating in America have been found to be one of the ways through which the situation in South Africa could be improved. Nonetheless, it has also come to light that FET colleges already operating in South Africa are serving purposes similar to those being served by American community colleges. For this reason it was found that the establishment of new community colleges alongside FET colleges would result in unnecessary duplication. Instead it was recommended that the features that resulted in the success of American community colleges be integrated into FET colleges.

The South African situation, which is so much cause for concern has not developed overnight. It is a product of many years. It is encouraging to note that



slowly and steadily progress is being made towards its normalisation. **May this study contribute towards this progress.**

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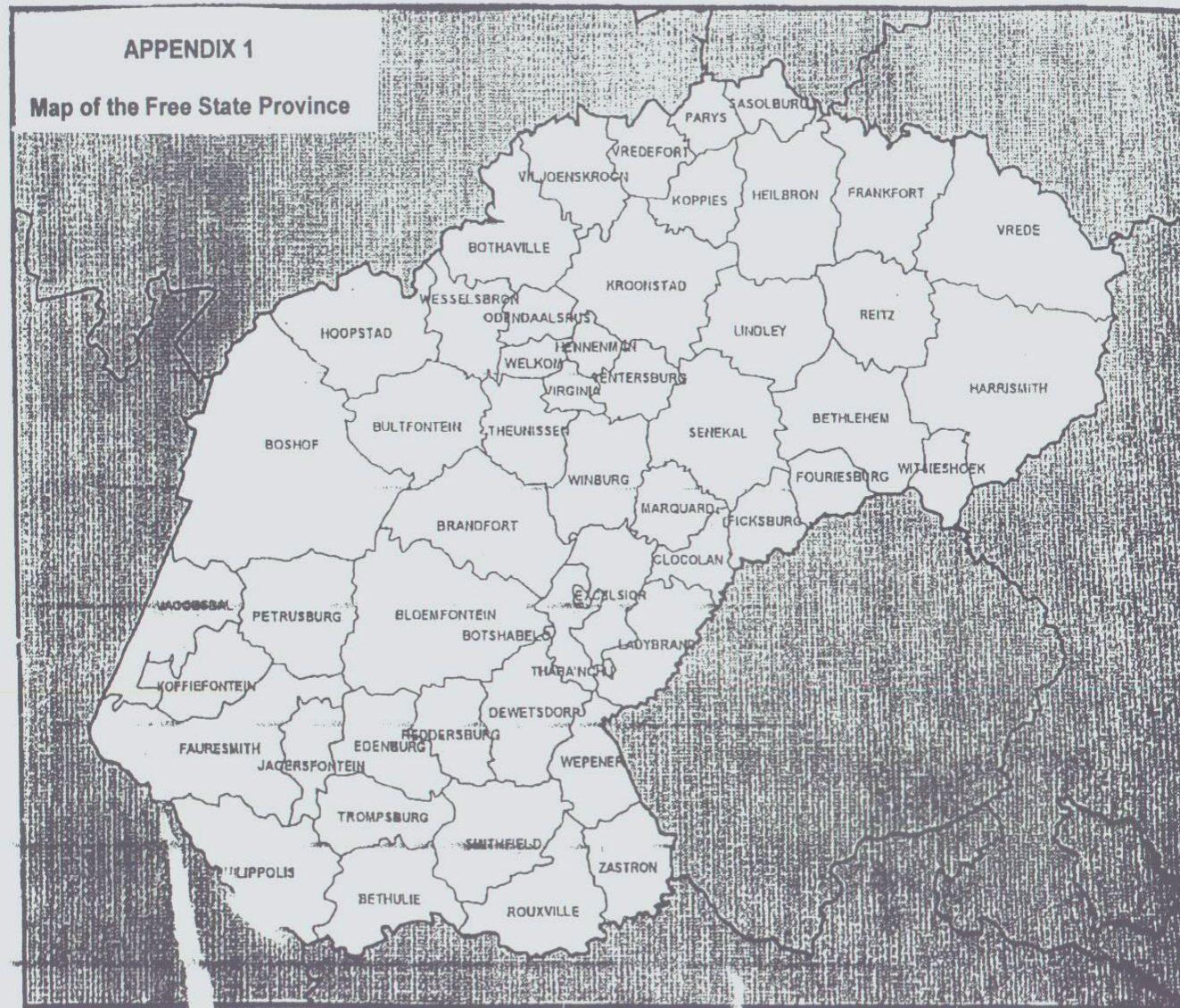
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## APPENDIX 2

### Arrangements for the USA Visit

**From:** Mr L E Letsie <[letsie@unigwa.ac.za](mailto:letsie@unigwa.ac.za)>  
**To:** [bower@coe.fsu.edu](mailto:bower@coe.fsu.edu) <[bower@coe.fsu.edu](mailto:bower@coe.fsu.edu)>  
**Date:** 10 June 2001 02:33  
**Subject:** Request for assistance

Dear Beverly

I am one of your former South African Masters students at South Carolina, I was in the 1993 group. I am presently a lecturer in Educational Management and Leadership at the University of the North (Qwaqwa campus). Lenka is my colleague. I am writing to you to request for your assistance in the manner detailed below:

I am a Ph.D. student of the University of Pretoria in South Africa. My research topic is on community colleges with the following objectives:

1. Evaluating community colleges in order to consider their contribution to continuing education in the vocational - technical sector.
2. Determining the need for the establishment of community colleges in the North Eastern Free State.
3. Providing a framework for the establishment of community colleges in the North Eastern Free State.

The methodology includes among others, case studies of a few community colleges in the U.S.A.. This is the area in which I need your assistance in the form of the identification of community colleges I could visit during a period of two to three weeks, as well as in making arrangements for me to do so.

I know that your schedule is quite tight and that this request will consume a lot of your time. I will however, appreciate it very much if you could assist me, since you are presently the only one of my former lecturers I still have contact with.

I am looking forward to your positive response.

Thank you for your time.

Yours Sincerely

Letsie L.E

**Letsie**

---

**From:** "Mr L E Letsie" <letsie@uniqwa.ac.za>  
**To:** <letsie@xsinet.co.za>  
**Sent:** 23 June 2001 11:31  
**Subject:** Fw: Request for assistance

-----Original Message-----

**From:** Beverly Bower <bower@mail.coe.fsu.edu>  
**To:** Mr L E Letsie <letsie@uniqwa.ac.za>  
**Date:** Thursday, June 21, 2001 6:56 PM  
**Subject:** Re: Request for assistance

>Letsie,

>

>I am sharing your email with the Executive Director of the Florida  
 >Community College system, David Armstrong, and Assistant Executive  
 >Director, Theresa Klebacha. David and I have known each other for many  
 >years and I'm sure he will be able to put you in touch with the right  
 >people.

>

>If you have not already done so you might want to take a look at the web  
 >site of the Florida Community College system  
 ><http://www.dcc.firn.edu/>. This site provides a lot of information about  
 >the state system (the enacting legislation, policies, administrative  
 >documents, etc.) and also connects to the web sites of the 28 Florida  
 >Community Colleges. You can begin to get a feel for the system with this  
 >information. I find the Site Map to be the most effective way to find what  
 >I need at this web site.

>

>I'm not sure you are aware but I am writing the community college chapter  
 >for the same book for which Lenka sent me a chapter. As I updated this  
 >chapter I was not able to find very much information on what is happening  
 >with the South African community college movement. I would appreciate very  
 >much any information (online or print) you could point me to that discusses  
 >what has been going on in the community college movement recently.

>

>It may be awhile before you hear from David, but I am sure that he will be  
 >able to help. I feel very sure that we can make this happen, especially  
 >since you are not in need of funding from our end. In the meantime you can  
 >review the online information which can help you prepare your project.  
 >Please feel free to contact me with questions that you might have. If you  
 >have not heard from anyone by mid-July, please let me know.

