GUIDELINES FOR STRUCTURING AND MANAGING MULTI-PURPOSE COMMUNITY LEARNING CENTRES

by

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To God, the honour and the glory for blessings undeserved!

DECLARATION

"I, ANDRIES JACOBUS BESTER, declare that

GUIDELINES FOR STRUCTURING AND MANAGING MULTI-PURPOSE COMMUNITY LEARNING CENTRES

is my own work. Sources used in this study have been fully indicated and acknowledged by means of complete references".

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SUMMARY

Widespread social and economic changes, together with rapid development in technology, are very evident both globally and locally. These changes require adaptations and responses to be made, particularly to the knowledge, skills and value systems that underpin social and economic structures. The primary means for affecting these adaptations and responses are through education and training systems.

Significant restructuring of the fundamentals of the South African education and training system is underway. Change is evident primarily at strategic levels and to a lesser extent at operational levels. This study investigates responses that can be made at the operational level.

Community learning centres, or CLCs, are examined in terms of their potential as institutions that can offer learning programmes and facilities that are responsive to education and training needs of stakeholders in communities. These stakeholders are identified as learners in the community involved in formal and non-formal learning; national, provincial and local government; donor and development agencies; neighbouring industry and organised labour.

This study begins with an examination into broader socio-economic developments and issues that can influence services offered by CLCs. These issues include globalisation, changing approaches to education and training and the impact of converging technologies on education and training.

Further education and training (FET) and skills development programmes are then scrutinised. These two education and training strategies are considered pivotal to meaningful future South African socio-economic development, which motivates the need to find innovative implementation approaches.

Community centres are then generally reviewed, with emphasis shifting

to CLCs. CLCs are considered within the context of implementing FET strategies and skills development programmes.

Guidelines are then formulated for CLCs to structure their institutional profile to that of a "flexible, resource-based learning institution". This format emerges from the study as being the most suitable for implementing FET strategies and skills development programmes.

Key words

community learning centres

further education and training

Learnerships

skills development programmes

lifelong learning

flexible, resource-based learning

strategic management

distance education

integration of education and training

convergence of information and communication technologies

OPSOMMING

Sosiale en ekonomiese verandering, gepaardgaande met die snelle ontwikkeling in tegnologieë het 'n belangrike uitwerking op wêreldgemeenskappe. Hierdie veranderinge vereis sekere aanpassings en reaksies van gemeenskappe, veral t.o.v. die kennis, vaardighede en waardesisteme wat die sosiale en ekonomiese terreine ten grondslag lê. Dit is grootendeels d.m.v. onderwys en opleiding dat die gemeenskap hierop kan reageer.

Betekenisvolle herstrukturering van die basiese Suid-Afrikaanse onderwys en opleiding is aan die gang. Verandering is sigbaar veral op strategiese vlakke, en, tot 'n mindere mate, op operasionele vlakke. Hierdie studie ondersoek die respons wat op operasionele vlak gemaak kan word.

Die studie ondersoek die vermoë van Gemeenskapsonderrigsentrums om leerprogramme en fasiliteite te skik na die onderwys en opleidingsbehoeftes van belangegroepe in bepaalde gemeenskappe. Hierdie belangegroepe is geïdentifiseer as leerders in die gemeenskap wat betrokke is in formele en nie-formele onderrig; nasionale, provinsiale en plaaslike bestuur; skenker en ontwikkelingsagentskappe; aanverwante industrieë en die georganiseerde arbeid. Hierdie studie begin met 'n ondersoek na breër sosio-ekonomiese ontwikkelings en aspekte wat 'n invloed kan hê op die dienste wat Gemeenskapsonderrigsentrums aanbied. Hierdie aspekte sluit in globalisering, veranderende benaderings tot onderwys en opleiding en die invloed van gepaardgaande tegnologieë op onderwys en opleiding.

Verdere Onderwys en Opleiding (VOO) en vaardigheidsontwikkelingprogramme word ondersoek. Hierdie twee onderwys en opleidings-strategieë word beskou as deurslaggewend vir betekenisvolle toekomstige Suid-Afrikaanse sosio-ekonomiese ontwikkeling, wat die behoefte skep om innoverende benaderings te volg.

'n Algemene oorsig van gemeenskapssentrums word gegee, met 'n klemverskuiwing na Gemeenskapsonderrigsentrums. Gemeenskaps-onderrigsentrums word beskou binne die konteks van die implementering van VOO strategieë en vaardigheidontwikkelingsprogramme.

Riglyne word geformuleer vir Gemeenskapsonderrigsentrums om die struktuur van hulle organisasies te verander na "buigsame, hulpbrongebaseerde onderriginstellings". Die model blyk uit die studie as die mees geskikte model vir die implementering van VOO strategieë en vaardigheidontwikkelingsprogramme te wees.

Trefwoorde

Gemeenskapsonderrigsentrums

Verdere Onderwys en Opleiding

Leerderskapprogramme

Vaardigheidontwikkelingsprogramme

Lewenslange leer

Buigsame, hulpbrongebaseerde onderriginstellings

Strategiese bestuur

Afstandsonderrig

Integrering van Onderwys en Opleiding

Informasie en kommunikasie tegnologieë

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CHAPTER 1

INTRODUCTION, PROBLEM STATEMENT, AIMS OF RESEARCH AND RESEARCH PROGRAMME

1.1 INTRODUCTION

South Africa has, in the past two decades, experienced rapid and widespread change. A great deal of this change can be ascribed to the events surrounding the first democratic election in 1994, and is reflected in our current social, economic, judicial and political systems. International trends have also contributed toward this change. These external factors include the development and proliferation of information and communication technologies, the decline in influence of notable ideologies such as communism, the pre-eminence of capitalism, the ascendancy of democracy, and the development of a global economy.

Change generally has an impact on education. It is therefore necessary to reflect on those elements of socio-economic and technological change, which may have a significant influence on the South African education and training system and guide stakeholders to adapt to the current system.

This dissertation is thus an attempt to consider trends in local and global change. It is also an attempt to consider demands on the education and training system, particularly further education and training, as it responds to change. More specifically, this dissertation will examine ways in which education can respond to change by offering an alternative education and training institution, namely the "community learning centre". Guidelines will subsequently be provided on how these institutions can be structured and managed, particularly within the context of further education and training requirements.

1.2 CHANGE IN EDUCATION

The current education system in South Africa is undergoing fundamental transformation and change. The adoption of the new Constitution of South Africa, the *Bill of Rights* emanating from the Constitution in May 1996, and the *White Paper on Education and Training* of 1995 have all substantially influenced the nature and substance of educational change in South Africa.

The *Bill of Rights* provided impetus for change in education by entrenching the fundamental human right to basic and further education. This fundamental right is seen as the basis for providing educational opportunities to all citizens through which they can meet their basic learning needs, develop their capacities fully, live and work in dignity, improve the quality of their lives, make informed decisions and have access to continued learning opportunities (*White Paper on Education and Training*, 1995:40). Pertinent to this research is the right of all citizens to have equal access to educational opportunities and institutions.

This fundamental legislation gave education a certain direction. On the one hand, it was necessary for the Ministry of Education to create an education system providing greater access, equity, redress and improved quality of education (*White Paper on Education and Training*, 1995:21). On the other hand, education had to be more responsive to the demands of the world of work. The direction designated for the new educational dispensation, as suggested in the *White Paper on Education and Training* of 1995, is underpinned and characterised by:

♦   the convergence of education and training;
♦   a National Qualifications Framework (NQF);
♦   lifelong learning; and
♦   Outcomes Based Education.

These aspects necessitate the search for innovative and effective ways to introduce changes and to provide educational opportunities. One emerging option is through the more extensive use of "community learning centres" as alternative educational institutions.

1.3 COMMUNITY LEARNING CENTRES

Official reference to community learning centres is found in the *White Paper on Education and Training* (1995:31). These centres are referred to within the context of venues for the provision of Adult Basic Education and Training (ABET) programmes. Community learning centres are, moreover, also described as an institutional innovation that the Ministry of Education wishes to see investigated quite urgently. Significantly, the suggestion was also made that they form an essential part of the infrastructure required for the realisation of open learning approaches throughout the education and training system. This particular statement has provided the stimulus to consider and research the possibilities of these centres functioning within the broader education and training infrastructure, rather than being restricted to providing only ABET programmes.

1.4 DEMARCATION OF THE FIELD OF STUDY

The potential of community learning centres is being recognised in various circles. According to Butcher (Benjamin, 1998:54), the National Commission on Higher Education (NCHE) has argued for maximising "...the use of the large number of educational facilities in the country by establishing a national network of learning centres that would be focal points for learner support activities associated with distance education programmes".

The Department of Education has also given attention to the community centre concept. The *Technology Enhanced Learning Investigation in South Africa: A Discussion Document* (1996:114-115) proposes that these centres serve as locations for education and training programmes, ranging

from informal programmes to tutorial support for formal distance education programmes. This document suggests further that initiatives involving existing and planned community centres should be integrated and become part of the educational infrastructure. The document also states that it is essential to equip communities with the institutional capacity to set up and manage these centres effectively. The focus of this study will thus be on creating a framework for structuring and managing, and, ultimately, sustaining existing and future centres.

With the current need for education, the community learning centre concept needs to be extended. Many centres have already been established and many more are being established with Government support. To integrate these centres successfully into the educational infrastructure, official education providers will have to take responsibility for providing direction, resources and management guidelines. There are currently no management guidelines available to public and private education and training providers to define, establish, structure, manage or sustain these centres.

The core of this study will focus on defining, structuring and managing an institution that acts in response to certain wider socio-economic issues and the unique education and training requirements of communities.

1.5   FORMULATION OF THE RESEARCH PROBLEM

The essential problem to be resolved in this research project is: How can multi-purpose community learning centres be structured and managed to meet the education and training needs of communities, specifically, the need for further education and training; and how can community learning centres develop their marketable skills?

More specific related questions are:

♦ Can technologies be used to assist in the provision of education and training?

♦ If technologies can be used in the provision of education and training, how can they be used?

♦ What current education and training approaches and methodologies can be used to offer meaningful learning opportunities to members of the community, particularly if many are part-time students?

♦ What role can community learning centres play in providing education and training opportunities?

♦ How suitable are community learning centres for implementing further education and training, and skills development strategies?

♦ Who are the stakeholders in the community who should be involved in supporting and benefiting from the potential services offered by community learning centres?

♦ How should community learning centres determine the education and training services that they can feasibly offer a community?

♦ How should community learning centres structure their functions to be more easily managed?

The essential hypothesis of this study is that there is a relationship between clear structure and management guidelines emanating from focussed aims and objectives, and the ability of community learning centres to offer relevant and effective education and training programmes.

1.6 AIMS AND OBJECTIVES OF THE RESEARCH

This research aims to develop guidelines for community learning centres to be responsive to community education and training needs, to offer relevant and effective education and training programmes and to structure and manage their activities to be relevant and effective in order to maximise

benefit to the community. These guidelines are to be provided within the context of the further education and training and skills development strategies of the Departments of Education and Labour. They are intended for government departments supporting implementation and for managers of existing and new community learning centres.

The areas of focus will be:

♦ understanding current social, economic and technological trends influencing communities;
♦ understanding current education and training provision in response to social, economic and technical developments;
♦ understanding the further education and training strategies of the Department of Education as part of the initiative to develop human resources;
♦ understanding the skills development strategies of the Department of Labour as part of the initiative to develop human resources;
♦ determining strategies for community learning centres to clarify their aims and objectives regarding community education and training needs;
♦ determining the education and training services that community learning centres can offer, and how these can be structured and managed for effective and efficient delivery.

1.7 RESEARCH METHODOLOGY

The multi-purpose community learning centre is a very recently developed concept. The idea has thus far generated a great deal of discussion and written documentation amongst non-governmental organisations (NGOs), parastatals and the Department of Education. A qualitative research methodology seems appropriate for this study because few multi-purpose community learning centres currently exist and the conceptual framework, within which guidelines are to be provided, still needs to be established.

Providing guidelines and the conceptual framework will entail a literature survey of the Department of Education's policy documents and discussion papers, together with NGO and parastatal research documents. Interviews with managers of centres will also be undertaken.

1.8 CLARIFICATION OF CONCEPTS

Because the idea of a community learning centre has only recently entered mainstream education, interest groups and stakeholders have a vague and varied understanding of the concept. An exposition is therefore provided of key concepts, as they are understood within the context of this research.

1.8.1 Community learning centres

In one description of community learning centres, they are referred to as any venue or site where community education programmes, relevant to the expressed needs of a community, are offered by one or more institutions or NGOs. These centres can be located in any public building, school, church or community hall that is easily accessible to the local community. Thus, the key characteristics of CLCs are flexibility, responsiveness to local needs and the creative and efficient use of available resources and infrastructure (Mokgatle 1995:5).

Official documentation envisages these centres as part of a network of facilities that offer regular support and services to a variety of students pursuing their learning goals. These centres have the potential to be connected electronically to almost unlimited data sources and networks. Community learning centres are considered to be an essential part of the infrastructure required for the realisation of open learning approaches throughout the education and training system (*White Paper on Education and Training*, 1995:31).

1.8.2   Multi-purpose community centres

"Multi-purpose community centres" is the term most commonly used when
referring to centres offering services to the community. Benjamin (1998:43)
describes these centres as structures that enable communities to manage
their own development, provide access to appropriate information,
facilities, resources, training and services. Benjamin sees the sharing of
facilities and the collaboration of providers resulting in more cost-effective
and efficient provision of services. The services provided will vary and will
depend on the needs and priorities of the community. These services can
include:

- community information centres;
- government information centres;
- education and training facilities;
- resource centres;
- small business support;
- developmental and entrepreneurial services.

Benjamin (1998:5) states further that the term "multi-purpose" refers to
various sectors that offer services such as information, housing, adult basic
education and training, health, culture, small business development,
various types of employment, welfare and social interaction. Staff in multi-
purpose community centres are generally information and facilitation
officers with a variety of skills.

1.8.3   Learners

"Learners" can be described as those persons involved in formal
relationships with providers of education and training. The relationships
aim to provide the learners with teaching, learning, assessment, and formal
recognition of specified knowledge, skills, and abilities. The relationship
may cover a particular combination of knowledge, skills and abilities, (for

example, those associated with a particular vocation), in which case it usually takes the form of formal qualifications (*Technology Enhanced Learning: Discussion Document*, 1996:5).

1.8.4 Community

Benjamin (1998:43) refers to a "community" as stakeholders within a specific locality. Stakeholders are seen as representative organisations, such as individual residents, local authorities, business and appointed development agents, all with proven interests (stakes) in the community. Provincial government would also have a stake in local communities because of the services it provides, e.g. libraries.

1.8.5 Centre

A "centre" is also described by Benjamin (1998:5) as "a building or a cluster of buildings within walking distance of each other". It is explained that centres should be accessible by public transport.

1.8.6 Further education and training

Further education and training (FET) refers to all learning and training programmes from National Qualifications Framework (NQF) levels 2 to 4, or the equivalent of Grades 10 to 12 in the school system. It is the band within the NQF that follows directly on the general education and training (GET) band and precedes the higher education (HE) band. Learners enter FET after the completion of the compulsory phase of education at Grade 9 or Level 1 of the NQF.

FET is not compulsory education. It has no age limit and its goal is to promote lifelong learning and on-the-job education (*Green Paper on Further Education and Training*, 1998:3).

1.8.7 Learnerships

"Learnerships" are primarily workplace learning programmes that are supported by structured institutional learning and result in a qualification. Learnerships are a mechanism aiming at promoting the levels of skills of South Africans, through facilitating the linkage between structured learning and work experience in order to obtain a registered qualification that signifies work readiness. Learnerships could also be described as a more flexible and modern form of an apprenticeship (*Education White Paper 4*, 1998:42).

1.8.8 Skills programmes

The *Skills Development Act* (1998:24) describes "skills programmes" as "programmes that are occupationally based and, when completed, will constitute a credit towards a qualification registered in terms of the NQF".