>

>Best Wishes, Bev

>

>-----

>

>Beverly L. Bower, Ph.D.  
 >Dept. of Educational Leadership <[www.fsu.edu/~edleadr](http://www.fsu.edu/~edleadr)>  
 >College of Education

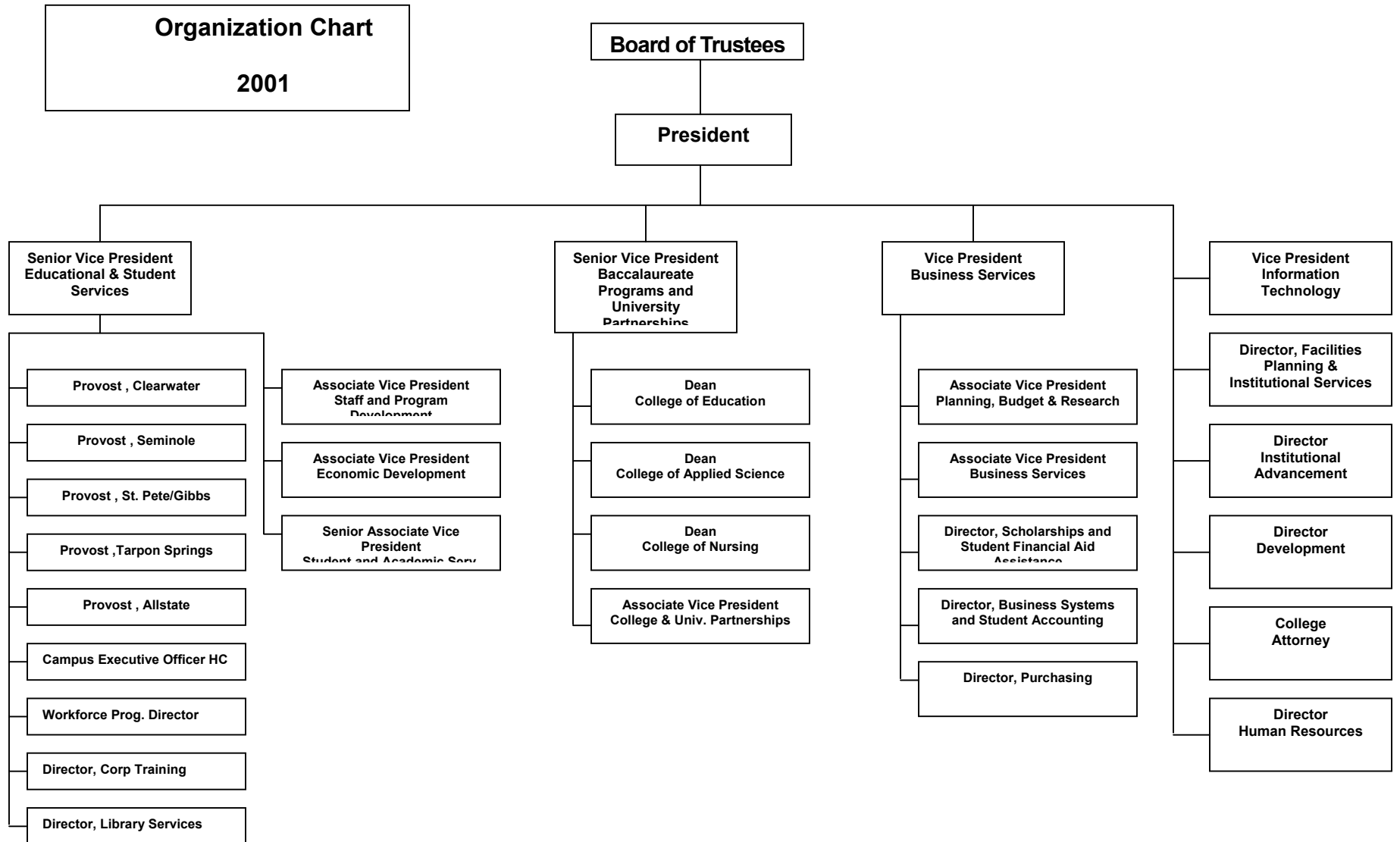
### APPENDIX 3

#### Interview Schedule: SPC

| Department                       | Name                | Position  | Date        | Time  | Place                        |
|----------------------------------|---------------------|---|-------------|-------|------------------------------|
| Administration                   | Dr Carol Copenhaver | Snr Vice President: Educational & Student Services                    | 5 Nov 2001  | 9:00  | District Office              |
| Administration                   | Dr Tom Furlong      | Snr Vice President: Baccalaureate Programmes & University Partnership | 5 Nov 2001  | 10:00 | District Office              |
| Equal Access / Equal opportunity | Ms Psalms Mack      | EA / EO Officer   | 5 Nov 2001  | 10:30 | District Office              |
| Finances                         | Ms Theresa Furnas   | Associate Vice President: Business Services                           | 5 Nov 2001  | 13:00 | District Office              |
| Research Unit                    | Dr Susanne Fischer  | Director  | 5 Nov 2001  | 15:00 | District Office              |
| Enrollment Management            | Mr Kelvin Hoeffner  | Coordinator   | 6 Nov 2001  | 9:30  | Health Education Centre      |
| Board of Trustees                | Suzan Davis Jones   | Member  | 6 Nov 2001  | 14.00 | District Office              |
| Student Services                 | Mr Willie Felton    | Snr Associate Vice President: Educational & Student Services          | 7 Nov 2001  | 9:30  | District Office              |
| Human Resource / Personnel       | Ms Cathy Ladewig    | Director  | 7 Nov 2001  | 11:00 | District Office              |
| Students                         | Ms Judy Berger      | International Students Officer  | 8 Nov 2001  | 11:00 | St Petersburg / Gibbs Campus |
| Students                         | Ms Hazel Creveling  | Coordinator: Studentt Activities                                      | 8 Nov 2001  | 12:00 | St Petersburg / Gibbs Campus |
| Evening Classes Programme        | Mr Jeff Davis       | Associate Provost: Clearwater Campus                                  | 9 Nov 2001  | 9:00  | Clearwater Campus            |
| Business Technology              | Ms Martha Adkins    | Programme Director  | 9 Nov 2001  | 10:30 | Clearwater Campus            |
| Special Service                  | Ms Tonjua Williams  | Associate Provost   | 14 Nov 2001 | 9:00  | Health Education Centre      |

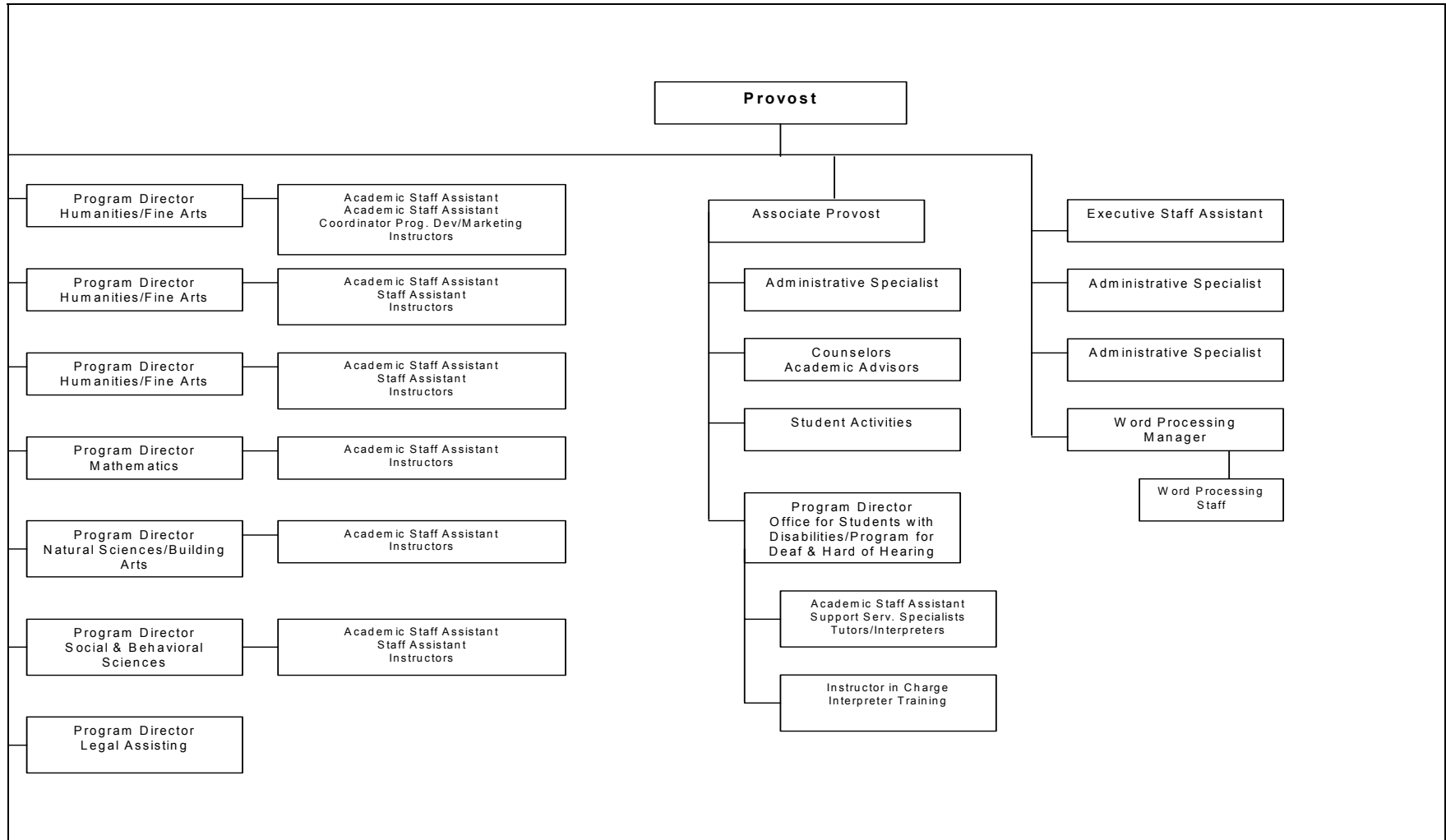
APPENDIX 4

Organisational Chart: SPC



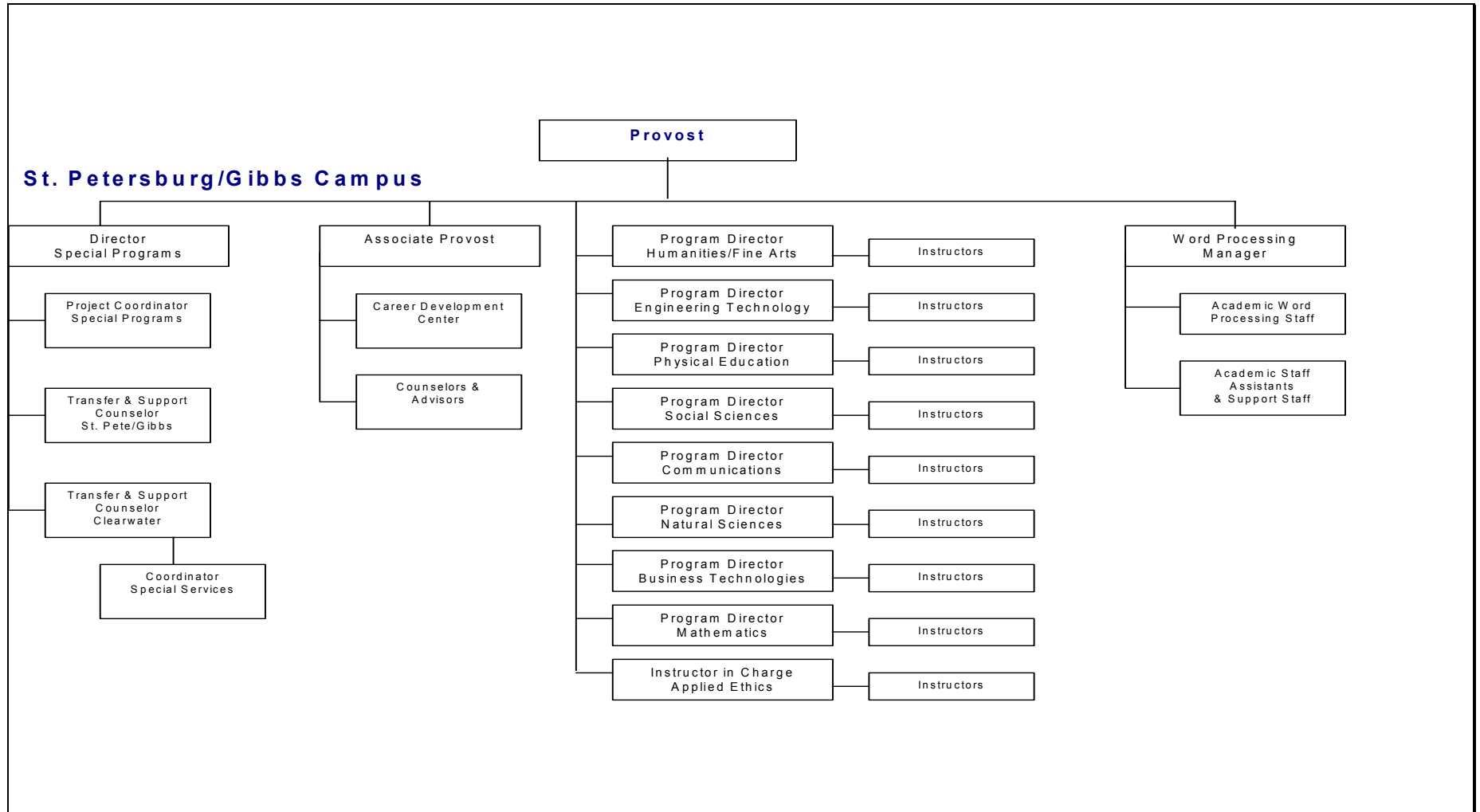
APPENDIX 5

Organisational Chart of Clearwater Campus: SPC



## APPENDIX 6

### Organisational Chart of St. Petersburg/Gibbs Campus



## APPENDIX 7

### Programme: Class on “Community Colleges in America”: 9 Nov 2001

#### AGENDA

Friday, November 09, 2001 Community Colleges in America

Instructor: Lynn Sullivan Taber

- 12:45 Students/Instructor gather to prepare.  
1:00 Welcome visitor: Elias Letsie graduate from South Africa. Mr Letsie is interested in the American community college system and will be spending the entire class with us today.
- Announcements and overview. Make dinner and transportation arrangements.  
Distribute graded work.  
Brief self-introductions.  
One student critique presentation on the topic of career/occupational programs in the United States. Greenawald, Koren, Goswami, Wright or Patterson.  
Volunteer (the others get to go later!).
- 1:45 Break: Last chance at the *Hard Drive Cafe*  
2:00 Team Project Presentation:  
OCCUPATIONAL AND VOCATIONAL EDUCATION: Goswani, Koren, & Wright  
Q & A
- 3:00 Break  
3:05 Student article critiques on the topic of career/occupational programs.  
4:00 Break  
4:05 Continue Article Critique on the topic of career/occupational programs.  
5:00 DINNER BREAK  
5:30 Reconvene Class  
5:45 Team Project Presentation:  
WORKFORCE DEVELOPMENT: Patterson and McNamee  
Q & A
- 6:45 Break  
7:00 Student Article Critique on the topics of community development, workforce development, etc.: Gordin, Wright, Durnan, Wright (Max: 10 min each)
- 8:00 Discussion of American community college system, led by students. Please share the nature of your present role with a community college with Mr Letsie and provide him with some general information you think might be helpful to him. Remember that South Africa does not have a community college system.
- While you are doing this, I would like to meet (briefly!) individually with each of the students in this order: Durnan, Gordin, Goswani, Greenawald, Hughes, Patterson, Wright, Koren, Anderson, McNamee, and Wolosheniuk. Bring your brown envelope containing ALL of your graded work, the paper due tonight, and anything else regarding your progress in the course that you want. I just want to take a couple of minutes to make sure we are on track. We will aim for maximum of 3 minutes to touch base. If we need longer than that, perhaps we can talk on the phone.
- 9:00 ADJOURN

NEXT WEEK IS OUR LAST SESSION!!! See syllabus for review of assignments and topics.