According to *A Framework for Establishing Learnerships and the Quality Assurance Functions of SETAs and Training Authorities* (1999:29), skills programmes are clusters of unit standards in skills-based learning modules that can assist in generating income. While they do not result in a qualification themselves, they should always be understood as leading to a learnership or a qualification. Although skills programmes provide immediate access to income-generating skills, they should not be seen as a way of avoiding the more substantial skills intervention contained in the learnership system, which is ultimately more comprehensive. These programmes are also often referred to as "skills development programmes".

1.8.9 Lifelong learning

"Lifelong learning" is ongoing learning through a continuously supportive process that encourages and empowers individuals to acquire and apply

the knowledge, values, skills and critical understanding required to confidently and creatively respond to the challenges of a changing social, political and economic environment (*Education White Paper 4*, 1998:42).

1.8.10 Resource-based learning

"Resource-based learning" refers to the increasing use of a variety of media, methods and mechanisms, including computer-based and audio-visual instruments and programmes, to meet the different needs of learners in a rapidly changing educational situation with a diminishing dependence on face-to-face communication (*Education White Paper 4*, 1998:43).

1.8.11 Strategic management

According to van der Waldt & Knipe (1998:90), "strategic management involves the re-positioning of an institution to adapt to environmental forces of change. The word 'strategic' indicates a change or transformation of the whole institution's vision, mission and aims. The institution therefore undergoes a complete transformation process".

1.9 STRUCTURE OF THE RESEARCH

1.9.1 The research programme

CHAPTER 1

INTRODUCTION, PROBLEM STATEMENT, AIMS OF RESEARCH AND RESEARCH PROGRAMME

The reader is introduced to the theme of the research. Concept clarification, an outline of the research problem, as well as a statement of the aims and objectives, are provided.

CHAPTER 2

FACTORS INFLUENCING THE MANNER IN WHICH COMMUNITY LEARNING CENTRES (CLCs) FUNCTION IN THE RSA

Current socio-economic trends that can influence the functioning of CLCs are reviewed. These trends include legislation, developments in technology, new approaches in teaching and learning and an emerging Afro-centric approach to management.

CHAPTER 3

PROVIDING FURTHER EDUCATION AND TRAINING AND SKILLS DEVELOPMENT PROGRAMMES THROUGH COMMUNITY LEARNING CENTRES

Further education and training (FET) strategies are scrutinised. Consideration is given to the purpose of FET; constituting FET institutions; partnerships; envisaged methods of delivery; implementing FET strategies at institutional level and the implications of FET for CLCs.

CHAPTER 4

THE COMMUNITY LEARNING CONCEPT AND ITS POTENTIAL IN SOUTH AFRICAN EDUCATION AND TRAINING

Attention is given to understanding the concepts of community centres, multi-purpose community centres and the community learning centre (CLC). Consideration is also given to the potential role that CLCs can play in the South African education and training environment.

CHAPTER 5

GUIDELINES FOR STRUCTURING AND MANAGING COMMUNITY LEARNING CENTRES

Guidelines are provided for structuring and managing CLCs, particularly as flexible, resource-based learning institutions. Aspects that influence the structural and management guidelines, and define the role and functions of CLCs through strategic management processes, are included.

CHAPTER 6

OVERVIEW, CONCLUSIONS AND RECOMMENDATIONS

The closing chapter deals with the findings emerging from the literature study. Recommendations and conclusions are included.

1.9.2 FLOWCHART OF THE STRUCTURE

**I
INTRODUCTION**

- introduction
- scope of the study
- aims and the research programme

**II
INFLUENCES**

- legislation
- socio-economic trends
- new approaches to management

**III
FURTHER EDUCATION AND TRAINING**

- purpose
- institutions
- programmes
- partnerships
- delivery
- implementation
- requirements

**IV
COMMUNITY LEARNING CENTRES**

- concept
- status
- potential
- role
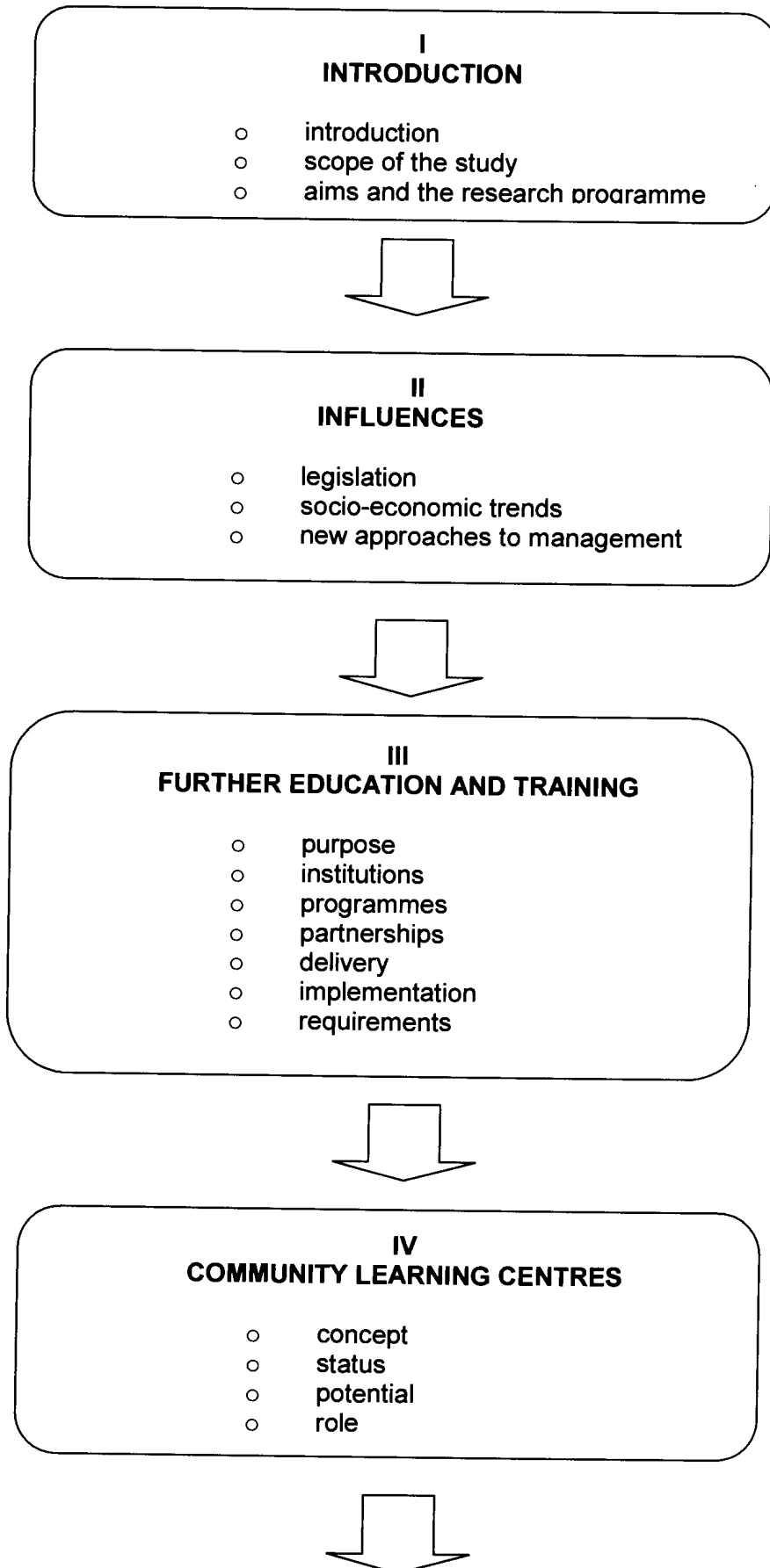
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│         o    role and functions               │
│         o    guidelines                        │
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│                      VI                       │
│                 CONCLUSION                     │
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│         o    overview of the study            │
│         o    recommendations                  │
│         o    aspects of further study         │
│         o    conclusion                        │
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1.10   SYNTHESIS

An overview has been given of new directions in education and training, as envisaged by the Ministry of Education. Implementing these directions requires that other possibilities for the delivery of education and training programmes need to be considered. The multi-purpose community learning centres are one such possibility. To make these models work effectively, guidelines to structure and manage such centres for education and training purposes are required.

In the next chapter, the notion that community learning centres can offer adequate responses to education and training requirements resulting from local and global change is explored. This investigation rests on the assumption that the suitability of these centres can only be gauged if the context in which they are to function is adequately clarified.

CHAPTER 2

FACTORS INFLUENCING THE MANNER IN WHICH COMMUNITY LEARNING CENTRES (CLCs) FUNCTION IN THE RSA

2.1 INTRODUCTION

It is apparent that a great deal of change in all facets of South African society occurred during the last decade of the twentieth century. This change, as stated in the previous chapter, has had, and is still having, an enormous impact on redefining the education and training environment in South Africa. Institutional profiles and the nature of education and training provision are in the process of altering quite dramatically. Community centres and CLCs will be affected and will have to adapt accordingly if they are to remain relevant and continue to contribute toward social upliftment and economic development.

The very nature of community structures is to be responsive to community needs, which are in turn, responsive to local, national and global imperatives. It is therefore important to understand the influences that will shape the way in which these structures will become functional. If CLCs are not sensitive to these phenomena and prepare their communities to cope and manage these changes for their own social and economic benefit, then the CLCs would be failing in performing their function of enhancing community development.

It is therefore necessary to identify those elements of social and economic change that can influence the structure, nature and functioning of CLCs in order to develop a new profile for CLCs. The areas that will be examined in this chapter are current South African education and training legislation, social and economic trends, the rapid development of

technologies and the phenomenon of globalisation and emerging management trends in South Africa.

2.2 LEGISLATION

2.2.1 Overview

Legislation has played a significant role in changing the nature and direction of education and training in South Africa. This section looks at the *White Paper on Education and Training* of 1995 and the *South African Schools Act* of 1996, which together form the significant legislation shaping the character of future education and training provision in South Africa. Only a cursory explanation of OBE will be provided in this section, as a fuller analysis will be made in the section dealing with changing approaches in education and training. A discussion of further education and training (FET) is omitted from this section as the latter plays such a significant role in the functioning of CLCs that it warrants a chapter on its own, and will be discussed in Chapter 3.

2.2.2 White Paper on Education and Training, 1995

The legislative document that has most comprehensively encapsulated the vision, philosophy and implementation strategy for a redefined education and training infrastructure for the post-1994 period in South Africa is the *White Paper on Education and Training*, published in March 1995. This document has provided the basis for much of the subsequent legislation influencing the transformation of the education and training system. The direction designated for the new educational environment is a system underpinned by what can be regarded as pillars of the new education and training system. These are:

♦ the integration of education and training;
♦ a National Qualifications Framework (NQF);

- lifelong learning; and

- Outcomes Based Education.

2.2.2.1 The integration of education and training

An important pillar of the new education system and a critical element in educational change in South Africa is the move toward the integration of education and training. In the *White Paper on Education and Training*, (1995:15), it is stated that the Ministry of Education believes that education and training are not parallel activities, but are closely related. Within this integrated approach in education, the Ministry sees a closer relationship in learning between concepts such as "academic" and "applied", "theory" and "practice", "knowledge" and "skills" and "head" and "hand". An integrated approach to education and training is being embarked upon for a number of reasons. These range from the belief that such an approach may make a significant contribution to the reconstruction and development of South African society and economy, and that it is a prerequisite for successful human resource development. Moreover, integrated approaches are now a major international trend in curriculum development and in the reform of qualification structures.

Thus, the Ministry has committed itself toward an integrated approach to education and training, and is using it as a vital underlying concept for a national human resource development strategy. One implication of this convergence, in terms of education and training provision, is the requirement that institutions and other forms of infrastructure provide and accredit the range of pre-tertiary training that will be initiated and made possible through the NQF and the Department of Labour. This convergence will be embodied in the further education and training implementation strategies.

2.2.2.2 The implementation of the National Qualifications Framework (NQF)

The implementation of the NQF is another cornerstone in the transformation of education and training in South Africa (*White Paper on Education and Training,* 1995:15). The NQF has been described as a collection of principles, structures, concepts and practical work that aims at introducing multi-level matrices of standards against which learning outcomes may be assessed, and which lead to nationally and internationally recognised education and training qualifications. It is described further as the foundation for an education and training system that will enable learners to earn credits towards a qualification through a variety of providers of learning such as schools, colleges, in-service training, or the recognition of prior learning experience (Sturgess, 1998:147). It is envisaged that through the NQF, the two areas of education and training will become integrated. This approach should overcome the notion that education is the area in which *knowledge* is acquired and training as the area of learning in which *skills* are acquired (Isaacman, 1996:6).

The NQF is a framework that was established by the South African Qualifications Authority (SAQA). The SAQA Board, appointed by the Ministers of Education and Labour, has 29 members and represents many different sectors, such as the trade union movement, education and training providers, non-government organisations (NGOs), the business sector and industry. The responsibilities of SAQA are firstly, to establish structures and processes to develop standards and qualifications criteria on the NQF, and then to approve, register and publish them. SAQA will also monitor the quality of education and training by continually assessing both education and training providers and learners (Isaacman, 1996:7).

What is relevant in this discussion is not so much the detailed working of the NQF, but the potential impact the NQF can have on the functioning of

CLCs. To begin to determine this impact, the NQF needs to be seen as a new approach to education and training. It should be seen as a mechanism that can provide opportunities for people to learn regardless of their age, circumstances and the levels of prior education and training. It allows for learning on an ongoing basis, thus promoting the concept of lifelong learning. The NQF is based on the assumption that people continue learning all the time, both from life experiences and from formal learning situations. The new system will provide access to nationally accepted qualifications. Different forms of learning such as full-time, part-time, distance learning, work-based learning and life experience will be recognised and credits allocated and registered on the NQF (Isaacman, 1996:6). Particularly relevant is that the NQF will make it possible to achieve national qualifications through both formal and informal learning situations. Thus, a range of learning will be recognised, that which occurs in the workplace and that which takes place in informal situations such as community-based organisations, NGOs and churches.

2.2.2.3 Lifelong learning

The promotion of lifelong learning constitutes another pillar in the transformation of education and training. The Ministry of Education, in the *White Paper on Education & Training* (1995:15), maintains that successful modern economies require citizens with a "...strong foundation of general education, who have the desire and ability to continue to learn, to adapt to and develop new knowledge, skills and technologies, to move flexibly between occupations, to take responsibility for personal performance, to set and achieve high standards and to work co-operatively". These ideals could be realised through the development of a learning culture, and in providing facilities that promote lifelong learning.

Lifelong learning could be described as the development of human potential through continued support. This support will stimulate and empower individuals to acquire the knowledge, values, skills and

understanding they will require throughout their lives and to apply them in all roles, circumstances and environments with confidence, creativity and enjoyment (Longworth & Davies, 1996:22).

The case for lifelong learning is motivated by a number of factors. Modern society, influenced by globalisation and the new technologies, reinforces the need for continuing education and training in the workplace. Furthermore, as the potential of the new information and communication technologies (ICTs) to develop and deliver education and training material to both individuals and the masses begins to be realised, so the opportunities for lifelong learning will begin to be expanded and acted upon (Longworth & Davies, 1996:11).

2.2.2.4   Outcomes Based Education (OBE)

Outcomes Based Education is another pillar in the restructuring of education and training. Although there are variants of OBE, namely Traditional, Transitional and Transformational OBE, the South African version is aligned to core elements of a methodology that focuses on *what* and *whether* learners learn rather than *when* and *how* they learn. It can thus be described as learner-centred and activity-based. OBE emphasises teamwork, learning from others and incremental competence in learning activities rather than once-off success. The teacher's role is mediatory and facilitative, in which opportunities for learning are carefully created. Integrated teaching and learning, as well as the holistic development of the learner, are central features of OBE. Knowledge, in OBE terms, is understood as the appropriate and integrated combination of knowing, doing and valuing (Spady, 1997).

2.2.2.5   Values and principles of education and training policy emanating from the White Paper on Education and Training, 1995

In the previous paragraphs, the discussion focussed on what could be considered the fundamental pillars on which the transformation of education and training rests. There are however, additional values and principles that are identified in the *White Paper on Education and Training* (1995:21-23) that influence and drive educational policy. The principles and values that can be considered to exert an influence on the way CLCs are structured, and ultimately function, are the following:

- The state is viewed as having an obligation to provide advice and counselling on education services by all practicable means, and to render or support appropriate care and educational services for parents, especially mothers, and young children in the community.