**APPENDIX 8**

*St. Petersburg Junior College*  
**INSTRUCTOR EVALUATION AND PROFESSIONAL DEVELOPMENT PLAN**

Name of Instructor \_\_\_\_\_

Program/Campus/Site \_\_\_\_\_

Academic Year \_\_\_\_\_

If you wish, you may attach to this form a description of your activities and appropriate supporting materials related to this evaluation. The supporting materials will be returned to the instructor. As the first step of the annual evaluation process, the instructor will complete a self-assessment of each item and propose goals for the coming year. The supervisor will then evaluate the instructor, discuss the professional development of each item and propose goals for the coming year. The supervisor will then evaluate the instructor and discuss the professional development plan. Below are the evaluation scales.

| INSTRUCTOR'S SCALE                            |
|---|
| ST = This is a real strength of mine.         |
| P = I am proficient in this area.             |
| NP = Not as proficient as I would like to be. |
| NA = Not applicable                           |

| SUPERVISOR'S SCALE        |   |
|---------------------------|---|
| EE = Exceeds Expectations | Performance which always meets and often exceeds the high standards of SPJC faculty.                    |
| ME= Meets Expectations    | Performance which generally meets the high standards of SPJC faculty.                                   |
| BE= Below Expectations    | Performance in some area(s) is below what is normally expected of SPJC faculty. Improvement is required |
| U = Unsatisfactory        | Performance does not meet the expectations of the SPJC faculty  |

| A. Effectiveness as an Instructor  | Self Assessment | Instructor Comments |
|--|-----------------|---------------------|
| 1. Reviews and updates the content of courses and curricula within the discipline  | ST P NP NA      |                     |
| 2. Develops organized course materials and presentations.  | ST P NP NA      |                     |
| 3. Is available outside of class to help students.   | ST P NP NA      |                     |
| 4. Uses current teaching techniques appropriate for meeting the course objectives  | ST P NP NA      |                     |
| 5. Incorporates course materials/activities to promote listening, speaking, writing and higher order thinking skills     | ST P NP NA      |                     |
| 6. Demonstrates enthusiasm for learning  | ST P NP NA      |                     |
| 7. Demonstrates current knowledge of academic discipline.  | ST P NP NA      |                     |
| 8. Demonstrates advanced planning and preparation for instruction  | ST P NP NA      |                     |
| 9. Keeps accurate records (i.e., grades, attendance rosters, test scores, etc.)  | ST P NP NA      |                     |
| 10. Demonstrates a respect for individual and socio-cultural differences   | ST P NP NA      |                     |
| 11. Uses current, appropriate technology, materials and tools when available.  | ST P NP NA      |                     |
| 12. Shows consideration for the needs of students.   | ST P NP NA      |                     |
| 13. Contributes to the success of students at risk and to their retention in the college.                                | ST P NP NA      |                     |
| 14. Develops course syllabi, handouts, tests, etc. that reflect high quality, content and appearance.                    | ST P NP NA      |                     |
| 15. Encourages active learning.  | ST P NP NA      |                     |
| 16. Maintains academic standards appropriate to the course.  | ST P NP NA      |                     |
| 17. Maintains professional rapport with students.  | ST P NP NA      |                     |
| 18. Encourages students to pursue appropriate college services (e.g., counseling, financial aid, learning support, etc.) | ST P NP NA      |                     |

|   |                        |                            |
|---|------------------------|----------------------------|
| Supervisor's Evaluation   |                        |                            |
| Comments:   | Overall Rating         | EE ME BE U                 |
|   |                        |                            |
| <b>B. Contribution to College Effectiveness</b>   | <b>Self Assessment</b> | <b>Instructor Comments</b> |
| 1. Shows consideration for the needs of others  | ST P NP NA             |                            |
| 2. Is professional in working with faculty, staff, and administrators.  | ST P NP NA             |                            |
| 3. Completes responsibilities and assignments effectively and on time.  | ST P NP NA             |                            |
| 4. Is prompt in keeping appointments with colleagues and students, arriving to work, attending meetings, etc. | ST P NP NA             |                            |
| 5. Is flexible and adaptable in meeting program needs.  | ST P NP NA             |                            |
| 6. Participates in program meetings, activities, committees and/or special projects.                          | ST P NP NA             |                            |
| 7. Follows current college and program policies and procedures.   | ST P NP NA             |                            |
| 8. Participates in site and collegewide committees, activities, and/or special projects.                      | ST P NP NA             |                            |
| 9. Participates in Program Planning Assessment and achievement of outcomes and indicators.                    | ST P NP NA             |                            |
| Supervisor's Evaluation   |                        |                            |
| Comments:   | Overall Rating         | EE ME BE U                 |
|   |                        |                            |

|  |                        |                            |
|--|------------------------|----------------------------|
| <b>C. Professional Development and Scholarship</b> | <b>Self Assessment</b> | <b>Instructor Comments</b> |
|--|------------------------|----------------------------|

|   |                       |                   |
|---|-----------------------|-------------------|
| <p>Describe your activities for each applicable category.<br/>Appropriate supporting materials may be particularly important for this area.</p>   | <p>ST P NP NA</p>     |                   |
| <p>Maintains and demonstrates currency and scholarship in teaching field(s) through participation in activities such as:</p>  |                       |                   |
| <p>1. Workshops, courses, conferences, summer institutes, and other formal activities.</p>  | <p>ST P NP NA</p>     |                   |
| <p>2. Professional organizations or advisory boards.</p>  | <p>ST P NP NA</p>     |                   |
| <p>3. Review of manuscripts, textbooks, software, etc.</p>  | <p>ST P NP NA</p>     |                   |
| <p>4. Scholarship which may include creative activities, classroom research, discipline-based research, travel study, recitals, exhibitions, professional presentations, curriculum development/revision, professional publications, etc.</p> | <p>ST P NP NA</p>     |                   |
| <p>5. Business and industry exchanges, appropriate professional or vocational practices.</p>  | <p>ST P NP NA</p>     |                   |
| <p>6. Grants writing</p>  | <p>ST P NP NA</p>     |                   |
| <p>7. Other (specify): _____<br/>_____<br/>_____</p>  | <p>ST P NP NA</p>     |                   |
| <p>Supervisor's Evaluation</p>  |                       |                   |
| <p>Comments:</p>  | <p>Overall Rating</p> | <p>EE ME BE U</p> |

|  |       |
|--|-------|
| Goals from last year and degree to which each was met:             |       |
| Goals for next year:   |       |
| Supervisor's Comments:   |       |
| _____  | _____ |
| Signature of Supervisor  | Date  |
| Instructor's Comments:   |       |
| I <input type="checkbox"/> Agree <input type="checkbox"/> Disagree |       |
| _____  | _____ |
| Signature of Instructor  | Date  |
| Site Administrator's Comments:                                     |       |
| _____  | _____ |
| Signature of Site Administrator                                    | Date  |

**APPENDIX 9**

***St. Petersburg College***

**FRINGE BENEFITS**

7/1/2001-06/30/02

Fringe benefits available to all budgeted, full-time or part-time employees.

**AUTO AND PROPERTY/CASUALTY INSURANCE** - Coverage is available through Liberty Mutual Insurance Group. Premiums are payroll deducted with no interest or service charge for this convenient payment plan.

**COLLEGE EVENTS** - employees are admitted free to college events.

**CREDIT UNION** - All employees are eligible to join the Pinellas County Teachers Credit Union. An initial deposit of \$50.00 and a completed membership application will open your share (savings) account and establish your membership. You may then participate in a regular savings plan by signing up for payroll deductions. Additional services include checking accounts, summer savings, IRA accounts, etc.

**DENTAL COVERAGE** - Two types of optional dental coverage available to employees through CompDent Dental Plan. The cost of this coverage is borne by the employee.

**DIRECT DEPOSIT** - Enables you to direct deposit your paycheck to up to three (3) financial institutions. Contact Human Resources for form.

**DISCOUNT CARDS** - are provided for numerous attractions such as Disney World, Busch Gardens, Sea World, Universal Studios and others. Contact Human Resources for additional information.

**EMPLOYEE RECOGNITION PROGRAM** - The College offers special recognition through service awards to its employees celebrating landmark anniversaries beginning with one year of service and every five years thereafter, up to 40 years of service. The Employee Service Award Ceremonies are held annually at individual sites.

**EXEMPTION OF COURSE FEES** - In order to be eligible for course fee exemptions, the employee must be full-time and working in a budgeted position at least six months prior to and at the time of commencement of classes. The employee's spouse and eligible children age 23 or younger are also eligible for a maximum of 18 credit hours per academic year. Part-time employees are eligible for fee exemptions for a maximum of 9 credit hours per academic year for the employee only.

**FLEXIBLE BENEFIT PLAN** - The amount you pay through payroll deductions for health, disability, supplemental life, dental, or vision coverage can be paid on a pre-tax basis through the College's flexible benefits plan. The dollars you contribute for these coverages will be deducted before federal income or social security taxes are assessed. Changes in coverage may only be made during the annual open enrollment period.

**HEALTH COVERAGE** - Group health and life coverage is effective on the first of the month following 15 days of employment. The College funds the entire cost for budgeted full-time employees and 1/2 the cost for budgeted part-time employees; the additional cost to purchase dependent coverage is paid by the employee through payroll deduction.

**INCOME PROTECTION** - This optional insurance is available through payroll deduction. Benefits are payable in addition to sick leave and medical coverage.