- Policy must have as its overarching goal the enabling of all individuals to value, have access to, and succeed in lifelong education and training of good quality. Educational and management processes must therefore put learners first and respond to their needs. An integrated approach to education and training has been adopted in the belief that it will increase access, mobility and quality in the national learning system.

- The system must increasingly provide access to education and training opportunities of good quality to all children, youth and adults, and provide the means for learners to move easily from one learning context to another, so that the possibilities for lifelong learning are enhanced. It must also provide an increasing range of learning possibilities to learners to ensure greater flexibility in choosing what, where, when, how and at what pace they wish to learn.

- In achieving this goal, special emphasis must be given to the redress of educational imbalances for those people who suffered particular

disadvantages or who are especially vulnerable. These include street children, out-of-school youth, the disabled, citizens with special education needs, illiterate adults, rural and squatter communities, and those communities damaged by violence.

♦ The improvement of the quality of education and training services is essential. In many schools and colleges serving the majority of the population, there has been a precipitous decline in the quality of educational performance, which must be reversed.

♦ The principle of democratic governance should increasingly be reflected in every level of the education and training system, by the involvement in consultation and appropriate forms of decision-making of elected representatives of the main stakeholders, interest groups and role-players. This requires a commitment by education authorities at all levels to share all relevant information with stakeholder groups.

♦ Curriculum choice, especially in the post-compulsory period, must be diversified in order to prepare increasing numbers of young people and adults with the education and skills required by the economy and for further learning and career development.

2.2.3 The South African Schools Act

The central aim of the *South African Schools Act*, published on 15 November 1996, was to create a single, unified schooling system comprised of public and independent schools. An important component of this Act that has reference to this study is the distinction it makes between the professional management of schools and the governance of schools. The information provided is useful in that a sound framework is offered for the functioning of a school.

There are important aspects that can be taken from the Act, as highlighted in a Department of Education publication entitled *Understanding the SA Schools Act* (1997:14), and applied to structuring guidelines for the management and governance of CLCs. The guidelines provided for the professional management of an education and training institution can be applicable to functions that the head of a CLC is required to perform. These are:

- carry out professional (management) functions;
- administer the day-to-day teaching and learning activities at the institution;
- organise all the activities that support teaching and learning;
- manage personnel and finances;
- decide on the intra-mural curriculum, that is, all the activities to assist with the teaching and learning during school hours;
- decide on the textbooks, educational materials and equipment to be bought.

The Act stipulates that certain governance functions be performed by a governing body of learning institutions. As CLCs are envisaged to have managing or governing bodies, selected functions are applicable to CLCs. They include the following:

- promoting the best interests of the institution;
- ensuring the development of the institution by providing quality education and training for all learners in the institution;
- adopting a constitution;
- developing a mission statement for the institution, encapsulating what the institution wants to achieve;
- adopting a code of conduct that includes the rules of behaviour for the learners at the institution;

- supporting the head, educators and other staff in carrying out their professional functions;

- developing activities to supplement the funding of the institution to improve the quality of education in the institution;

- preparing an annual budget for the institution;

- ensuring that fees are collected according to decisions made by stakeholders;

- keeping the financial records of the institution;

- deciding on operating times, taking into account the employment provisions of staff members;

- encouraging parents, learners, educators and other staff members to work willingly for the institution;

- recommending and advising on the appointment of educator and non-educator staff;

- deciding on the extra-curricular activities of the institution;

- deciding on the choice of subjects and learning programmes according to the focus of the institution;

- controlling and maintaining institutional property, buildings and grounds.

2.3 CURRENT SOCIO-ECONOMIC AND OTHER TRENDS THAT CAN EXERT AN INFLUENCE ON THE FUNCTIONING OF CLCs

There are currently many influences exerting pressure on communities to respond and adapt. A popular focal point currently is the emerging "digital divide". This notion sees "haves" and "have-nots" in the new millennium as being those who are technologically literate and those who are not. This section explores some of the issues of which CLCs should be aware when determining services that are to be offered.

2.3.1 The information age and globalisation

One of the first popular references made to what is now known as the "information age" came from Alvin Toffler's *Third Wave* (1980:361), in which he expounded views on what he termed "Third Wave Civilisation". Toffler claimed that information was the most basic raw material of this civilisation. He concluded that through the pervasiveness and application of this mass of information, this "Third Wave" civilisation would restructure its education, redefine scientific research and above all, reorganise the media of communications to cope with the demands that would emanate from the manipulation and use of this information. Kofi Anan, the United Nations Secretary General, also asserts (Mansell & Wehn, 1998:6):

> Recent developments in the field of communications and information technology are indeed revolutionary in nature. Information and knowledge are expanding in quantity and accessibility. In many fields, future decision-makers will be presented with unprecedented new tools for development. In such fields as agriculture, health, education, human resources and environmental management, or transport and business development, the consequences could be really revolutionary. Communications and information technology have enormous potential, especially for developing countries, and in furthering sustainable development.

Mansell & Wehn (1998:12) note that for more than three decades, discussions have centred on the major transformations that are possible through harnessing electronic information processing technologies to the social and economic priorities of nations. Machlup & Porat (Mansell & Wehn, 1998:12) also claim that information and communications technologies (ICTs) are vitally important components of the new information economies or information societies.

Mansell & Wehn (1998:12) point out that, more recently, the term "knowledge society" has been used to shift the emphasis from ICTs as "drivers" of change, to a perspective where these technologies are regarded as tools which may provide a new potential for combining the information embedded in ICT systems, with the creative potential and knowledge embodied in people. The concept of the "knowledge society" is also reinforced by the premium placed on the knowledge and skills required through global changes that have occurred in the industrial and service sectors of the economy.

Within the context of the "knowledge society" notion is also the concept of a "global economy", which has an insidious influence on the current education and training requirements within communities. Longworth & Davies (1996:11) explain that the emergence of a global economy is a result of the demise of the cold war, which has led industries to expand rapidly into areas of the world that, previously, they would never have considered. The effect that this expansion has on education and training is evident in the way that the Pacific Rim countries are pushing ahead, in what could be termed, an education-led dash for growth. This is putting enormous pressure on other developed and developing countries to improve their educational and training performance in order to remain competitive. The development of a global economy and the rise of the "knowledge society" have led to the requirement that all learning programmes and qualifications incorporate underpinning knowledge, skills and values that are transferable to different work and learning contexts.

2.3.2   New technologies

2.3.2.1 The development of information and communication technologies (ICTs)

The rapid advances and technological developments being made in the micro-electronics industries, particularly in the fields of computing,

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information storage and retrieval, and communications, is beginning to have a profound effect on the provision of education and training globally. The new ICTs digitally encode and deliver information, communication and entertainment, in great volume and at great speed. These technologies are a convergence of computing, telecommunications and broadcasting into a common digital format. This means that voice, text, graphics and video signals can be mixed and manipulated. It also means the increasing convergence of the computing, telecommunications and broadcasting industries.

The Internet, which links computers and telephones, is the medium that attracts the most interest. The Internet is a network of computers, allowing users access to databases worldwide. The Internet offers more than just access to greater volumes and better information. It is also a means of communication different from other means of communication. Until the advent of computer networks, communication technologies fell into two categories, namely: one-to-one (telegraph and telephone), and one-to-many (broadcasting, print, television, film and radio). Computer networks, on the other hand, offer many-to-many, multi-casting, one-to-one and one-to-many communication. The Internet, therefore, offers many different ways of communicating and it readily opens up membership to an array of new communities not restricted to a local geography. It also makes it possible for people to become producers and distributors of their own cultural products (Kenway, 1996: 218).

According to Mansell & Wehn (1998:66), the development and application of ICTs is contributing toward the development of more flexible learning environments. They state that the feasibility of interactive learning using ICTs, (between teachers and learners, between computer-based software applications and learners, and among teachers and learners themselves), is becoming a reality for some people in developing countries. They believe that it is a technical possibility that these learning approaches can become cost-effective alternatives to some of the more traditional forms of

education in the future. The possibility of continuous informal education and lifelong learning is growing with the increased availability of ICT applications to address development problems and generally strengthen the capabilities of both urban and rural areas.

2.3.2.2 The convergence of ICTs and their potential for enhancing education and training

In looking at the future possibilities of using a range of technologies within the South African education and training environment, it is worth noting the research conducted by the Department of Education and the recommendations emanating from it and how this relates to global thinking in this direction. The information is taken from a document entitled *The Feasibility of Establishing a Dedicated Educational Broadcasting Service in South Africa*, which was prepared for the Departments of Education and Communications by the South African Institute for Distance Education (SAIDE), and completed in November 1999.

The report (1999: 131-170) recommends that judicious investments should be made in establishing open and flexible computer networks, to be collectively known as an Educational Network. This network is conceptualised as linking a wide range of teaching and learning sites to one another in South Africa. The system envisaged is one that will harness the potential of a range of satellite, telecommunications, and information technologies to provide various forms of support to different elements of the education and training system. The report cites fledgling initiatives that have already begun this work, namely, the multi-purpose community centre initiative of the Universal Service Agency and the Department of Health's Telemedicine Project. The challenge is to consolidate all disparate efforts within South Africa into a single large-scale telecommunications network.

Creating an Educational Network in South Africa is seen to have many potential educational advantages. A converging telecommunications

educational network can contain a wide range of educational applications as described below.

a)   Delivering educational resources

One of the more obvious strengths of Internet technologies in a converging environment is seen to be their capacity to provide up-to-date resources to large numbers of learners immediately, easily and relatively cheaply (whether one is using the Web or e-mail technologies). Examples are given illustrating that changes made to resources can become immediately available to students without incurring major additional distribution costs. Likewise, communication resources, such as tutorial letters, can be distributed more often, thus reducing costs of ongoing communication by educational providers. These trends are stated as becoming increasingly important in a world where curricula no longer change in cycles of five or ten years but need to be adapted and updated continuously. It is noted in the report that the capacity to facilitate quick distribution of resources should not imply an argument in favour of turning online environments into massive "electronic textbooks", which unfortunately, is how most web course designers tend to use the technology. It is also stressed that resource distribution in this manner should not be mistaken for education, which is often erroneously understood as the process of information transmission from educators to predominantly passive learners.

Other uses of Internet technologies that may have beneficial applications within an education and training environment are the following:

♦ supporting the use of resources that combine more than one medium, namely, multimedia resources, which combine video, audio, graphics and text, and have the potential of providing rich learning experiences;

♦ bringing designers of online learning resources in contact with the huge resource base that resides on the World Wide Web. This in itself is said

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to be of negligible educational value, but, if harnessed effectively by educators, could become a very useful resource.

b) Facilitating communication

A second characteristic of Internet technology that is said to have inherent educational value is its capacity to support a range of communication strategies, especially asynchronous communication between educator and learner and amongst learners. There are additional Internet technologies such as chat rooms or video conferencing that do allow for live, real-time, synchronous communication as well. However, the major new strength of e-mail particularly, is its capacity to facilitate ongoing communication at times that are suitable to the correspondents. Thus, students can post queries or ideas to educators, who can then respond later. Where appropriate, this communication can be extended to include groups of people rather than just individuals. The report does not suggest that such communication can replace face-to-face contact, but that it can be harnessed very effectively as one of a range of communication strategies that can enhance educational provision.

Another major strength of Internet communication is its capacity to support the many requirements for communication that can ensure more effective management and administration of the educational system, many aspects of which are currently dysfunctional in South Africa. Cheap, easy, immediate communication opens significant new opportunities for circulating information through education systems. This becomes particularly important in an environment where extensive and rapid change is under way, which is currently the norm in South Africa. Most importantly, cheap communication systems ensure that communication can travel in any direction through a system, rather than simply consisting of communiqués from higher levels to lower levels within a system.

The costs and practicalities of implementing much of the above have become far more accessible in the recent past due to:

♦ the rapid development in capabilities to digitise information of all kinds, specifically text, graphics, audio and video;

♦ the exponential development in central processing units and the storage capacity of computer hard drives, matched with corresponding reductions in the relative prices of this hardware. This has facilitated the storing of digital information, with the corresponding capacity to run increasingly sophisticated data queries on information once it is organised into a well-designed management information system;

♦ rapid developments in cheap electronic communication, more and more aspects of which can increasingly be automated. This is further facilitated by convergence in information and communications technologies, which allows communication such as e-mail or fax to work automatically in tandem with information databases, if they are well designed.

The report states that hardly any organisations or systems in South African education and training have yet devised strategies for harnessing these trends effectively to the general benefit of education and social development, indicating clearly that their real potential is not yet well understood.

2.3.2.3 A brief outline of the educational network as proposed for the South African education and training system

A model that has been proposed in the report is "networking". This implies connecting as many teaching and learning sites (which include schools, adult learning centres, multi-purpose community centres, and a range of other potential sites) as possible to a number of cluster hubs. These hubs

are envisaged as providing access, via a wide area network, to extensive computing facilities, including *network servers.* This network can then provide connected teaching and learning sites with access to web sites, e-mail facilities, and centrally stored database systems. This distribution network is seen as being connected nationally via a combination of satellite bandwidth, telephone lines, and wireless technologies.

2.3.2.4 General application of ICTs to learning processes

According to Mansell & Wehn (1998:67), the introduction of technology into the learning process can have profound consequences for how learning takes place socially. On the one hand, learning that is even more individual with a learner sitting in front of a computer is a possibility. But, on the other hand, the technology allows for much more diversified and socially rich learning contexts through the shared use of computers, peer tutoring via computer, Internet and computer networks, e-mail and through more extensive use of telecommunications.

These approaches are relevant to the requirements of emerging "knowledge societies." They include developing skills to create new knowledge through conferencing techniques, small discussion groups around computers, surfing the Internet and addressing problems through teamwork. Students also prepare papers collectively and log onto networks to confer with other students located in foreign countries. In essence, learners must be taught and equipped with the ability to analyse the information flow from cyberspace in order to distinguish between useless information and data, and worthwhile knowledge. They must also be assisted in developing decision-making and problem-solving abilities in order to utilise, diffuse, maintain and benefit from all the information and data they have access to.

It is the opinion of Seidel & Chatelier (1994:49-52), that within technologically rich learning processes, the role of the teacher can also be

radically changed. They see the use of technologies in education as providing the teacher with less time pressures to teach specific topics. Technologies are also seen as allowing for more varied interactions with students, catering for a diversification of competencies and offering greater interaction and closer collaboration with a number of new professional figures that may enter the learning process, such as software developers, experts of subject matter structuring and instructional designers.

2.3.3 New approaches to teaching and learning

2.3.3.1 Open learning

In order to realise those components that can be regarded as the pillars of a transformed education and training system, new education approaches and methodologies have been adopted in South Africa.

One of the significant shifts in educational thinking regarding the provision of education in recent years has been the shift toward what is termed "open learning". Open learning is a nebulous concept, but possibly the most appropriate description of "open learning" within the South African context is that provided by the *White Paper on Education and Training* (1995:28), which states:

> Open learning is an approach which combines the principles of learner centredness, lifelong learning, flexibility of learning provision, the removal of barriers to access learning, the recognition for credit of prior learning experience, the provision of learner support, the construction of learning programmes in the expectation that learners can succeed, and the maintenance of rigorous quality assurance over the design of learning materials and support systems. South Africa is able to gain from world-wide experience over several decades in the development of innovative methods of education, including the use of guided self-study, and the appropriate use of a variety of media, which give practical

expression to open learning principles. The Ministry of Education is anxious to encourage the development of an open learning approach, since it resonates with the values and principles of the national education and training policy....

In a research project commissioned for the Department of Education on open learning entitled, *Opening Learning in South African General and Further Education and Training* (2000:7-16), the above description is summed up as,

An approach to education that seeks to remove all unnecessary barriers to learning, while aiming to provide learners with a reasonable chance of success in an education and training system centred on their specific needs and located in multiple arenas of learning.

The report states further that the concept of open learning is built around and defined by the key principles identified in the *White Paper on Education and Training, 1995*, each of which is aimed at opening up particular features or aspects of learning for learners, and that can effectively inform and transform educational practice. These principles, clustered around the concept of open learning, are elucidated in the report and discussed in the next section. They include:

♦   learner-centredness;
♦   lifelong learning;
♦   flexibility in learning;
♦   the removal of unnecessary barriers to learning;
♦   recognition of prior learning;
♦   learner support;
♦   expectations of success; and
♦   cost-effectiveness.

a) Learner-centredness

The principle of learner-centredness is based on the view that the learner is the focus of the educational process and should be regarded as an active participant in an interactive process. Education should not be viewed as a transmission procedure, where there is a one-way flow of information from the source of knowledge, (whether it be an educator or an educational course made up of one or more media), to a passive learner. Rather, education should encourage independent and critical thinking. The principle offers learners choices, possibilities, and opportunities to contest viewpoints.

In addition, the principle of learner-centredness implies that education should develop problem-solving skills and competencies. This approach, in combination with efforts to encourage independent and critical thinking, empowers learners to be able to interact confidently and effectively with society. Boot and Hodgson, as quoted in Rowntree (1992:58), maintains that an essential aim of education is "the development of the whole person, especially the continuing capacity to make sense of oneself and the world in which one lives".

Finally, learner-centred education should also build on learners' own experiences, using these as the starting point and basis for any learning process.

b) Lifelong learning

Although the concept of lifelong learning has been discussed in the review of legislation, the exposition given in the report is included because of its slightly different viewpoint that deepens understanding of the concept. Lifelong learning is seen as a central component in open learning. Learning is seen as something that needs to be continued throughout life, rather than being limited only to childhood, and should be of direct relevance to the

needs and life experience of learners. The concept of lifelong learning also implies an acknowledgement of the reality that learning is a process in which all people are inevitably involved from birth until death. It is also a consequent attempt to make structured educational opportunities available to people throughout their lives. Cropley (*Opening Learning in South African General and Further Education and Training,* 2000:10) provides the following definition of open learning:

> Lifelong learning is not restricted to the kinds of learning that take place in schools, nor does it lead only to the acquisition of school-like information. It is a comprehensive phenomenon including traditional schooling and vocational learning, but going beyond learning as it is traditionally understood in formal education systems, and including learning leading to self-development or self-actualisation. Such learning is affected by a whole spectrum of influences and not just by what happens in schools and related institutions. These influences range from the highly systematic and organised (such as conventional schools) to the unsystematic and unorganised (such as a parent playing with a child). Learning is thus something that lasts a lifetime (it is lifelong), and is related to the whole range of influences people encounter in the course of living their lives.

The report states further that the concept of lifelong learning is not merely a philosophical concept about human rights, but a national necessity for economic survival. It is becoming increasingly understood in South Africa that commitment to lifelong learning is an economic necessity.

c) **Flexibility in learning**

An important concept in open learning entails increasing the flexibility of learning provision to cater for the needs of learners. This includes allowing learners flexibility in determining the following:

- *What they want to learn:* Openness in learning implies that learners are given the opportunity to decide for themselves what they want to learn. Ideally, learners should be able to decide which courses or parts of courses they wish to follow and which sections to omit if those sections are felt to be of no value to them. Learners should also be able to develop their own pathways through educational programmes and decide on their own learning objectives.

- *How they want to learn:* As part of opening learning, learners should also be able to decide for themselves the learning methods most suited to their needs and to their learning styles. Thus, learners should ideally be presented with a range of methods and techniques that would enable them to achieve their learning goals and objectives, and they should be able to combine these methods and techniques in order to develop a process of learning most suited to their needs. Implicit in this thinking is that learners will be given greater freedom to choose where they wish to learn, whether it be at home, in a classroom or learning centre, or at the workplace.

- *When they want to learn:* Learners should also be given the opportunity to decide when they want to learn. Thus, they should be able to embark on a learning programme at a time of year that suits them rather than having to enrol at set times during the year. In addition, they should be able to dictate the times of day and week at which they wish to learn, rather than having to conform to the requirements of a timetable or broadcast. Ideally, learners should also be given the choice as to whether they wish to follow a paced or unpaced course.

All of the above-mentioned principles assume that learners are increasingly provided with the opportunity to take control of and be responsible for their own learning.

d) Removal of unnecessary barriers to learning

Central to the process of opening learning is the principle of removing all unnecessary barriers to provide access to educational opportunities. Barriers that learners might face could include geographical isolation, discrimination based on race, gender, age, or physical disability, the inability to take time off work for a course, lack of "appropriate" qualifications, and lack of the funds required to enrol for particular courses and pay for the necessary resources. Any attempt to open learning would need to minimise or remove such barriers. A further barrier facing learners is educational approaches that restrict accessibility to learning and expertise. This might include approaches that, by favouring autocratic, teacher-centred transmission of information from teacher to learner, can demoralize and intimidate learners, making learning an unpleasant experience to be avoided wherever possible.

e) Recognition of prior learning experiences and current competencies

As stated previously, a key barrier to access to courses in many educational institutions is the lack of "appropriate" prior qualifications. Hence, related to the principle of opening access to learning opportunities is the need for recognition of relevant prior learning experiences of learners and of the current competencies that they possess. Such experiences and competencies should also be accredited appropriately where applicable. Recognition should be given to short courses that did not lead to formal qualifications, parts of courses completed (even if the full course was not finished), and relevant experiences in the workplace.

Linked to the above is the principle that, as part of increasing openness in education and training, learners should be able to accumulate credits, earned in the same or different learning contexts, which can lead to the achievement of national qualifications. This would require, inter alia, that educational institutions should recognise credits earned at institutions other than their own and that a national framework for credit accumulation should

be set up which could facilitate the creation of alternative pathways to achieving national qualifications.

This principle receives its most obvious practical expression in South Africa in the establishment of the NQF and its implementing agency, SAQA.

f)   **Learner support**

The process of opening educational opportunities cannot be effective unless educational providers ensure that it is accompanied by adequate support to learners. This process involves the provision of counselling, advice, and relevant information before enrolment so that learners know clearly what they are being offered and the implications of their learning choices. It also entails providing continuing support, advice, and counselling throughout the learning process.

Several types of support should be made available to learners:

♦   support of all kinds on a regular basis offered by educators both through face-to-face contact and other forms of communication (including telephones, the post, and computer links);

♦   interaction between learners on both a group and on a one-to-one basis;

♦   provision of any necessary learner support in educational courses (although this should not be mistaken for 'support' which does nothing other than encourage learners to move through courses in a particular way prescribed by the providing institutions);

♦   provision of access to the necessary facilities, including a space in which learning activities and interaction between learners can take place, as well as access to computers, laboratories, and other resources that might be a necessary requirement within the learning process.

It is critical, however, to note that learner support does not suggest an easily identified set of teaching and learning strategies. Unfortunately, attempts are often made to categorise teaching and learning strategies in this way, creating a mistaken impression that the mere application of a particular strategy is an indicator of learner support. Every teaching and learning strategy used in a course or programme has, however, the potential either to support learners or not to support them, depending on how the strategies are used and how relevant they are to achieving success within a course or programme.

g) Expectations of success

Holt and Bonnici are quoted in *"Opening Learning in South African General and Further Education and Training"* (2000:14), as stating, "...open learning is not just about opening up access alone, it is also about providing people with a fair chance of success". This necessitates offering learners the opportunity to complete learning programmes successfully, and ensuring that the qualifications they earn will ultimately have value in the occupational marketplace. Educational providers can do both by consulting employers and workers in their curriculum development processes. Creating an environment in which learners are able to succeed is also supported through structures such as the NQF.

h) Cost-effectiveness

Another critical principle of open learning, which draws together and expresses many of the tensions inherent in combining these principles, is the principle of cost-effectiveness. Cost-effectiveness is used here as a term distinct from cost-efficiency. The latter is seen in the report as referring to "cheapness" of educational provision – usually expressed in terms of per-student costs – while the former represents striking the optimal balance between cost, student numbers, and educational quality, a balance that will be entirely different for different educational contexts.

In many ways, the concept of cost-effectiveness represents the balancing act that constitutes open learning. There is no magical formula that leads to cost-effective education. Rather, cost-effectiveness needs to be measured on an ongoing basis in relation to changing contextual requirements. In this regard, we believe that the principles of open learning constitute important benchmarks for assessing the cost-effectiveness of different educational interventions.

2.3.3.2   Teaching and learning methodologies

a)   Outcomes Based Education (OBE)

OBE is the particular approach adopted by the Department of Education as one of the fundamental pillars to transform education and training in South Africa. Basic principles of OBE are described in the *Report of the Review Committee on Curriculum 2005*, (2000:9-11), as being results-based and learner-centred. OBE is defined as giving strong emphasis to experiential and integrated approaches to learning and employing methods such as group work and continuous assessment. It is stated that there are educators who value OBE as an approach because it does not prescribe particular methods, but it both facilitates a different approach to knowledge creation and generation, and engenders new teaching and learning relationships.

OBE is described further in the report as an approach that employs methodologies used in what is termed "progressive pedagogy". These methodologies are learner-centred; define the role of teachers as facilitators of learning; advocate the relevance of learning; adopt integrated and contextualised approaches to knowledge, and promote co-operative learning. OBE is also described as an active learning approach that "embraces the capacity of learners to think for themselves, to learn from the environment, and to respond to teachers who value creativity and self-

motivated learning", (*Report of the Review Committee on Curriculum 2005,* 2000:10).

It is doubtful whether aspects such as the convergence of education and training, outcomes-based education and notions of lifelong learning can be adequately addressed through an exclusive focus on the traditional, objectivist pedagogy that often predominates the teaching and learning activities in westernised public educational institutions. Objectivist pedagogy can be described as an educational approach that structures the world in terms of entities, properties and relations (Lakoff, 1991:8).

Lakoff states that the goal of understanding is coming to know the entities in an objective reality, their attributes and the relations that exist between them. He sees the goal of instruction as helping learners to develop the prepositional structures that assist in acquiring and identifying the entities, relations and attributes that the learners must "know". Often, the approach of acquiring this knowledge is characterised by a teacher and content-centred, examination-driven tutorial process. This tutorial process is characterised by a tutor leading and guiding the student step-by-step and in complete control of the student's behaviour. This approach is also typified by a restricted repertoire of teaching and presentation styles and strategies in which evaluation is strongly focused on getting the student to understand his or her errors and misconceptions.

b)   Distance education

Other aspects in the report, *Opening Learning in South African General and Further Education and Training*, that are worth noting within the context of CLCs, is the examination of the concept "distance learning" and changing perceptions of distance learning, contact teaching and resource-based learning approaches. The report discusses how these aspects are interlinked and how they can be fruitfully combined in the provision of further education and training. This changing view has major implications

not only for the structuring of the proposed further education and training institutions (FETIs), but also for the constitution of CLCs as satellite campuses for registered FETIs.

The report (2000: 124 – 136) suggests that that the traditional dichotomy between "distance" and "contact" education has outlived its usefulness. It explains that the growth of distance education methods of delivery has been a key feature of education in the twentieth century. Distance education is described in the report as:

> A set of teaching and learning strategies (or educational methods) that has been used to overcome spatial and temporal separation between educators and learners. These strategies or methods can be integrated into any educational programme and – potentially – used in any combination with any other teaching and learning strategies in the provision of education, including those strategies which demand that learners and educators be together at the same time and/or place. Initially, these methods were developed as distinctly different from contact education, resulting in the establishment of many dedicated distance education institutions.

The report further elaborates by stating that distance education came to be seen as provision for those people denied access to contact education, either because they could not afford the latter or because circumstances such as work commitments, geographical distance, or inadequate prior learning experiences demanded that they study on a part-time basis. Distance education was also used to expand access to educational provision to significantly larger numbers of learners to achieve economies of scale. Distance education was regarded as a separate educational "mode" operating through systems that ran parallel to contact education systems.

In exploring the concept of distance education further, the report refers to a suggestion from SAIDE that educational provision should not be viewed as being in either the "contact" or "distance" education mode. They suggest rather that it be seen as within a particular *planning continuum* of educational provision. This continuum has, as two imaginary poles, provision only at a distance and provision that is solely face-to-face. The reality, they suggest, is that all educational provision exists somewhere on this continuum, but cannot be placed strictly at either pole. They believe that the notion of the continuum should form the basis of any strategic planning processes undertaken to harness the potential of distance education methods in South Africa, rather than focusing on a "single mode" of delivery.

c)   Resource-based learning

SAIDE also argued that the term "resource-based learning" emerged as a logical consequence of the collapse of distinctions between contact and distance education, together with the increasingly wide variety of media becoming available and the decline of production and reception costs of these media. In essence, resource-based learning is said to mean that a significant proportion of communication between learners and educators is not face-to-face, but takes place using different media. Importantly, the expensive face-to-face contact that does take place need not involve simple transmission of knowledge from educator to learner; but will instead involve various other strategies for supporting learners, for example tutorials, peer group discussion, or practical work.

Resource-based learning involves communication of curriculum between learners and educators through use of resources, (instructionally designed and otherwise), that harness different media. Resource-based learning strategies can be integrated into any educational programme, using any mix of contact and distance education strategies. Resource-based learning need not imply any temporal and/or spatial separation between educators and

learners, although many resource-based learning strategies can be used to overcome such separation.

The use of resource-based learning approaches within FET provision is deemed necessary, firstly because of the sheer scale of learning material and programmes that can potentially become available within this sector. There is little likelihood of having sufficient educators, tutors and facilities available to provide traditional lecture-style, face-to-face tuition. Coupled to this are also the following factors:

◆ a reconsideration of the traditional notion that a talking teacher is the most effective strategy for communicating curriculum. Consequently, as educators become aware of the limitations of lecture-based strategies for communicating information to students, they are reviewing the instructional design of learning resources;

◆ the emerging shift in the role of educators toward becoming facilitators of learning. Educators are seeking to maximise the educational impact of their contact time with students. The contact time spent with students is generally the most significant component of variable educational costs, and many educators are seeking to use it to stimulate engagement and interaction rather than simply talking to mostly passive students. To use contact time to perform traditional and menial functions leaves no space for meaningful engagement between educators and learners;

◆ the integration of new educational technologies has the potential to support, improve and enhance teaching and learning environments. Given the explosive growth in the use of ICTs in education around the world, these technologies can be meaningfully used to engage in resource-based learning.

2.3.4 New approaches to management: Afrocentric management styles

Prinsloo in *Project Management for Strategic Change and Upliftment*, (1999:142) believes that there is a trend in South African management practices, particularly in the public sector, toward participative management according to "Ubuntu" principles. He argues that as affirmative action is applied and senior management becomes more representative of the South African population, existing Eurocentric management practices will be placed under pressure to transform. Prinsloo also maintains that the principle of sharing in Ubuntu corresponds to the concept of participative management. Managers are more aware that their management success depends on the co-operation of those managed.

An institution's strategy should be developed in co-operation with the labour force. The idea of co-operation is known as the emergent strategy, which is bottom-up instead of top-down, since the cultural values of the workers can be integrated with the aims of the institution.

Broodryk, in *Project Management for Strategic Change and Upliftment* (1999:143), also suggests that a paradigm shift should take place from a dictatorial management style to an Afrocentric relationship between management and employees. In this relationship, management relies increasingly on personnel for their expertise and co-operation. Broodryk suggests that the following principles should guide this management style:

♦ there should be co-operation instead of competition;
♦ Africa esteems teams not individuals;
♦ democracy means consensus, not majority rule;
♦ third world does not necessarily mean third-hand;
♦ flexibility is preferable to stability;
♦ management should be available to all personnel;

♦ management should not expect employees to be like them (so-called mirror management).

Broodryk goes on to say that Afrocentric principles should meet the following criteria:

♦ openness and transparency;
♦ consensus;
♦ teamwork;
♦ flexibility;
♦ participation;
♦ sufficient, continual information;
♦ a clear vision;
♦ a clear mission;
♦ an ongoing consideration of the organisation's strengths, weaknesses, opportunities and threats (SWOT analysis);
♦ settling of strategic issues.