**LIFE INSURANCE** - The College provides employees with life insurance in the amount of their annualized salary rounded to the next higher thousand. Additional life insurance is available.

**MEDICAL EXPENSE REIMBURSEMENT PLAN** - Eligible expenses for inpatient hospital copayments not reimbursed from Aetna may be reimbursed through the Medical Expense Reimbursement Plan (MERP). This reimbursement shall only be payable for hospital copayments under the Aetna HMO Plan, Quality Point-of-Service (in-network only), or USAccess (in-network only). Also reimburses \$25.00 for vision refraction expenses per calendar year if employee is eligible for coverage under College's health plan or the employee/dependent is covered under the College's health plan or is enrolled in one of the optional vision plans available through the College.

**NOTARY PUBLIC** - Free notary service for college employees is available at Human Resources, DO; Student Records, SPG and CL; Administration, TS and HC.

**PERSONAL LEAVE** - Employees, with permission of supervisor, may take up to four days of personal leave with pay per fiscal year. These days are deducted from the employee's accrued sick leave.

**RETIREMENT PLAN** - All budgeted employees are automatically enrolled in the Florida Retirement System (a defined benefit plan). St. Petersburg College pays the full contribution for this plan. The cost to the college effective July 1, 2001 is 7.30%. Eligible employees may elect to participate in the Optional Retirement Program in lieu of participation in the Florida Retirement System. The Optional Retirement Program is a defined contribution pension plan. Each pay period, the College will contribute a percentage of your earnings to an annuity on your behalf.

**SAVINGS BONDS** - Employees may purchase U.S. Savings bonds through payroll deduction.

**SICK LEAVE** - Accrued at a rate of one day per month of service with no limit on accrual. Upon retirement or death, a percentage of the total accumulated sick leave days may be paid at the employee's current daily rate of pay. This lump sum payment is governed by Rule 6Hx23-2.07. Accumulated sick leave may be transferred from another Florida public education institution or state agency.

**SICK LEAVE POOL** - Full-time employees are eligible to participate; the annual enrollment period is September 1 - 15 after one year of employment, provided that you have then accrued at least nine days of sick leave. The initial contribution is four days of sick leave which entitles the participant to 40 days of personal sick leave following exhaustion of sick and vacation leave.

**SOCIAL SECURITY** - The College contributes an amount equal to 7.65% of your annual earnings into Social Security (FICA); the employee contribution rate is 7.65%.

**TAX SHELTERED ANNUITIES** - The retirement savings option known as a "403(b)" is available from a variety of companies. For information, contact Human Resources.

**VACATION LEAVE** (12 month employees only) - accrued at a rate of one day per month for first five years' service, 1-1/4 days per month for 6 through ten years service and 1-1/2 days per month for over ten years service in any Florida public community college. No employee shall transfer more than 44 days of vacation to the new calendar year. Vacation leave in excess of 44 days on December 31 shall be reduced to 44 days of January 1 each year.

**VISION COVERAGE** - - Two types of optional vision coverage available to employees through the Vision Care, Inc. The cost of this coverage is borne by the employee.

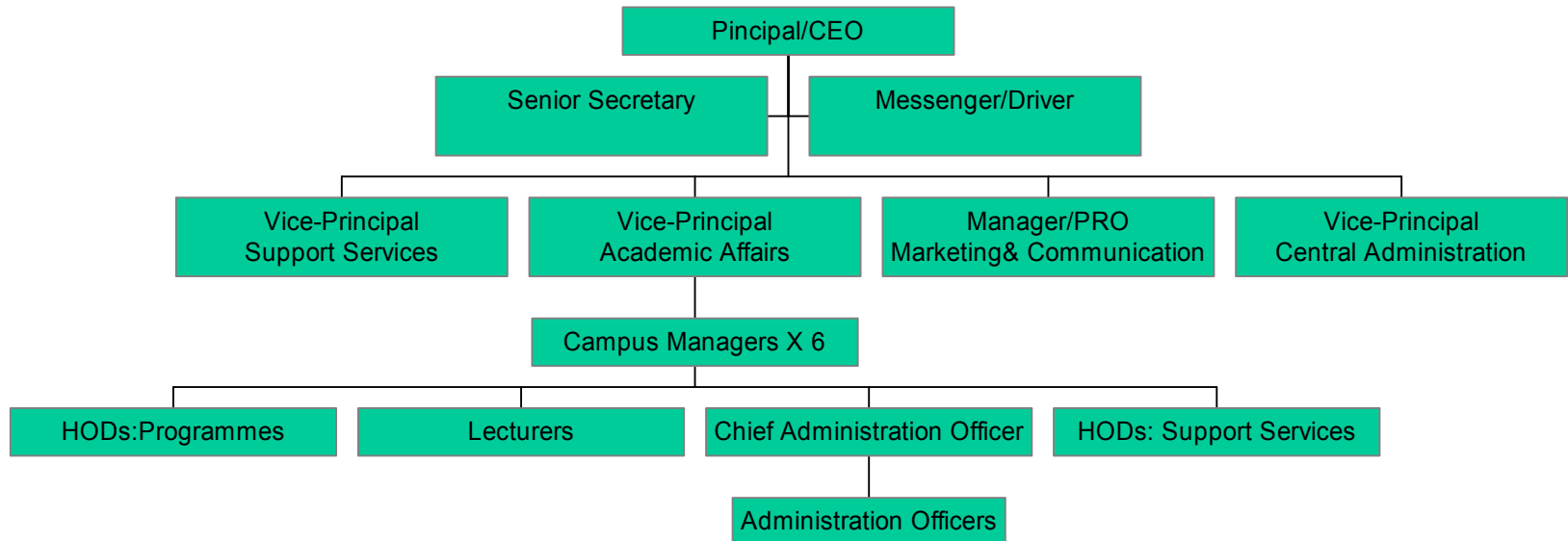
**WORKERS' COMPENSATION** - This coverage applies to all employees. You must report all accidents or incidents immediately to your supervisor.

### 2001-2002 Holiday Schedule

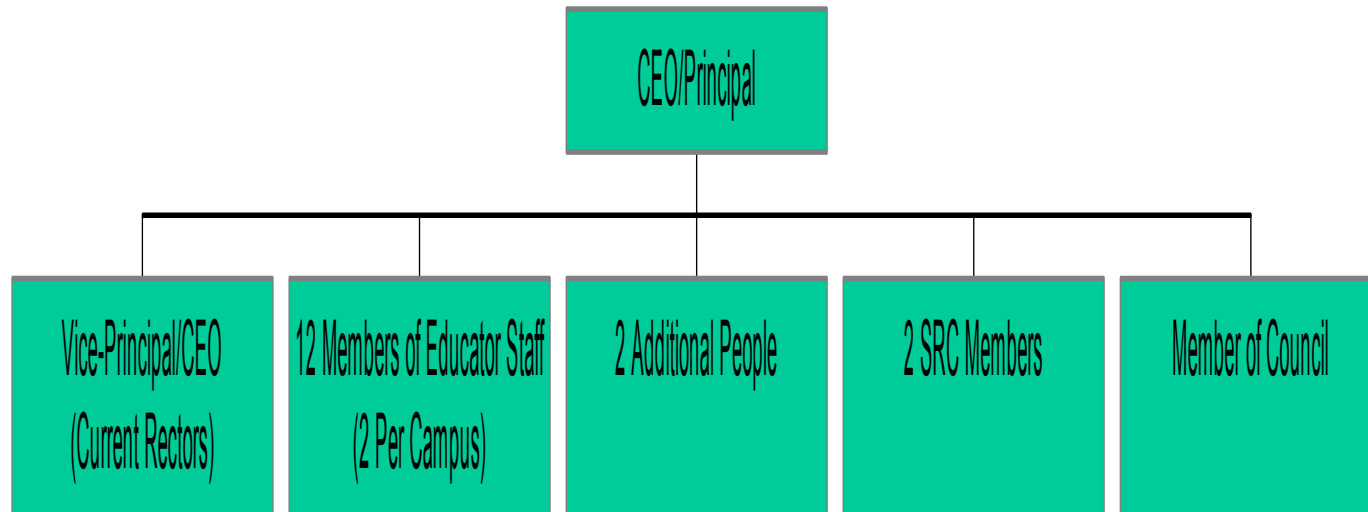
|                            |                   |
|----------------------------|-------------------|
| Independence Day           | 7/04/2001         |
| Labor Day                  | 9/03/2001         |
| Thanksgiving               | 11/21/01-11/23/01 |
| Winter Break               | 12/20/01-12/26/01 |
| Floating Holidays          | 12/27/01-12/28/01 |
| Winter Break               | 12/31/01          |
| New Years Holidays         | 1/01/2002         |
| Martin Luther King Jr. Day | 1/21/2002         |
| Spring Break               | 3/08/2002         |
| Spring Break               | 3/29/2002         |
| Memorial Day               | 5/27/2002         |