2.4 Conclusion

This chapter has given a fairly extensive overview of the many aspects within rapidly changing social, economic and technological environments that have an impact on the way communities need to function in order to adapt to change. The CLC can potentially provide the basis for communities to be able to respond to the challenges currently emerging. Thus, in structuring the programmes and management frameworks for CLCs, the greater the extent to which these factors can be taken into account, the greater the possibility for developing relevant response programmes for communities. The next chapter will give greater consideration to the nature of FET and the impact this will have on the structuring of a CLC.

CHAPTER 3

PROVIDING FURTHER EDUCATION AND TRAINING AND SKILLS DEVELOPMENT PROGRAMMES THROUGH COMMUNITY LEARNING CENTRES

3.1   INTRODUCTION

A major challenge facing educational transformation in South Africa is the implementation of meaningful education and training strategies beyond the general education and training (GET) phase. The sector designated to follow onto the GET phase is the further education and training (FET) band. There are great expectations for the FET strategies to address socio-economic issues, and this band will thus be closely aligned to the skills development strategies of the Department of Labour.

At face value, CLCs seem well suited for the implementation of the FET strategies and the skills development programmes. It is, however, necessary to understand the fundamentals of these two strategies in order to gauge the extent to which these strategies and programmes can be implemented through CLCs. Only then can guidelines be formulated for the structuring and managing of CLCs to assist in implementation processes.

3.2   THE PURPOSE OF THE FET STRATEGIES

The *Green Paper on Further Education and Training* (1998:6) provided initial clarification regarding FET. The Green Paper described FET as a specific band, located between general education and training (GET) and higher education (HE), both of which draw a wide diversity of groups of learners and stakeholders into one conceptual framework. These groups include pre-employed, employed and unemployed youth and adults. FET is not compulsory education and by definition, it has no age limit. Its goal is to promote lifelong learning and on-the-job education.

It is noted in the document that the FET system constitutes a large, diverse and critically important part of the education and training system, costing the country over ten billion rands annually. The FET band encompasses three million learners and eight thousand providers, excluding private companies. In *Education White Paper 4* (1998:6), it is stated that the purpose and mission of the FET strategies are to respond to the human resource needs of South Africa for personal, social, civic and economic development. A transformed, high quality, responsive FET system is seen as being a vitally important investment in the future of South Africa and its people.

In essence, the purpose of FET policy is to take a strategic view as to how education and training can be transformed and be developed to meet the needs of industry and communities in a rapidly changing technological, social and economic environment. These policies are a response to the human resource needs of the South African economy and to the developmental needs of communities. The policies are based on the assumption that the needs of communities should be met through the provision of appropriate skills and knowledge in a range of activities.

The re-entry of South Africa into the competitive international market has created an imperative for FET to develop a skilled, innovative and technologically competent labour force, taking cognisance of the collapse of the youth labour market in South Africa (*National Strategy for Further Education and Training 1999-2001*, 1999: 5). The *Green Paper on Further Education and Training* (1998:14) states further that globalisation may also have negative consequences for vulnerable and marginalised groups and communities. The Green Paper argues that the challenge for the FET strategies is to respond to the demands of global economic competition and to the local challenge of meeting basic needs. It sees local needs and priorities shaping interaction with the global economy through the implementation of equitable, relevant and effective resource development policies.

Added to this is the highly differentiated character of the South African economy, which imposes a range of additional responsibilities to meet the needs of vulnerable and marginalised communities. FET is seen as being a crucial resource for meeting these needs and for being a catalyst for change.

Presently, most learners enter FET from the GET band on their way to higher education or work. In future, increasing numbers will retrace their steps, turning from employment or unemployment to the FET system to provide either retraining, "second chance" learning opportunities, personal development or leisure courses. Also, higher education graduates will turn to FET as a means of changing career direction, acquire career-orientated training or to meet a range of community and personal needs (*Green Paper on Further Education and Training*, 1998:24).

3.3   FET INSTITUTIONS (FETIs)

One implication of the introduction of the FET strategies is that the range of programmes offered in schools has to be broadened. The view of the Department of Education (*Education White Paper 4*, 1998:7) is that many young people would value the opportunity to pursue their post-compulsory education, not in schools, but in what will become known as FET institutions (FETIs). It is envisaged that it will be possible to study in these institutions with other young people of their own age and with older youth and adults. It is further believed that for many young people, the flexibility, programme diversity, facilities and support services that newly constituted FETIs can offer are likely to be far more attractive than secondary school environments, especially for those learners faced with repeating a year of full-time study. Many schools have inadequate facilities and staff, and suffer from problems of poor quality, inefficiency and ineffectiveness.

Many colleges that could fall into the FET bracket lack public recognition and acceptance, not only because of problems of poor quality and inefficiency, but also because public attitudes tend to favour "academic" rather than "vocational" education (*Education White Paper 4*,1998:14). Thus, the Education Ministry's commitment is given to the development and expansion of high quality, innovative, flexible FETIs, based on the principles of open learning and responsiveness to the needs and demands of all post-15-year-old learners (*Education White Paper 4*,1998:7).

3.4 THE TYPES OF LEARNING PROGRAMMES ENVISAGED FOR THE FET INSTITUTIONS

3.4.1 Background

The types of learning that are to take place within the FET sector are described in *Education White Paper 4* (1998:21) as, "knowledge, skills and values that are transferable to different work and learning contexts". It is also stated in *Education White Paper 4* (1998:12), that the Ministries of Education and Labour have taken it upon themselves to provide education and training pathways for young people and adult workers, and for developing more effective linkages between training and work. The introduction of "learnership" programmes into FETIs is an important development in this regard. Programme funding will be made available to these institutions through the Sector Education and Training Authorities (SETAs) and the National Skills Fund (NSF).

There is a realisation within the Department of Education that it is necessary to address the needs of large numbers of young people who will exit the FET band before its transformation has been completed. The Ministry of Education, according to *Education White Paper 4* (1998:7), is therefore committed to addressing these problems by giving greater priority to existing "rehabilitation" and "second-chance" initiatives, such as the National Youth Colleges Programme and to academic development, job-

entry and skills development programmes. Furthermore, the Ministries of Education and Labour are co-operating in developing and piloting learnerships and other education and training programmes and making these accessible to out-of-school youth.

3.4.2 Skills development programmes and learnerships

The types of learning programmes that are to be offered and emphasised within the FET sector are the skills programmes described in the *Skills Development Act*, No. 97 of 1998. These have been termed and categorised as "learnerships" and "skills programmes". Learnerships are described in a Department of Labour document entitled, *A Framework for Establishing Learnerships and the Quality Assurance Functions of Sector Education and Training Authorities: Draft Discussion Document* (1999:12-13), as essentially a mechanism aimed at achieving certain transformations that include:

- ◆ addressing problematic features of the South African labour market by aligning education and training initiatives more closely with labour market needs; and
- ◆ building a relationship between structured learning and structured work experiences that equip learners with new kinds of competencies in response to labour market requirements.

The mechanisms to implement learnership programmes include:

- ◆ an institutional framework for establishing, designing, providing, monitoring and regulating learnership learning programmes which meet labour market needs;
- ◆ a learnership agreement between the employer, the education and training provider and the learner, which specifies the rights and obligations of each party;

♦ a qualifications framework for designing and providing learnership learning programmes; and

♦ a framework for funding learnership learning programmes.

Essentially, according to the *Skills Development Act* (1998:21), learnerships consist of a learning component, practical work experience of a specified nature and duration; and lead to a qualification registered by the South African Qualifications Authority (SAQA). Learnerships are also related to specific occupations.

The Department of Labour document, *A Framework for Establishing Learnerships and the Quality Assurance Functions of Sector Education and Training Authorities: Draft Discussion Document* (1999:24-25), identifies three kinds of learners that will undertake learnership programmes, namely, the pre-employed, those currently employed and the unemployed. The document also contends that, in order to fulfil a greater responsibility for educating and training the nation, learnerships will not be solely limited to the occupation-specific areas of learning.

Learnerships are, however, not the only envisaged forms of learning programmes to be made available within the FET band. The skills development programmes are another strategy proposed for equipping youth and adults with skills necessary to cope within the world of work. The *Skills Development Act* (No. 97 of 1998) describes these programmes as, "programmes that are occupationally based and, when completed, will constitute a credit towards a qualification registered in terms of the NQF." The Act also asserts that funding for skills development programmes can be sourced from SETAs as well as from the Department of Labour.

The skills programmes are similar to learnerships in that they:

♦ both aim to develop skills and competencies;

♦ are both required to be accredited on the NQF; and

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♦   access funding from the same source.

Skills development programmes are defined further in *A Framework for Establishing Learnerships and the Quality Assurance Functions of Sector Education and Training Authorities: Draft Discussion Document* (1999:28), through two interlinked points of departure, namely their scope and their economic use. Regarding their scope, skills development programmes have to be large enough, that is, have enough unit standards, for the outcome to render the learner employable. "Unit standards", within this context, are described as a small set of competencies that are complete on their own, but which are unlikely to provide sufficient development for employment. Thus, skills programmes are clusters of unit standards that together constitute a programme adequate for generating income. They are described as the smallest exit unit, signalling either the accomplishment of an economically useful skill or complete unit of knowledge. Whilst they do not result in a qualification themselves, they should always be understood as leading toward a learnership or qualification.

The document, *A Framework for Establishing Learnerships and the Quality Assurance Functions of Sector Education and Training Authorities: Draft Discussion Document* (1999:29) describes three reasons for having skills programmes. They are:

♦   to provide for quick access to income generating activities. This option comprises a selection of systematically planned unit standards that emphasise skills and underpinning knowledge rather than general education components;

♦   to function as part of a learnership programme. This comprises a selection of a group of skills programmes which, while they are "complete" entities in themselves, lead to a learnership and consequently, a qualification;

♦ to function as part of a qualification. This is a combination of unit standards (or skills programmes) that, with any other general education unit standards, will form a full qualification but not necessarily a learnership.

The *Framework* document (1999:31), contends further that skills development programmes differ from learnerships in the following significant ways:

♦ they are smaller in size than learnerships (i.e. a learner can learn an individual piece of work – resulting in a small cluster of unit standards – rather than have to take on an entire qualification);

♦ they emphasise the skills aspect (training) of the learnership, rather than the education aspect (although the underpinning knowledge is fully integrated in the outcomes); and

♦ the exit points of skills programmes are largely prescribed by the needs of the learner. In other words, a learner is able to choose those aspects of a learnership that make sense to him/her, whilst building toward a qualification.

3.4.3 Structuring of qualifications

Also significant to this discussion in terms of the role of CLCs offering tuition and being a skills development provider, is the manner in which qualification components are comprised. This is elucidated in the *Framework* document (1999:37-40), which states that all national qualifications require at least three components, namely, fundamental, core and elective components. All three components should contribute toward achieving the overall purpose of the qualification, though each plays a different role in achieving this. A fourth component, referred to as "critical cross-field outcomes", ensures the presence of critical skills at all levels of the learning programme. These four components are described as follows:

3.4.3.1 The fundamental component

The fundamental component ensures that the learner achieves the competence required to undertake learning in a specific direction, as well as providing the foundation for further learning. SAQA recommends as a minimum requirement the inclusion of communications and numeracy as subjects. However, because of current backlogs in the education and training system, consideration is also being given to including components such as personal development, lifeskills and fluency in information technology.

3.4.3.2 The core components

The core component of a qualification provides a wider context for the qualification, giving it breadth and depth. This component should locate the occupation within a wider field of learning, whether defined in terms of general work processes involved in the field, or within the entire sub-field to which the occupation belongs. The bulk of the general education, or the theory and practice, should be located within the core components, making general education a launching pad to better equip learners with the best possible competencies for the occupation. In addition, current issues of national importance should be located here, e.g. promotion of health and safety.

3.4.3.3 The elective component

The elective component offers a number of options for selecting unit standards within this category. These options operate as follows:

♦ The first option comprises the selection of specific unit standards required for a specific occupation.

- The second option relates to choices that can be made to enrich a qualification where the core and the fundamental components satisfy the bulk of qualification requirements. These could include credits for entrepreneurship learning, service sector orientation and so on. It is important to note that these credits may not be required by all learners, but should be recognised as crucial for the successful completion of a learnership. Moreover, these credits begin to address broader aspects within the particular environment.

- The third option is selecting aspects that relate to unusual or advanced work within the option. An example could be of learning to use particular computer applications relevant only to certain aspects of sub-fields.

- The fourth option provides choices that begin to allow a learner to work in another sub-field or industry. This choice is based on the portability of unit standards and qualifications across sub-fields and sectors.

- A last option entails learners being able to pursue their own learning interests. The *Framework* document recommends that this option be negotiated and accommodated only once it is clear that all the requirements of the qualification can be met.

3.4.3.4 The critical cross-field outcomes

The critical cross-field outcomes are described as providing a mechanism to introduce critical skills at all levels of qualifications. As an example, analytical problem solving, information gathering, organising and managing oneself, are seen as capabilities required throughout all levels of the qualification framework and have to be built into the design of all qualifications.

Critical cross-field outcomes are thus seen as being pivotal in the construction of qualifications, as they are elements that enable learners to

move from dependence to independence, as well as from low to high levels of productivity and innovation.

3.5   PARTNERSHIPS

Another important aspect included in *Education White Paper 4* (1998:16) is that partnerships between schools, colleges, other social partners and stakeholders are encouraged. Partnerships are seen as means to expand the range of learning opportunities and as a means to build a viable FET system in South Africa. Although the CLCs are not mentioned by name in these documents, these statements have important ramifications for the future functioning and funding of CLCs.

3.6   ENVISAGED APPROACHES TO DELIVERY

The envisaged spectrum of learnerships and skills development programmes make it necessary to consider not only a range of different learning institutions, but also a wider range of options regarding the delivery of these learning programmes. Open learning approaches, a system increasingly orientated toward lifelong learning and which is responsive to the needs of learners and communities, are the approaches to be adopted by the Department of Education (*Education White Paper 4*, 1998:8).

The Department of Education considers the open learning philosophy and programme-based approach to FET provision as a means to encourage institutional diversity and to stimulate the growth of "virtual" institutions. These approaches will also broaden access in learning programmes. In addition, they will provide the necessary flexibility in learning and teaching. Included in this thinking are the promotion of distance education, resource-based learning and the transferability of learning credits.

Adopting approaches such as these makes it possible for learning to occur within the workplace, at community facilities and in learners' private homes. Some learners will make use of the Internet and other technologies to access learning via a "web" or network of providers, who may be located far apart and who need have no formal, centralised organisation or structure. Open learning systems and an integrated approach to education and training will thus allow people to learn what they want, when they want and in what form they want, to satisfy their cultural, spiritual, career and personal development as well as any other needs (*Education White Paper 4*,1998:28). It is important to note that all these factors essentially lead to the conclusion that the development of flexible, resource-based learning approaches could generally be the most effective way of making learning available.

3.7   IMPLEMENTING THE FET STRATEGIES AT INSTITUTIONAL LEVEL

An important consideration in terms of this study, is the practical aspects regarding the implementation of the FET strategies at institutional level. In particular, the implications these strategies would have on CLCs becoming providers of FET programmes need to be investigated. Unfortunately, national policy statements such as *Education White Paper 4* of August 1998, the *National Strategy for Further Education and Training 1999 –2001*, and the *Draft Document: National Curriculum Framework for Further Education and Training* of May 2000, have not stipulated the requirements regarding the institutional systems, the capacities that are to be in place and the criteria that must be met before an institution can be declared an "FET Institution."

Reference has however, been made in *Education White Paper 4* of 1998, article 24 on the registration of private FET institutions. The *White Paper* states that no person other than a public further education and training institution, a school or a state institution may provide further education and training unless that person or institution is registered or conditionally

registered as a private further education and training institution in terms of legislation. The implication for CLCs as providers of FET is that some flexibility in relation to registration of providers is created, through the provision for conditional registration.

Very little has also been provided regarding programme design and delivery. The focal point has instead been on issues relating to the development of curricula, qualifications, governance and funding. At this point it must be added that two types of learning institutions are envisaged for the provision of FET, namely public and private institutions. Public institutions include the provincial education departments' senior secondary schools and technical colleges. Private FET institutions will include community centres, community colleges, youth colleges, non-government organisations, training trusts, regional training centres and private providers that deliver training funded by the Department of Labour, as well as private providers classified as profit-making colleges.

3.8   REQUIREMENTS TO BE DECLARED A FETI

3.8.1   Official guidelines

To date, no official document has been made available stipulating the requirements regarding the institutional systems, the capacities that are to be in place and the criteria that must be met before an institution can be declared either a public or private "FET Institution". The only reference found in this regard is an undated document entitled, *Draft Criteria for the Declaration of Public FET Institutions*, and is internally available at the Department of Education. The document forms the basis of what will eventually be the official guidelines to constituting an FETI. At the time of this research, no documentation relating to the criteria for private FETIs was available.

According to a spokesperson at the Department of Labour, the deadline for making such documentation available is 30 September 2001. Information contained in the draft criteria for the declaration of public FET institutions will be used as a basis in this study, in order to provide interim guidelines to CLCs offering FET facilities. The following information regarding the attributes and institutional profile of FETIs is thus taken from this document and recommended for use to guide CLC institutional structuring.

3.8.2. Attributes of well-developed public FETIs and aspects that could be applicable to private FETIs

It is stated in the *Education White Paper 4* (1998:14), that the key to encouraging institutional responsiveness and flexibility, of promoting creative and necessary change, together with stimulating innovation, is to allow education institutions greater autonomy in the determination of their missions and the management of their affairs. The *Education White Paper 4* and the *Further Education and Training Act, 1998*, states that sites of learning that have been declared public FETIs will be granted institutional autonomy once they demonstrate capacity in institution-based curriculum development, leadership and management, financial management, resources management, quality assurance and student support services.

3.8.2.1 Institution-based curriculum development

An important indicator of an institution's performance and an attribute that is considered to reflect a well-developed FETI is the degree to which it can retain students and the extent to which it can assist them to complete their courses and achieve qualifications. Further consideration will also be given to the benefits the institution brings to its learners, particularly in terms of programmes offered, degrees of achievement, widening participation, promoting flexibility and in opening access to learning opportunities. It is stated also that institutions would have to provide evidence that:

- the programmes offered by the institution are registered on the NQF;
- provision is being made to widen participation with particular emphasis on mature young people, adults and learners with special educational needs in line with labour market needs, potential employment prospects and economic needs.

3.8.2.2 Management and administration

It is assumed that the prospective FETIs are going to have to cater for increased numbers of students. It is therefore envisaged that a high level of adaptability and performance will be required from the institutional framework and the managers responsible for the successful functioning of the institution. This will be necessary in order to cater for a diversified curriculum to meet academic and personal needs. Structural changes will need to be well planned and managed effectively for high-quality, cost-effective and adaptable education and training provisioning and the day-to-day operations. This will be particularly evident in terms of the institution's overall management, its administration and its financial management:

3.8.2.3 Financial management

With the strong emphasis on the ability of an institution to demonstrate competent financial management, the following should be evident to the observer:

- the capacity and competence exist to handle state, donor or private funding;
- the management and financial control are in compliance with generally accepted accounting principles (GAAP);
- there is a commitment to the development of financial management and administration structures and capacities in a manner consistent with national and provincial Acts.

3.8.2.4 Leadership and administration

The requirements identified to demonstrate capacity in leadership and administration are:

♦ the development of administrative and management systems for personnel administration, logistic and procurement administration, student administration and in-house communication;

♦ the development of managerial knowledge and skills to perform new roles in terms of public relations, marketing, communication, multi-campus management, partnerships, industrial relations, health and safety and in the establishment of an educational management information system (EMIS);

♦ the establishment of management and administration structures in a manner that is consistent with the national and provincial acts.

3.8.2.5 Resources

A FETI's capacity is evidenced by the utilisation of physical and financial resources, and the development of human resources:

♦ physical resources would comply with the basic minimum teaching and learning requirements in line with national norms;

♦ financial resources would require that financial controls comply with generally accepted accounting principles (GAAP). Appropriate mechanisms to access programme funding from both private and public sources would also be required;

- human resource development would require that staff contingents meet the minimum requirements in terms of national norms and standards, together with evidence that policy to employ additional staff (educator and non-educator staff) is aligned to national laws.

3.8.2.6 Quality assurance

Quality assurance and quality improvement are seen as being fundamental to ensuring that further education and training programmes meet the needs of learners, communities, employers and society. Quality assurance requires that the provision of education and training must be consistently good and continuously improving. Institutions will have to strive for levels of excellence as learners are entitled to expect this from education and training that is either publicly or donor funded. Quality assurance in public FETIs is stated as including both evaluating the institution and determining the effectiveness of the programmes being offered. Institutional evaluation would include an audit, evaluating the organisational effectiveness and resources of the institution. Self-evaluation mechanisms would also need to be set up even before the declaration of the institution as a FETI to determine the shortcomings in the functioning of the institution.

The institution would therefore be required to provide evidence in the form of:

- documented processes for undertaking self-assessments, evaluations and action planning;
- analysing of and response to the views of learners and other customers about opportunities and services offered;
- the development of an Education Management Information System as a management tool for monitoring, evaluating and reporting purposes; and

♦ target-setting using benchmarking based on relevant and consistent performance indicators.

3.8.2.7 Student support services

Student support services are seen as having a pivotal role to play in ensuring access to education and training and to develop individuals holistically. Institutions should be able to provide evidence that they:

♦ provide a safe and supportive environment and respond speedily and effectively to the needs of every learner;

♦ have sound administration and learner record management procedures in place; and

♦ have established policies and practices for assuring the integrity of records, i.e., security, confidentiality, archiving, access by learners.

3.9 THE LEGAL FRAMEWORK

Few of the existing technical colleges and other potential FETIs are seen by the Department of Education as meeting the ideal standards envisaged for public FETIs. As such, more specific criteria for the declaration of public FETIs will be based in the immediate future, on institutional capacity concerning aspects described below.

3.9.1 Institutional size

The minimum size for a public FETI must be 2000 full-time equivalents (FTEs). This size is determined by the Department of Education's belief that mega-institutions that are multi-campus and multi-purpose have the potential to provide a wide range of programmes and extend access. Moreover, mega-institutions have the potential to position themselves to engage local industries in programme development and delivery, and to attract competent management and leadership.

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3.9.2 Institutional plan

Public FETIs will be expected to develop three-year rolling plans to qualify for state funding. Each cycle of planning will include new elements on an incremental basis. For the purpose of declaration, institutions that wish to be declared will prepare an institutional plan that indicates projected targets on the following:

3.9.2.1 Curriculum development and delivery

The focus of programme development will be across the twelve fields of learning as identified by the NQF. This focus would also be informed by local education and training needs of particular communities and industry; and will include strategies to:

♦ enhance the capacity of the institutions to develop curriculum, staff development programmes and ongoing educator professional development;

♦ widen participation, particularly of mature adult learners; and

♦ engage with local industries for programme development and work placement opportunities for learners and educators.

3.9.2.2 Management and leadership

Management and leadership capacity is required to guide institutional change toward an ideal public FETI by:

♦ increasing capacity to develop institutional plans that take labour market trends and the fiscal environment into account; and

♦ positioning the institution to engage with local communities and industry in order to provide relevant programmes.

3.9.2.3 Human Resource Development

Human resource development should introduce a strategy to ensure that staff are represented at all levels of the institution, and that a staff development and management plan is outlined, catering for management and professional educator development.

3.10 PROVINCIAL PLANS

Provincial departments are to be given the responsibility for undertaking the reorganisation of their FET College system, and to develop and implement the FET planning and monitoring procedures. The plan is seen as being the basis for provincial education ministers of the executive councils (MECs) to declare, merge or close institutions. To accomplish this crucial role, provincial departments of education will develop plans that indicate the following:

- the capacity of the provincial department of education to plan, build institutional capacity and manage the introduction of the new FET system;
- the education and training needs as informed by the growth and development plans of the province;
- the location and number of public FET institutions; and
- projected investment in institutional development.

CLCs must be aware of these plans and align their activities accordingly.

3.11 IMPLEMENTATION PROCESS

The declaration of a public FETI should reflect confidence on the part of the MEC that the institution concerned should be able to function effectively as a FETI and meet the targets set within the specified time frames. The entire process of creating a new institutional landscape would require a managed

process of deliberation and consultation between the provincial department of education and institutions offering FET learning programmes within a specific geographic location.

Provincial strategic plans for the provisioning of further education and training are to be prepared and made available to relevant institutions so that they can develop their own plans. Accordingly, institutional strategic plans will be evaluated against provincial strategic plans for FET in order for an institution to be declared a public further education and training institution. Once again, it is important that CLCs wanting to offer FET and skills development programmes should align themselves with these provincial strategic plans.

3.12 MANAGING MERGER PROCESSES

It is possible that certain institutions could be directed to merge with others to create more viable single institutions. Whether it is possible to merge a state institution with a private institution, such as a CLC is unclear, but probably unlikely. The feasibility of CLCs performing the role of satellite campuses for FETIs and being able to access finances from the FETIs to be able to offer these services needs to be explored.

3.13 IMPLICATIONS OF FET ON ESTABLISHING CLCs

The possibility of CLCs becoming registered FETIs is greatly enhanced should a CLC become a satellite campus. The provision of FET is envisaged as taking place in a multiplicity of institutions, such as senior secondary schools, technical schools, so-called "finishing schools", technical, community and youth colleges, public adult learning centres, non-governmental organisations, training trusts and regional training centres. Included are also private providers that deliver training funded by the Department of Labour, as well as private, for-profit colleges (*Education White Paper 4*, 1998:18).

The establishment of Sector Education and Training Authorities (SETAs) and the introduction of the Skills Levy Act have brought an urgency to bring public FETIs to accepted levels of high quality education and training to meet the challenges of the country's human resource development needs. It is only through modern, mega-institutions that the intermediate skill requirements of the country can be met. The reorganisation of public FETIs presents a unique opportunity of a lifetime to improve the quality of education and training to meet the needs of communities and industry.

3.14 CONCLUSION

This chapter has attempted to extract some of the most pertinent issues pertaining to FET policy and the implementation of skills development programmes in South Africa. It has also attempted to provide a comprehensive overview of these two important and recent education and training innovations so that the designing of managerial and structural guidelines for CLCs can be more focussed. The next section will closely examine the significance of this information for the CLC framework.

CHAPTER 4

COMMUNITY LEARNING CENTRES AND THEIR POTENTIAL IN SOUTH AFRICAN EDUCATION AND TRAINING

4.1 INTRODUCTION

The community centre, although not an entirely new phenomenon, aroused great interest in South Africa in the period following the democratic elections in 1994. This interest was evident from the many seminars and documents on community centres that appeared at the time. The subsequent transformational processes in education and training also stimulated interest. The community centre phenomenon is found in many developed and developing countries, and is not a concept limited to South Africa.

The purpose of this chapter is firstly, to clarify understanding of community centres and particularly, community learning centres (CLCs). This chapter will examine the CLC concept and its development from the generic community centre and multi-purpose community centre concepts. An overview will be included of the manner in which many existing centres are constituted and currently function. This will be followed by an examination of the potential role that CLCs can play in education and training transformation. Once the nature and potential scope of these centres is made clear, guidelines for structuring and managing these centres can then be developed.

4.2 THE CLC CONCEPT

4.2.1 Community centres

The CLC idea originates from the community centre and multi-purpose community centre concepts. The community centre concept itself is ambiguous and has been subjected to various interpretations. This is reflected in the many names given to centres that offer any form of community service. Some terms commonly found in documentation are "community colleges", "community development centres", "adult learning centres", "community service centres", "community information centres", "community resource centres" and, more recently, "knowledge centres". The names given tend to depend on the dominant focus and services offered.

A useful description regarding the purpose and functions of community centres can be found in documentation emanating from the conference *Linking Development Needs with Development Resources through Multi-Purpose Community Development Centres*. This discussion on the processes and structures of "community development centres" (CDCs) is applicable to the community centre concept and describes the centres as places that:

♦ serve and are controlled by people in communities;
♦ link community needs to resources;
♦ develop the abilities of communities to move from being dependent to being independent and able to respond to their own needs;
♦ stress accessibility, tolerance and political neutrality; and
♦ form the basis for community development.

The kinds of services that CDCs would normally offer, and which CLCs could offer within an education and training context, are to:

- offer services and resources based on local needs;
- offer access to formal and non-formal training and skills development programmes;
- be a catalyst for communities to make use of their own resources;
- create networks within communities and other stakeholders in development;
- provide information and communication according to community needs;
- act as access points for local and outside resources, including assisting with fund-raising for community projects;
- raise and generate sufficient funds to sustain their own functioning;
- support small, medium and micro enterprises (SMMEs) in the community; and
- provide a base for community development forums.

4.2.2 Multi-purpose community centres

The term "multi-purpose community centre" (MPCC) was first used in government documentation and discussion in the initial phases of the reconstruction and development programme (RDP). MPCCs were seen as essential components in RDP-related development and part of the integrated delivery of government services.

Current interest in MPCCs is gaining momentum. The Government Communication and Information Service (GCIS) is playing a pivotal role in co-ordinating and promoting the establishment of such centres. The MPCCs, established under the auspices of the GCIS, will be supported by various government departments, because they will provide the means for delivery of many of the state's social and economic development programmes, including education and training.

Within this context, an MPCC is defined and described by Benjamin (1998:4-5) as, "...an organisation offering a range of developmental services (including information services) to a specific community and with a large degree of community involvement". The centres are described as structures that will house various developmental programmes and service providers. By so doing, they will assist communities to manage their own development, by giving them access to appropriate information, facilities, resources, training and services. The report argues further that in the sharing of facilities and the synergy generated by various service providers, more cost-effective and efficient provision of services can be attained. Essentially, the range of services that can be offered will be defined by the needs of that community and include:

♦ a community information and resource centre;

♦ a "one-stop, government information shop";

♦ a wide range of formal and non-formal training;

♦ support for small businesses and the development of other entrepreneurial activities; and

♦ integration of the delivery of a range of government services and other development projects.

Community involvement, ownership or control is fundamental to a MPCC. The MPCC should reflect the needs of the local stakeholders. Stakeholders can be described as various representative organisations, who have verifiable interests in the functioning of the community, including individual residents, local authorities, the local business community and appointed developmental agents.

In summary, the MPCC is seen as a flexible and enabling instrument, which is an ideal vehicle for increased participation between community stakeholders for the development of a community. These centres can play a major role in assisting in assessing needs, planning and implementing

community-based projects, thus assisting communities in making decisions about their own future.

4.2.3 The multi-purpose community learning centre

To summarise, the community centre concept can be regarded as a broad, overarching description of a facility that can assist in providing services and support to particular groupings of people, collectively known as communities. The multi-purpose community centre, on the other hand, is a more specific and focussed example of a community centre. The CLC concept, however, is a specific component and function of the multi-purpose community centre. Even though the CLC concept pre-dates the multi-purpose community centre concept, it can be reasonably aligned to its conceptual framework. Kamper ((Kamper, 1987:1) carried out seminal work in formulating the form, function and management of community-based learning centres. He provided the following succinct overview:

Gemeenskapsonderwys en gemeenskapleer-sentrum is betreklik nuwe aankomelinge in die Suid-Afrikaanse familie van onderwyskonsepte en –begrippe. Die wêreldwye bewuswording van onderwys in die nie-formele konteks, en die veral ten aansien van *l'èducation permanente* van volwassene leerders, begin ook in Suid-Afrika in toenemende mate neerslag vind. 'n Betekenisvolle variant van hierdie ontwikkeling is gemeenskapsonderwys wat, alhoewel dit jarelank reeds (ongesiens?) voorsien word, met hernude belangstelling en uit gewysigde perspektiewe beskou word. In die nuwere siening oor die voorsiening van gemeenskapsonderwys staan die onderwysbehoeftes van die plaaslike gemeenskap sentraal en word klem gelê daarop dat die plaaslike gemeenskap so breed en direk as moontlik by die onderwysvoorsiening betrokke behoort te wees – nie alleen as leerders en kursusleiers nie, maar ook as onderwysbestuurders. Die gemeenskapleersentrum is 'n direkte uitvloeisel van hierdie benadering tot gemeenskaponderwys.