APPENDIX 10

Organisational Chart: Maluti FET College



**APPENDIX 11**





**APPENDIX 12**

**PROGRAMMES: MALUTI FET COLLEGE**

| Delivery Site  | Programme                 | NQF Level     | SETA  | Mode of Delivery      |
|----------------|---------------------------|---------------|-------|-----------------------|
| Bethlehem      | Introductory Course       | 5             | ETDP  | Full-Time             |
|                | Public Management         | 5             | ETDP  | Full-Time             |
|                | Management Assistant      | 5             | ETDP  | Full-Time/ Part-Time  |
|                | Business Management       | 5             | ETDP  | Full-Time             |
|                | Marketing Management      | 5             | ETDP  | Full-Time/ Part-Time  |
|                | Human Resource Management | 5             | ETDP  | Full-Time             |
|                | Business Studies          | 4             | ETDP  | Full-Time / Part-Time |
|                | CPP                       | 5             |       | Full-Time / Part-Time |
|                | Engineering               | 4             |       | Full-Time /Part-Time  |
|                | Art                       | 4             |       | Full-Time / Part-Time |
|                | Hair Care                 | 4             |       | Full-Time / Part-Time |
|                | Modern Educ. Dance        | 4             |       | Part-Time             |
|                | Child Art                 | 4             |       | Part-Time             |
| Lere LA Tshepe | Business Studies          | 4             | ETDP  | Full-Time / Part-Time |
|                | Hospitality and Catering  | 4             | THETA | Full-Time             |
|                | Clothing Production       | $\frac{3}{4}$ | THETA | Full-Time             |
|                | Art and Design            | 5             | THETA | Full-Time             |

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|            |                                   |   |       |           |
|------------|-----------------------------------|---|-------|-----------|
|            | Resource Based Learning           | 5 |       | Full-Time |
|            | Matric Finishing                  | 4 |       | Full-Time |
|            | Micro Enterprises                 | 1 |       | Part-Time |
|            | Micro MBA                         | ½ |       | Part-Time |
|            | Photography                       | 2 |       | Full-Time |
|            | Tourism                           | 5 | THETA | Full-Time |
|            | Food Service and Catering         |   |       | Full-Time |
|            | Needle Clothing Technology        |   |       | Full-Time |
|            | Flower Arrangement                |   |       | Part-Time |
| Kwetlisong | Computer Practice and Typing Tech | 4 | ETDP  | Full-Time |
|            | Applied Accounting                | 4 | ETDP  | Full-Time |
|            | Business Practice                 | 4 | ETDP  | Full-Time |
|            | Economic and Legal Environment    | 4 | ETDP  | Full-Time |
|            | Business English                  | 4 | ETDP  | Full-Time |
|            | Sake Afrikaans                    | 4 | ETDP  | Full-Time |
|            | Office Practice                   | 4 | ETDP  | Full-Time |
|            | Public Practice                   | 4 | ETDP  | Full-Time |

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|             |  |               |         |           |
|-------------|--|---------------|---------|-----------|
|             | Public Administration                                | 4             | ETDP    | Full-Time |
|             | Small Business<br>Management and<br>Entrepreneurship | 4             | ETDP    | Full-Time |
|             | Information Process                                  | 4             | ETDP    | Full-Time |
|             | Mechanical<br>Engineering                            | $\frac{3}{4}$ | MERSETA | Full-Time |
|             | Electrical Engineering                               | 4             | MERSETA | Full-Time |
|             | Civic Engineering                                    | $\frac{3}{4}$ | MERSETA | Full-Time |
|             | Secretarial Course                                   |               | ETDP    | Full-Time |
|             | Needlework-formal                                    |               |         | Full-Time |
|             | Cooking-formal and<br>Non-formal                     |               |         | Full-Time |
| Itemoheleng | Metalwork  | $\frac{3}{4}$ | MERSETA | Full-Time |
|             | Fitting and Machining                                | 3             | MERSETA | Full-Time |
|             | Motor Vehicle<br>Maintenance                         | $\frac{3}{4}$ | MERSETA | Full-Time |
|             | Civic Engineering                                    | $\frac{3}{4}$ | CETA    | Full-Time |
|             | Electrical and<br>Electronic Field of<br>study       |               |         | Full-Time |
| Sefikeng    | Grade 12 (Matric                                     | 2/3           | ETDP    | Full-Time |

|          |                                |     |      |           |
|----------|--------------------------------|-----|------|-----------|
|          | Finishing)                     |     |      |           |
| Bonamelo | Grade 12 (Matric<br>Finishing) | 2/3 | ETDP | Full-Time |

**APPENDIX 13**  
**Research Questionnaire**

**Community Colleges as Providers of  
 Vocational - Technical Education**

Respondent number

V1 

|  |  |  |
|--|--|--|
|  |  |  |
|--|--|--|

 1

**SECTION 1 BIOGRAPHICAL**

**INFORMATION**

Please supply the information required below by **circling** the appropriate **number** in a shaded box or by writing your response on the shaded area. Please respond to all questions.

1.1. In which Town do you reside?

|  |  |
|--|--|
|  |  |
|--|--|

V2 

|  |  |
|--|--|
|  |  |
|--|--|

 4

1.2. What is your gender?

|        |          |
|--------|----------|
| Male   | <b>1</b> |
| Female | <b>2</b> |

V3 

|  |
|--|
|  |
|--|

 6

1.3. Please supply your age (in **completed** years)

|  |  |
|--|--|
|  |  |
|--|--|

V4 

|  |  |
|--|--|
|  |  |
|--|--|

 7

1.4. What racial group are you?

|          |          |
|----------|----------|
| Black    | <b>1</b> |
| Coloured | <b>2</b> |
| Indian   | <b>3</b> |
| White    | <b>4</b> |

V5 

|  |
|--|
|  |
|--|

 9

1.5. What is your highest education qualification?

|  |  |
|--|--|
|  |  |
|--|--|

V6 

|  |  |
|--|--|
|  |  |
|--|--|

 10

1.6. Where did you obtain your highest education

qualification?

|                        |   |
|------------------------|---|
| University             | 1 |
| Technikon              | 2 |
| College of Education   | 3 |
| Technical College      | 4 |
| Secondary School       | 5 |
| Primary School         | 6 |
| Other( Please specify) | 7 |
|                        |   |

v7   12

1.7. Which one of the following sectors do you represent?

|                        |   |
|------------------------|---|
| Commerce / Industry    | 1 |
| Education Department   | 2 |
| FET Institution        | 3 |
| Parent Body            | 4 |
| School Educator        | 5 |
| Technikon              | 6 |
| University             | 7 |
| Other (Please specify) | 8 |
|                        |   |

v8   14

## SECTION 2 Your Views on Adult Education, Higher Education, Community Colleges and Vocational Education.

In this section you are kindly requested to express your views on adult education, higher education, community colleges and vocational education by indicating the degree to which you agree or disagree with the statements listed below. Please convey your views by **circling** the appropriate number in the shaded area according to the following scale:

- 5** = Strongly Agree (SA)  
**4** = Agree (A)  
**3** = Uncertain (U)  
**2** = Disagree (D)  
**1** = Strongly Disagree (SD)

There are no right or wrong answers. Please respond in accordance with your opinion.

|      | <b>Statement</b>   | <b>SA</b> | <b>A</b> | <b>U</b> | <b>D</b> | <b>SD</b> |     |                      |    |
|------|--|-----------|----------|----------|----------|-----------|-----|----------------------|----|
| 2.1  | There are insufficient opportunities for adults to gain higher education in the Eastern Free State.  | 5         | 4        | 3        | 2        | 1         | V9  | <input type="text"/> | 16 |
| 2.2  | There are presently inadequate education opportunities for out-of-school youth in the Eastern Free State.  | 5         | 4        | 3        | 2        | 1         | V10 | <input type="text"/> | 17 |
| 2.3  | The geographical location of universities and technikons prevents most individuals in the Eastern Free State from improving their education qualifications.        | 5         | 4        | 3        | 2        | 1         | V11 | <input type="text"/> | 18 |
| 2.4  | There are inadequate opportunities in the Eastern Free State for working adults to improve their work-related skills.  | 5         | 4        | 3        | 2        | 1         | V12 | <input type="text"/> | 19 |
| 2.5  | Fees at universities and technikons are not affordable to the majority of prospective students in the Eastern Free State.  | 5         | 4        | 3        | 2        | 1         | V13 | <input type="text"/> | 20 |
| 2.6  | There are no training opportunities for unemployed persons in the Eastern Free State.  | 5         | 4        | 3        | 2        | 1         | V14 | <input type="text"/> | 21 |
| 2.7  | Education institutions in the Eastern Free State do not cater for the citizens' personal interest needs such as cultural and recreational needs.                   | 5         | 4        | 3        | 2        | 1         | V15 | <input type="text"/> | 22 |
| 2.8  | The admission policies of universities and technikons prevent large numbers of prospective students in the Eastern Free State from proceeding to Higher Education. | 5         | 4        | 3        | 2        | 1         | V16 | <input type="text"/> | 23 |
| 2.9  | Universities and technikons in South Africa do not cater for the needs of educationally disadvantaged students.  | 5         | 4        | 3        | 2        | 1         | V17 | <input type="text"/> | 24 |
| 2.10 | Present university and technikon programmes in South Africa do not cater for the needs of communities in the Eastern Free State.                                   | 5         | 4        | 3        | 2        | 1         | V18 | <input type="text"/> | 25 |

|      | <b>Statement</b>   | <b>SA</b> | <b>A</b> | <b>U</b> | <b>D</b> | <b>SD</b> |     |                      |    |
|------|--|-----------|----------|----------|----------|-----------|-----|----------------------|----|
| 2.11 | It would be advisable to introduce community colleges in the Eastern Free State.   | 5         | 4        | 3        | 2        | 1         | V19 | <input type="text"/> | 26 |
| 2.12 | Community colleges would be an appropriate strategy to broaden education opportunities in the Eastern Free State.                                | 5         | 4        | 3        | 2        | 1         | V20 | <input type="text"/> | 27 |
| 2.13 | Some of the existing education institutions in the Eastern Free State should be converted into community colleges.                               | 5         | 4        | 3        | 2        | 1         | V21 | <input type="text"/> | 28 |
| 2.14 | Community college programmes will help to keep over-age students out of ordinary secondary schools.  | 5         | 4        | 3        | 2        | 1         | V22 | <input type="text"/> | 29 |
| 2.15 | Community colleges will become second-class institutions keeping disadvantaged students away from universities and technikons.                   | 5         | 4        | 3        | 2        | 1         | V23 | <input type="text"/> | 30 |
| 2.16 | The establishment of community colleges will only bring about insignificant changes in the education system of the Eastern Free State.           | 5         | 4        | 3        | 2        | 1         | V24 | <input type="text"/> | 31 |
| 2.17 | Community colleges could form the link between secondary schools and universities and technikons.  | 5         | 4        | 3        | 2        | 1         | V25 | <input type="text"/> | 32 |
| 2.18 | Community colleges would ease the pressure on universities and technikons by diverting ill-prepared students to cheaper intermediate programmes. | 5         | 4        | 3        | 2        | 1         | V26 | <input type="text"/> | 33 |
| 2.19 | American community college models should be used in the Eastern Free State to enable us to respond to local needs.                               | 5         | 4        | 3        | 2        | 1         | V27 | <input type="text"/> | 34 |
| 2.20 | It would be a good idea for you to encourage your relatives/friends to register at a community college should one be opened in your area.        | 5         | 4        | 3        | 2        | 1         | V28 | <input type="text"/> | 35 |
| 2.21 | Community colleges should be used by local communities as facilities that serve their personal interest needs.                                   | 5         | 4        | 3        | 2        | 1         | V29 | <input type="text"/> | 36 |



|             | <b>Statement</b>  | <b>SA</b> | <b>A</b> | <b>U</b> | <b>D</b> | <b>SD</b> |     |                         |
|-------------|---|-----------|----------|----------|----------|-----------|-----|-------------------------|
| <b>2.22</b> | Community colleges should cooperate with the government, commerce and industry in the training of personnel for these sectors.                                  | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V30 | <input type="text"/> 37 |
| <b>2.23</b> | Community colleges should offer courses that will enable students to obtain first-year credits at universities and technikons.                                  | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V31 | <input type="text"/> 38 |
| <b>2.24</b> | Community colleges should support students who are studying with distance education institutions.   | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V32 | <input type="text"/> 39 |
| <b>2.25</b> | Adult Basic Education and Training (ABET) programmes already offered in the Eastern Free State should be placed under the control of a local community college. | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V33 | <input type="text"/> 40 |
| <b>2.26</b> | Community colleges should offer Further Education and Training (FET) programmes.  | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V34 | <input type="text"/> 41 |
| <b>2.27</b> | Community colleges should offer job - specific skills programmes to unemployed persons.   | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V35 | <input type="text"/> 42 |
| <b>2.28</b> | Community colleges should offer developmental education programmes to ill-prepared students who wish to pursue Higher Education.                                | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V36 | <input type="text"/> 43 |
| <b>2.29</b> | Vocationally oriented education which caters for worker re-training and upgrading should be provided at community colleges.                                     | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V37 | <input type="text"/> 44 |
| <b>2.30</b> | Community colleges should offer special programmes for out-of-school youth which take into account reasons which led to their premature departure from school.  | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V38 | <input type="text"/> 45 |
| <b>2.31</b> | All individuals beyond the compulsory school-going age of 15 years should be offered admission at community colleges.   | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V39 | <input type="text"/> 46 |
| <b>2.32</b> | All individuals regardless of education qualifications should be offered admission at community colleges.   | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V40 | <input type="text"/> 47 |

|             | <b>Statement</b>   | <b>SA</b> | <b>A</b> | <b>U</b> | <b>D</b> | <b>SD</b> |     |                      |    |
|-------------|--|-----------|----------|----------|----------|-----------|-----|----------------------|----|
| <b>2.33</b> | Prospective community college Students should be tested on admission to determine competences necessary for entry into programmes of their choice.   | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V41 | <input type="text"/> | 48 |
| <b>2.34</b> | Developmental education programmes should be offered to prospective community college students who do not satisfy entry criteria to programmes of their choice.                                    | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V42 | <input type="text"/> | 49 |
| <b>2.35</b> | Prior learning or experience at the workplace should be recognised for admission and placement into appropriate levels at community colleges.  | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V43 | <input type="text"/> | 50 |
| <b>2.36</b> | Students should be allowed to transfer credits from community colleges to universities and technikons and <i>vice versa</i> .  | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V44 | <input type="text"/> | 51 |
| <b>2.37</b> | Community colleges should be accredited by a recognised body to ensure maintenance of standards.   | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V45 | <input type="text"/> | 52 |
| <b>2.38</b> | Community colleges should be governed by bodies consisting of local stakeholders, role players and interest groups.  | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V46 | <input type="text"/> | 53 |
| <b>2.39</b> | Community colleges should provide evening and weekend programmes for working adults.   | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V47 | <input type="text"/> | 54 |
| <b>2.40</b> | Through networks of Community Learning Centres (CLCs), community college programmes should be offered at a number of venues or sites such as church buildings, universities, community halls, etc. | <b>5</b>  | <b>4</b> | <b>3</b> | <b>2</b> | <b>1</b>  | V48 | <input type="text"/> | 55 |

Thank you for your time. Your contribution is appreciated.

## **APPENDIX 14**

### **Glossary of Terms Used in the Questionnaire**

#### **Adult Basic Education and Training (ABET)**

All learning and training programmes for adults, which lead to qualifications at level one on the National Qualifications Framework (NQF) as contemplated in the South African Qualifications Authority Act No.58 of 1995. It therefore includes learning and training programmes equivalent to grade 1 to 9 in the school system.

#### **Community College**

A post-secondary public or private institution offering courses usually offered during the first two years of a four-year degree at a university. These courses must be identical in scope and thoroughness with the corresponding courses of the standard university. The community college also develops a different type of curriculum suited to the larger and ever-changing educational, civic, social, religious and vocational needs of the entire community in which it is located.