[Community education and community education centres are fairly new arrivals on the South African scene of education concepts and understandings. The world-wide awareness of education in a non-formal context, in particular with regard to l'education permanente of adult learners, is beginning to increase in popularity in South Africa. Community education is a significant variation of this development. Although provision has been made for this kind of education for a number of years (unobserved?), it is now regarded with renewed interest and from a changed perspective. The new approach toward the provision of community education places the educational needs of the local community in a central position. Emphasis is placed on the requirement for the local community to participate as comprehensively and directly as possible in this provision, not only as learners and course leaders but also as education managers. The community centre is a direct consequence of this approach to community education. Author's own translation]

Mokgatle (1995:5), provided further clarification regarding the CLC concept. He refers to this type of centre as being either a venue or a site where one or more providers, institutions or non-government organisations (NGOs) offer community education programmes, relevant to the expressed needs of the community. He states that centres such as these can be located in any public building, school, church or community hall that is easily accessible to the local community. He sees the important characteristics of CLCs as being flexibility, responsiveness to local needs and the creative and efficient use of available resources and infrastructure.

Adele Gordon (1994:2) describes CLCs as multi-sectoral education delivery centres. She sees the possibility of these centres being used to provide formal education during school hours, whilst offering non-formal education and distance education projects in the out-of-school hours

period. She also envisages the community making use of the facilities for community and recreational functions.

The policy documentation of the Ministry of Education (*White Paper on Education and Training*, 1995:31) refers to community learning centres as an envisaged network of facilities that can offer regular support and services to a variety of students pursuing learning goals, and would require a new type of learning facilitator. It foresees that these centres would have the potential to be connected electronically to almost unlimited data sources and networks. As such, the CLCs could form an essential part of the infrastructure required for the realisation of open learning approaches throughout the education and training system.

4.3 COMMUNITY CENTRES IN SOUTH AFRICA

4.3.1 Historical background to community centres in South Africa

The discussion documents on community centres for the period 1994 to 1999, provide very little information regarding the history of these centres. They also give little indication as to the contribution these centres have made over the years to the development and functioning of many communities. More recent documents concentrate mainly on the potential contribution these centres can make to ongoing reconstruction and development programmes.

Useful background data on existing community centres is found in research conducted by Benjamin (1998) on behalf of the National Information Technology Forum (NITF). The findings were released in a document entitled, *Multi-Purpose Community Centre Research Report*. The focus of the research was to determine firstly, whether existing community centres could be classified as multi-purpose community centres, and secondly, the extent to which known centres are using information and communication

technologies (ICTs) within their administrative, managerial and education programmes. This research provides a comprehensive database of information regarding the functioning of community centres in South Africa. Information from this report will be used to compile the profiles of centres and will be discussed within this section.

The information provided in the report is based on the responses of two hundred and thirty-five centres in South Africa. It was stated that many of these centres served as meeting places for youth, pensioners and for many community activities. These centres also played an important role in providing venues for literacy and numeracy classes for disadvantaged communities (Benjamin, 1998:23). It is notable that of the two hundred and thirty-five listed centres, one hundred and sixty-eight, or seventy-one per cent, were established after 1980 (Appendix 2:1-235).

4.3.2. Services currently being provided by community centres

A survey of the services offered specifically by each centre listed in the *Research Report* (Benjamin, 1998: Appendix 2:1-235), indicates the following clusters of projects, namely social services, economic services and education and training services.

4.3.2.1 Social services

The following social services are offered:

♦ medical support and community health programmes such as HIV/AIDS awareness, trauma clinics and alcohol and drug rehabilitation programmes. Assistance is also provided to the disabled, the mentally handicapped and persons with disabilities;

♦ information and advice on a variety of matters, including legal advice and legal representation, consumer rights, political awareness and human rights;

- community development projects, such as rural development, housing and water supply programmes;
- human support programmes that include social welfare, childcare, assistance to pensioners as well as self-help programmes for youth groups and street kids;
- national, provincial and local government information to the community;
- family and marriage counselling, as well as community development through meetings and workshops.

4.3.2.2 Economic services

The following economic services are offered:

- self-employment skills and handicrafts. These include garment-making, weaving, sewing, knitting, reupholstery, farming, brick-making, building skills, bread-making and baking;
- job creation activities and business counselling in the development of Small, Medium and Macro Enterprises (SMMEs);
- directories on services and organisations within the community;
- Curriculum Vitaes (CVs) and constitutions for organisations and businesses;
- telephone, computer, fax-machine, photocopy machine, e-mail and Internet services;
- application letters for employment, and perusing newspapers for vacancies;
- strategic information to business people.

4.3.2.3 Education and training services

The following education and training services are offered:

- adult education and training programmes that include literacy and

numeracy;

- Educare and school readiness programmes;
- computer literacy training;
- Department of Labour training, statutory skills training and commercial training. This includes organising workshops, seminars and focus weeks for community skills development;
- facilities for Saturday schools;
- studying facilities and access to information through resource centre and library facilities.

4.3.3 Problems that limit the effective functioning of community centres and community learning centres in South Africa

In discussions with heads of three community centres (1999), it appears that community centres are generally experiencing problems, stemming mainly from an inability to attract funding. The inability to attract general funding is largely due to current government requirements that external funding from donor agencies and foreign governments must be channelled through the state coffers. Additional problems are also caused by the increasingly bigger role that government is playing in providing social, economic and welfare services as part of the RDP. The provision of many of these services was the basis of the existence for many community centres.

Centres are also experiencing problems in adapting to changing circumstances. In many cases, the services offered by centres were narrowly focussed and a mere extension of the interests and abilities of founding members. In current circumstances, centres need to be responsive to changing needs and circumstances. Adaptive management styles, redefined administrative structures and new sensitivities will be required in response to current and emerging community needs.

Benjamin (1998:Appendix 2:1-235) has provided information on community centre needs that were identified by a wide range of community centres. According to his findings, problems stem from lack of sustained funding, lack of telecommunications and resources, transport and reduced funding for services. Benjamin suggests the following requirements to ensure that centres adequately respond to emerging needs:

♦ sharpening managerial skills;

♦ developing ways to acquire funding and maintaining sustainability;

♦ automating managerial and administrative functions through the use of computers, which includes acquiring equipment and training:

♦ empowering and developing staff through training, particularly in acquiring managerial skills, leadership skills, skills in labour relations and the procurement of resources and materials;

♦ acquiring better office administration skills, including money management, bookkeeping and the legal aspects of managing enterprises; and

♦ acquiring production equipment and skills in operating such equipment.

4.3.4 Constitutional models of selected community centres

Additional information obtained from the NITF Research Report (Benjamin, 1998:Appendix 2:1-235) that can influence the management guidelines for CLCs, is the manner in which some centres are constituted. Determining a management and ownership model that would be applicable to a broad range of community centres complicates the development of guidelines. It is therefore necessary to understand options selected by some centres. A summary of information from the NITF Research Report follows, which includes the percentage of centres in the report and shows the particular ownership models and accountability structures.

Legal and ownership models

◆	Registered as a Trust on their own:	3%
◆	Registered as a Trust affiliated to a NGO:	8%
◆	Registered as Close Corporations:	3%
◆	Registered as Section 21 Companies:	16%
◆	Registered as NGOs:	46%
◆	Unregistered and classified as informal organisations:	3%
◆	Listed as being "Other" organisations:	25%

(The latter included being a church or affiliated to a church, a community-based organisation, a local council and municipal authority, the Salvation Army, a Chamber of Commerce, missionary agencies, university affiliated organisations or agencies, welfare organisations, entities affiliated to public education institutions, registered fundraising organisations and institutions affiliated to a library association).

◆	Listed as being "none":	6%

Accountability structures:

◆	Having a Constitution:	83%
◆	Having a Management Committee:	80%

4.4 THE POTENTIAL OF CLCs IN EDUCATION AND TRAINING

4.4.1 Overview

The Centre for Educational Technology and Distance Education (CETDE) states in a position paper on multi-purpose community learning centres (Bester, 1999:9), that CLCs can offer a pragmatic response to immediate, pressing educational needs and inadequate facilities. It states further that the centres have the potential to extend and develop the current

educational infrastructure and offer facilities that can become an additional means of education delivery, and,

> Their functions can include those of traditional learning sites, but can potentially be far broader, more extensive and cater for diverse and varied community education needs over a wider age continuum. In addition, these centres have the potential of offering programmes directed at preparing learners for the world of life and work beyond school, and more specifically, to become competent citizens in the *information age* and *knowledge society*. The centres are characterised by flexibility, the ability to rapidly respond to changing demands and needs and to offer a widely diverse range of learning opportunities far more readily than traditional learning sites are able to.

4.4.2   CLCs within the transformation of education and training

The CETDE (Bester, 1999:9) perceives the broad significance and value of CLCs in relation to and contextualised within some of the issues and challenges currently confronting education providers in South Africa. Particularly relevant are:

- constituting an educational system to fulfil the vision of providing access to learning for all;
- building a just and equitable lifelong learning system to provide good quality education and training to young and old learners alike;
- ensuring that education is relevant and applicable to the current needs of individuals and communities;
- ensuring that education and training is responsive to the perceived requirements of the social, economic, political and global environments of the new millennium.

4.4.3 CLCs in relation to rural education and training needs

The CLC concept is also a response to the fundamental need for creating educational institutions in rural areas. These institutions should differ from traditional school structures and functions and should, ideally, provide a response more suited to rural needs. Gordon (SAIDE, 1994:1) argues that the reconstruction of the rural education system requires a comprehensive programme to guarantee the redress of the backlog in formal and non-formal education and to maximise access to educational and related resources for all rural community members. She believes that the institutional format best suited to perform and accomplish these functions is that of the CLC.

4.5 CHANGES THAT CAN BE REFLECTED THROUGH CLCs

4.5.1 Overview

An important aspect of developing structure and management guidelines for CLCs is to determine which services the centres can offer. These services should adequately reflect current education, training, social and economic change in South Africa.

Possible services will be outlined in the following paragraphs. Consideration will given to services that can be offered through CLCs that reflect the social and economic development initiatives of government, but emphasis will be given to education and training services for community development.

4.5.2 Services relating to education and training

CLCs are well-suited to provide the supportive processes identified as core components of lifelong learning and which form the basis from which knowledge, skills and understanding relevant to particular communities can

be acquired. CLCs are therefore not only suitable for providing instructional venues and facilities, but are also suitable for implementing the following educational approaches:

♦ lifelong learning programmes and initiatives, such as community-based education projects, adult (basic) education and training (AET), learners with special education needs (LSEN), early childhood development, skills development programmes and cultural education activities;

♦ open learning approaches in education and training, which could promote a new culture of teaching and learning;

♦ the integration of distance learning and contact teaching methodologies;

♦ access to education resources, especially for rural communities;

♦ greater equity, redress and access to education and training opportunities.

4.5.3 Implementing further education and training strategies through CLCs

CLCs also have the potential to support FET implementation and provide the facilities and resources to implement skills development strategies (Bester, 1999:10-12). CLCs can assist FET implementation if they are able to provide:

♦ access to and use of the new information and communication technologies (ICTs). In so doing, educators and learners can be given access to e-mail, the Internet, the off-site delivery of learning material and can track and manage learner performance;

♦ links to other FET institutions, to industry and to significant groups and persons within communities, such as labour unions and community leaders, to ensure that the training provided is relevant and appropriate. CLCs, with their immediate contact with communities, are in a position to articulate, express and reflect needs quite accurately;

- support and access to flexible modes of delivery. This includes face-to-face tuition, offering facilities to learners involved in distance education programmes. This concurs with the national strategy for FET, by which training facilities are to become more closely aligned to industry requirements, the training needed for community development and to support changes in modes of delivery. Maximum utilisation should be made of existing facilities by merging and refurbishing them, rather than in constructing new facilities;

- representation of the community voice in the co-operative approaches to planning, programme development and delivery. This co-operation is being encouraged between schools, colleges, industry and local communities in the delivery of vocational education and training;

- learner support services to assist in making meaningful study choices and to offer support. Support is required in areas such as academic development, information on career options, labour market opportunities, counselling and strategies for acquiring financial aid;

- ongoing professional development for educators and trainers in learning and teaching strategies, classroom management, curriculum and assessment issues;

- venues and programmes that provide knowledge and skills to increasing numbers of young people aged between sixteen and thirty-five;

- learning material and programmes for targeted areas of human resource development capable of attracting funding from the National Skills Fund. This would require close collaboration with local commerce and industry, in determining learning and training needs. In so doing, CLCs can become the locus for segments of commercial sector training.

CLCs can, in addition, make a significant contribution toward the successful implementation of the skills development strategies if they are able to offer programmes that lead to National Qualifications Framework (NQF) accreditation. In order to do this, CLCs could adopt one of the following strategies:

- CLCs link with one or more registered FET institutions. This means that an individual institution becomes a satellite campus or an extension of one or more registered FET institutions. In this role, CLCs would provide facilities and resources to learners registered at other accredited institutions.

- An individual CLCs registers to become a private FET provider or to register courses with Education and Training Quality Assurers (ETQAs), in order to offer accredited programmes. This would require compliance with the regulatory framework to be established by *Education White Paper 4*. These regulations are aimed at ensuring that only private institutions with the necessary infrastructure and resources to provide and sustain quality FET programmes are registered. The programmes offered need to be accredited in accordance with the regulations of the SAQA Act of 1995. In registering as a FET Institution, A CLC becomes a vehicle for the delivery of education and training programmes as opposed to merely being a facility providing computer, library and other learning services. In this manner, CLCs take responsibility for programme accreditation, offer the programmes, assess, quality assure and accredit according to NQF requirements.

- A CLC affiliates with an umbrella organisation or a consortium that assists in strengthening the ability of CLCs to offer accredited FET and skills development programmes. This option is recommended because it has the potential to optimise CLC functioning and sustainability with the most effective and efficient use of typically very scarce resources. This kind of organisation or consortium could offer services such as assisting CLCs to acquire the necessary infrastructure and resources to offer FET programmes, assist CLCs with assessment and monitor centres, and liaise closely with relevant Sector Education and Training Authorities (SETAs) and ETQAs to ensure that quality education and training provision is maintained.

4.5.4 Broad–telecasting

CLCs can assist in learning processes by integrating broadcast television programmes into education and training activities. CLCs can contribute by offering the following:

♦ facilities in the form of one or more television sets and facilities to view programmes;
♦ programme information and schedules;
♦ video facilities for recording and even storing resource materials. Some programmes should, as a matter of course, be captured on video for use as and when required;
♦ radio and audio-tape facilities.

4.5.5 Department of Labour (DoL)

CLCs are particularly well placed to assist in implementing current Department of Labour human development strategies. CLCs can assist with the implementation and realisation of the goals of the skills development strategies, by:

♦ establishing and developing instructional and practical learnership programmes, in conjunction with relevant organisations and employers;
♦ getting courses accredited through the South African Qualifications Authority (SAQA) and relevant Sector Education and Training Authorities (SETAs);
♦ offering, where feasible, the training and instructional components of learnership programmes. There will be a need for learners to engage in the theoretical elements of the learnership programmes and the workplace may not always be able meet this need. CLCs could also actively assist in the development of these programmes and offer them to other centres and to large numbers of learners through open learning

approaches. CLCs could apply for development funding for these activities from relevant SETAs and the National Skills Fund;

♦ linking with labour centres to assist employers to find qualified employees, assist the unemployed to find work as well as retrenched workers to re-enter the job market;

♦ developing partnerships between public and private sectors to share in the responsibility for relevant community labour and training matters.

4.5.6 Services to learners studying distance learning courses

CLCs can provide an important service by making facilities available for those learners studying university, college or technikon courses through distance education methods. This service can include providing "second chance" learning opportunities to failed matriculants. The types of facilities that should be provided are study facilities and rooms where students can either work individually or in groups, or where they can meet with lecturers for tutorials when necessary. It is also important to provide a service that provides access to telecommunication facilities.