#### **Community Learning Centre (CLC)**

Any site or venue where education and training programmes are offered by a community college. A single-purpose CLC is a venue where the community college offers a single programme, e.g. a literacy programme, while a multi-purpose CLC is a venue offering a number of separate programmes or activities.

#### **Developmental Education Programmes**

Education programmes that are built around the nucleus of basic skills courses. These include various strategies such as communication (reading, writing and speaking), quantification (calculation review) and a human development course emphasising the improvement of self- confidence, study skills, test taking, personal career planning, etc.

#### **Eastern Free State**

Part of the Free State Province constituting the Thabo Mofutsanyana Education District. It includes the following towns: Arlington, Bethlehem, Clarens, Clocolan, Ficksburg, Fouriesburg, Harrismith, Kestell, Lindley, Marquard, Memel, Paul Roux, Petrus Styn, Qwaqwa, Reitz, Senekal, Van Reenen, Vrede and Warden.

#### **Further Education and Training (FET)**

All teaching and training programmes leading to qualifications from level 2 to 4 on the National Qualifications Framework as determined in the South African Qualifications Authority (SAQA) Act No. 95 of 1995. Thus, FET includes learning programmes that correspond with grade 10 to 12 in the school system and N1 to N3 in the technical college system.

#### **Higher Education (HE)**

All learning programmes leading to qualifications higher than grade 12 or its equivalent in terms of the NQF as contemplated in the South African Qualifications Act, 1995 (Act 58 of 1995), and includes tertiary education as contemplated in Schedule 4 of the Constitution.

**Out-Of-School Youth**

Persons between the ages of 15 and 30 (inclusive), not currently being engaged in studies, having not studied as far as they wanted to in their education and expressing the desire to return to some form of education and training.

**Unemployed Persons**

Persons who are 15 years and older, who are not in paid employment or self-employed, are available for paid employment or self-employment and have the desire to work and to take up employment or self-employment.

**Vocational Education**

Specialised education, which is organised to prepare the learner for entrance into a particular occupation or family of occupations or to upgrade employed workers.

APPENDIX 15

# FREE STATE PROVINCE



Enquiries : Mrs M V Wessels/  
Reference no. : 16/4/1/39

Tel : (051) 404 8075  
Fax : (051) 4048074

2002-10-07

Mr L E Letsie  
P O Box 15109  
WITSIESHOEK  
9870

Dear Mr Letsie

## REGISTRATION OF RESEARCH PROJECT

1. This letter is in reply to your application for the registration of your research project.
2. Research topic: **THE ROLE OF COMMUNITY COLLEGES IN THE PROVISION OF VOCATIONAL-TECHNICAL EDUCATION WITH SPECIFIC REFERENCE TO THE EASTERN FREE STATE.**
3. Your research project has been registered and you may conduct research in the Free State Department of Education under the following conditions:
  - 3.1 Principals, educators, SMDs and Learning Facilitators participate voluntarily in the project.
  - 3.2 The names of the schools, principals, educators, SMDs and Learning Facilitators involved remain confidential.
  - 3.3 The interviews take place outside the normal tuition time of the school.
  - 3.4 You consider making the suggested changes to the questionnaires.
  - 3.5 This letter is shown to all participating persons.
4. You are requested to donate a report on this study to the Free State Department of Education. It will be placed in the Education Library, Bloemfontein.
5. Once your project is complete, we should appreciate it if you would present your findings to the relevant persons in the FS Department of Education. This will increase the possibility of implementing your findings wherever possible.
6. Would you please write a letter **accepting the above conditions**? Address this letter to:

The Head: Education, for attention: CES: IRRISS  
Room 1213, C R Swart Building  
Private Bag X20565, BLOEMFONTEIN, 9301
7. We wish you every success with your research.

Yours sincerely

HEAD: EDUCATION

**APPENDIX 16  
Covering Letter to School Principals**

**Letsie L.E.**

*P O Box 15109  
Witsieshoek  
9870*

*Phone: 0587132681(H)  
0587130211 (W)  
Cell: 0845562127  
Email [letsie@xsinet.co.za](mailto:letsie@xsinet.co.za)*

---

Dear Sir/Madam

28 October 2002

**Request for Permission to Undertake Research in Your School**

This letter serves as a humble request for you and nine other educators in your school (balanced, where possible, in terms of gender, race and grade taught) to participate in a research project on community colleges as providers of continuing education in the vocational - technical sector. The objectives of the research are:

- To evaluate community colleges in order to consider their contribution to continuing education for the vocational-technical sector.
- To determine the need for the establishment of community colleges in the Eastern Free State.
- To provide a framework for the establishment of community colleges in the Eastern Free State.

It would be highly appreciated if you and your selected colleagues could take time to complete the accompanying questionnaires at your earliest convenience and return them in the self addressed envelopes or hand them over to the contact person who brought them to you. Please be assured that the information you give will remain strictly confidential and will be used for research purposes only and that no attempt will be made to identify the respondents to the questionnaire.

Thank you for your attention,

Yours sincerely

.....  
L.E. Letsie

## APPENDIX 17

### Covering Letter to the Respondents

# **Letsie L.E.**

*University of The North (Qwaqwa Campus)  
Faculty of Education  
Private Bag X 13  
Phuthaditjhaba  
9866*

*Phone: 058 7130211 (W)  
058 7132681 (H)  
Cell: 0845562127  
Fax: 058 7130180  
E mail: [letsie@xsinet.co.za](mailto:letsie@xsinet.co.za)*

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Dear Colleague

20 November 2002

This letter serves as a humble request for you to participate in a research project on community colleges as providers of continuing education in the vocational-technical sector. The objectives of the research are:

- To evaluate community colleges in order to consider their contribution to continuing education for the vocational-technical sector.
- To determine the need for the establishment of community colleges in the Eastern Free State.
- To provide a framework for the establishment of community colleges in the Eastern Free State.

Your participation in this project will be extremely helpful in making it a success. Since community colleges are not such a familiar concept in South Africa, it is hoped that the information provided below about community colleges will assist you in responding to some of the items in the questionnaire.

1.A community college is a post-secondary public or private institution offering courses usually offered during the first two years of a four-year degree at a university. These courses must be identical in scope and thoroughness with the corresponding courses of the standard university. The community college also develops a different type of curriculum suited to the larger and ever-changing educational, civic, social, religious and vocational needs of the entire community in which it is located.

2. Community colleges are an American invention. The first one was established in Illinois in 1901 and they have since increased in number to such an extent that there are presently 1166 of them in the USA.

3. American community colleges were established with the purpose of broadening education opportunities to American citizens. They were also established as a result of a commitment to be different from traditional higher education. The emphasis is on access, and a convenient location of services.

4. The following are some of their distinguishing features:

- They have open-door policies, i.e. all students beyond the compulsory school-going age are admitted irrespective of their educational background.
- They respond to the needs of the communities they serve.
- They serve diverse student populations in terms of race, age, type of attendance (part-time/full-time), socio-economic background, gender and disabilities.
- They charge low fees compared to traditional higher education institutions.
- They are organised in such a way that there is one within commuting distance of every American citizen. As a result, most of them do not have boarding and lodging facilities.
- Programmes offered at community colleges include:
  - ☞ *General Education* which may be seen as a process of developing a framework on which to place knowledge stemming from various sources, of learning to think critically, develop values, understand traditions, respect diverse cultures and opinions and most important, put that knowledge to use.
  - ☞ *Vocational Education*, which is education, designed to develop skills, abilities, understandings, attitudes, work habits and appreciations needed by workers to enter and make progress in employment on a useful and productive basis.
  - ☞ *Transfer Education* through which the community college provides the student with general education that fulfils the requirements of the first two years of a four-year degree at a university, thus preparing them to transfer to a university after two years.



- ☛ *Developmental education*: May be construed as a sub-discipline of the field of education concerned with improving the performance of under-prepared students at tertiary institutions.
- ☛ *Community Service/Education* which consists of educational, cultural and recreational services which an educational institution may provide for its community in addition to its regularly scheduled day and evening classes.

5 Finally, a careful study of the development of American community colleges shows that these institutions have been especially important to people whose educational options have been limited by a variety of circumstances.

It would be highly appreciated if you could take time to complete the accompanying questionnaire at your earliest convenience and return it in the self addressed envelope or hand it over to the contact person who brought it to you. Please rest assured that the information you give will remain strictly confidential, that the information will be used for research purposes only and that no attempt will be made to identify any of the respondents to the questionnaire.

Thanking you in anticipation,

Yours sincerely

.....

L.E. Letsie