4.5.7 Services to educators within the community

CLCs have demonstrated through private sector initiatives that they are able to provide meaningful support to the development of educators. CLCs can support educators within the community by offering:

♦ teacher centre services and facilities, thus enabling teachers to produce and access a variety of resource materials. Facilities should also be available for educators to have access to a range of electronic media and technologies. Essentially, this would mean that a media or resource centre should be established, not only for educators, but also for all members of the community;

♦ in-service and development courses for educators, ranging from public and private broad and narrow-casting, NGO initiatives, to the formal courses offered by colleges, technikons and universities.

4.5.8 Library and resource facilities

CLCs can play a very pivotal role in providing under-resourced schools and sites of learning with learning resources. These centres can do this by being a central hub, offering library and resource facilities to schools in the community. Specifically, resource facilities in CLCs would provide:

- resource materials to learners involved in education at a distance;
- resources to teachers to implement OBE;
- leisure reading and recreational resources and materials to the community as a whole;
- the development of resource materials for schools providing adult education and training (AET), early childhood development (ECD), learners with special education needs (LSEN) and other programmes;
- a repository for reference and text-based materials.

4.5.9 Social and economic services

A great deal of social and economic restructuring is currently occurring in South Africa, involving a wide range of initiatives within the private and public sectors. Extensive legislation has already been passed and the challenge is to ensure that meaningful implementation occurs. A significant obstacle has been the inability to co-ordinate the many initiatives being undertaken. CLCs can make a major contribution to consolidate disparate efforts and be a focal point for many social and economic development initiatives. In particular, CLCs can channel and co-ordinate the initiatives of the Department of Communications, the Universal Services Agency and the Department of Finance.

a)   Department of Communications

The Department of Communications (DoC) has stated that part of its mission is to enable ordinary people to have access not only to traditional media, but also to the convenience of the information technologies. The DoC envisages providing services that have the potential to create a flourishing information society. These would include providing access to the Internet, tele-medicine and other convenience measures that will improve the quality of life of people while contributing to the economic growth in the country.

Some of the challenges that the DoC intends to meet are:

♦   correcting imbalances in communications services by providing quality universal service at a reasonable cost;

♦   preparing South Africa to take advantage of the convergence in communication technologies in areas of telecommunication, broadcasting, information technology and multimedia;

♦   making South Africa globally competitive by becoming a hub of multimedia development, particularly through opening up opportunities for historically disadvantaged communities;

♦   contributing towards an African communications strategy that will help build an information backbone that ensures the success of the African Renaissance.

The DoC has several portfolio organisations whose administration falls under particular business units of the Department. Those organisations that have a direct bearing on the functioning of CLCs are Telkom and the Universal Services Agency, whose aims in providing telecommunication services to communities are interlinked (IT & Telecommunications Handbook, 1998:209).

b) The Universal Services Agency and the establishment of telecentres

The Universal Services Agency (USA) was established by the *Telecommunications Act* of 1996 with the specific role of promoting access to telecommunications and other information services for all people in South Africa. It is essentially a development agency and is linked to the South African Telecommunications Regulatory Authority (SATRA) that was established at the same time. The USA works on the assumptions that telecommunications are a basic right and a necessary aspect of social and economic functioning. Telecommunications allow people to communicate with each other, and, once they are connected, development in a wide range of other spheres is boosted.

The USA provides universal access to telecommunications by all communities, especially disadvantaged communities, through what is termed "telecentres". Telecentres are a core of telecommunication services, offering telephones, faxing facilities, e-mail and Internet access. These facilities can be housed in secure, self-contained units or in separate venues within community centres. The intention is that they should be provided within community centres, together with an array of other services, to act as a stimulus and encourage communal self-development. In a sense, telecentres can serve as rudimentary multi-purpose community centres and offer those telecommunication services that are essential for effective distance education and thus make the latter more viable.

Many of the initial procedures for establishing telecentres require training. This training can serve as a basis for related courses to be offered at the telecentre and act as a precursor to the establishment of a CLC. Some of the initial training and services that will form the basis of a telecentre are:

♦ entrepreneurship, management skills, technical skills and computer literacy;

♦ development of skills to be able to carry out first-line maintenance on the refurbished computers provided to telecentres;

♦ linking telecentres for information sharing with other centres and with a wide range of supportive organisations, especially in the education and training arena (Benjamin, 1998:48-51).

c) Department of Finance

Bester (1999:22) mentions that another strategic intervention that has implications for the functioning and sustainability of CLCs is the Growth, Employment and Redistribution (GEAR) policy of the Department of Finance. At the core of this policy is an integrated strategy for rebuilding and restructuring the economy to meet basic human needs, develop human resources, increase participation in the democratic institutions of society and implement the RDP in all its facets. The aim of the GEAR policy is also to steer the general direction of economic policy towards greater openness and competitiveness as it becomes increasingly subject to global forces. This policy also aims at promoting efficiency, skill enhancement and the expansion of reasonably remunerated employment while at the same time supporting a labour intensive growth path, which generates jobs for the unemployed. Many of these unemployed are unskilled and have never had previous employment.

One of main thrusts of the GEAR policy is in developing small and medium–sized enterprises. The promotion of small, medium and micro enterprises (SMMEs) is regarded as a key element in the Government's strategy for employment creation and income-generation. Due to past obstacles, the SMME sector is severely under-developed and a major effort will be made to implement policies in this respect. CLCs can capitalise on government efforts by using funding mechanisms available for development and by offering facilities and opportunities in preparing individuals and groups to enter this sector.

The potential of CLCs to provide training and development to communities can assist various government departments to achieve their goals. Increased productivity within the country is an essential factor against which government departments can measure the achievement of many of their goals. International indicators show that South African investment in human development is inadequate, despite the fact that it is mainly through this development that productivity within the country can be enhanced.

4.5.10 Summary of essential facilities and services that could be offered by CLCs

It must be reiterated that CLCs will provide those facilities and services that are specifically in response to the communities within which they function. However, from visits to several of these centres, the following are some of the general facilities and services that have been found in these centres:

- media and resource centre;
- telecommunications and duplication facilities, facsimile and telephones;
- computer centre with varying numbers of computers and connections to the Internet;
- audio-visual equipment such as TV-video, audiocassette recorders and an overhead projector;
- individual and group study facilities;
- community radio;
- assistance to educators to develop their own teaching materials to address local educational needs and to be related to labour market demand;
- development and extension of the educational infrastructure to providing access to public telecommunication services, information technologies (including Internet) and resource facilities.

4.6 CONCLUSION

This chapter has provided an overview of the historical background and the current status of CLCs. A great deal of attention is currently being focussed on these centres and there are great expectations regarding their contribution toward the provision of education and training in South Africa. What is becoming apparent is that some of the existing centres are beginning to suffer from a diffused future focus stemming from recent social, economic and political changes. These changes, however, also herald a new era in which CLCs can begin to make a very significant contribution toward implementing critical changes in education and training in South Africa. As such, the following chapter will consider those aspects that will have an impact on social and economic development, particularly regarding education and training, and the role of the CLCs within these environments.

CHAPTER 5

GUIDELINES FOR STRUCTURING AND MANAGING COMMUNITY LEARNING CENTRES

5.1 INTRODUCTION

The purpose of this section is to provide guidelines to enable CLCs to offer meaningful education and training opportunities to varied groups of people within their communities. The guidelines cater for a wide range of education and training support, but prominence will be given to promoting FET and skills development programmes. In this way, "world of work" requirements can be addressed together with current legislative stipulations of both the Departments of Education and Labour.

The guidelines will be presented within the context of three processes. These are:

♦   taking cognisance of the envisaged role, form, function and underlying assumptions that will influence the nature of the guidelines;

♦   providing criteria for initiating and continuously refining the roles and functions of CLCs;

♦   providing criteria for structuring and managing the functions of CLCs to provide flexible, resource-based learning.

Organisational structure, functions and the implementation of services are emphasised on the assumption that detail in this regard can provide a solid basis for organisation, control and ongoing evaluation of the education and training services provided. This, in turn, should assist CLCs to offer effective and efficient services that are responsive to community needs, and thus, fulfil a mandate to the communities.

5.2 ASPECTS INFLUENCING STRUCTURAL AND MANAGEMENT GUIDELINES

Before structural and management guidelines are defined, it is necessary to identify factors that could influence the organisational structure and the services to be provided by CLCs. These factors emerge from the social and economic trends, and the tendencies within the education and training sector identified in earlier chapters, and will form the assumptions on which the structure and guidelines will be based. These factors are the envisaged roles that CLCs can play in a community; the extent to which CLCs can be transformed into flexible, resource-based learning institutions; the range of functions and services CLCs intend offering, and how aims and objectives can be achieved.

5.2.1 The role of CLCs

The role that CLCs play in community development is an important influence in developing structural and management guidelines. From literature studies, certain assumptions can be made. These are:

a) the CLC is a specific and important component within multi-purpose community centres. CLCs can play a meaningful role in expanding the educational and training capacity of communities to function more effectively within their social and economic contexts. CLCs can also assist stakeholders acquire the skills and literacies required in the information age;

b) CLCs are well suited to provide support for general, further and higher education programmes, and in implementing skills development strategies;

c) within the skills development sector, CLCs have the potential to become private FETIs, or to affiliate with other public or private FETIs. Through these affiliations, CLCs can begin to access funding.

5.2.2 The CLC as a flexible, resource-based learning institution

In order to be responsive to trends outlined in previous chapters, CLCs need to redefine their instructional format. Based on information regarding open and vocationally orientated learning, the institutional format recommended for CLCs is that of a "flexible, resource-based learning" institution. Such institutions can offer:

♦ options for both contact and distance education;

♦ a variety of programmes developed either internally, in collaboration with other education providers, other distance education colleges, schools, FET and higher education institutions, or simply offer facilities and resources for other providers to offer learning programmes; and

♦ learning programmes designed to be delivered by a range of media, including print, and mediated by "learning facilitators".

The elements of a flexible, resource-based learning centre can be diagrammatically illustrated as follows:

ELEMENTS OF A FLEXIBLE, RESOURCE-BASED LEARNING CENTRE			
Approaches	Clients	Types of Programmes	Acquisition of programmes and learning material
◇ Contact teaching ◇ Distance education	◇ Community ◇ Business ◇ Labour ◇ Government ◇ Other E & T providers ◇ Schools	◇ Schools-based ◇ Community-needs ◇ Life skills ◇ Skills development	◇ Self-developed ◇ From other institutions & providers

5.2.3 Functions of CLCs

As part of the structuring process, certain processes need to be undertaken initially to provide direction and establish a management framework. Having captured the elements of a "flexible, resource-based learning centre", the next step is to formulate a "functions framework", in which essential activities are identified. These functions will serve as a basis for organising and implementing the activities envisaged for achieving the aims and objectives of a flexible, resource-based community learning centre. The essential elements of the framework are illustrated as follows:
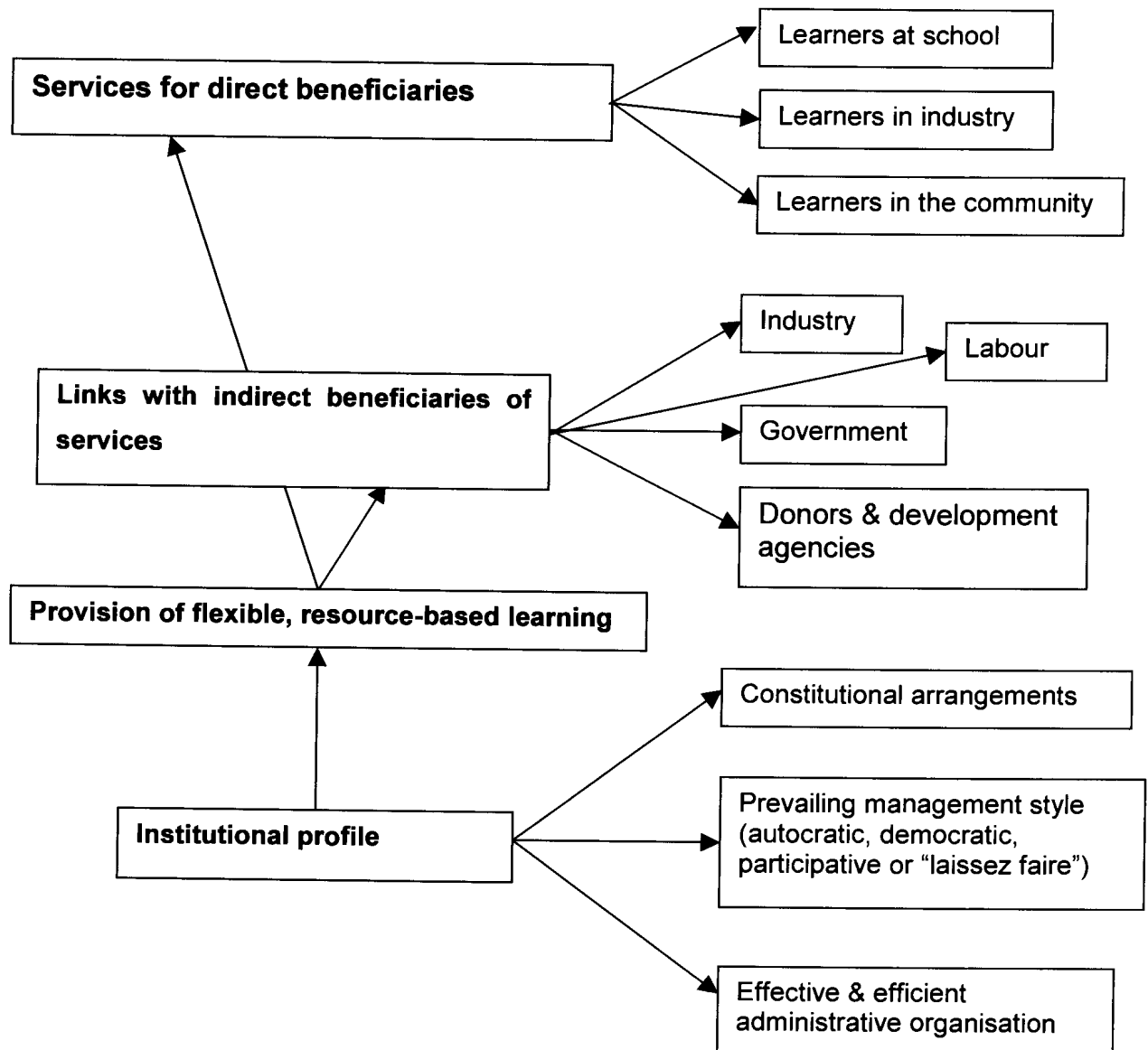
5.3 DEFINING THE ROLE AND FUNCTIONS OF A CLC

5.3.1 Determining the strategic aims and objectives of a CLC

To promote organisational effectiveness and efficiency, it is necessary to clarify the aims and objectives of the services a CLC wishes to provide. Van der Waldt & Knipe (1998:13) have suggested two processes to achieve this clarity. The first is undertaking an internal and external environmental scan, whilst the second is an analysis of the organisation. The analysis is a strategic management exercise that aims at focusing the activities of the institution and providing criteria to measure the performance of the institution. A CLC can perform strategic management exercises to initiate its functioning as well as at regular intervals to continue with a sharpened focus.

5.3.2 A strategic management process

Van der Waldt and Knipe (1998:15) have developed a strategic management process for assisting public sector institutions identify applicable aims and objectives. Elements of this process, with certain adaptations, can also be used for identifying aims and objectives for CLCs. On the following page is an illustration of the elements of the adapted process for CLCs, followed by brief explanations of each element.

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                              ┌─────────────────────────────────────────────┐
                              │  Environmental analysis                     │
                              └─────────────────────────────────────────────┘

                              ┌─────────────────────────────────────────────┐
                              │  Formulation of a vision and mission statement │
                              └─────────────────────────────────────────────┘

    ┌──────────────┐          ┌─────────────────────────────────────────────┐
    │  STRATEGIC   │          │  Strategy formulation                       │
    │  MANAGEMENT  │          └─────────────────────────────────────────────┘
    │              │
    │              │          ┌─────────────────────────────────────────────┐
    └──────────────┘          │  Verification on the CLC mandate            │
                              └─────────────────────────────────────────────┘

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                              │  Strategy implementation                    │
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                              │  Strategy evaluation and control            │
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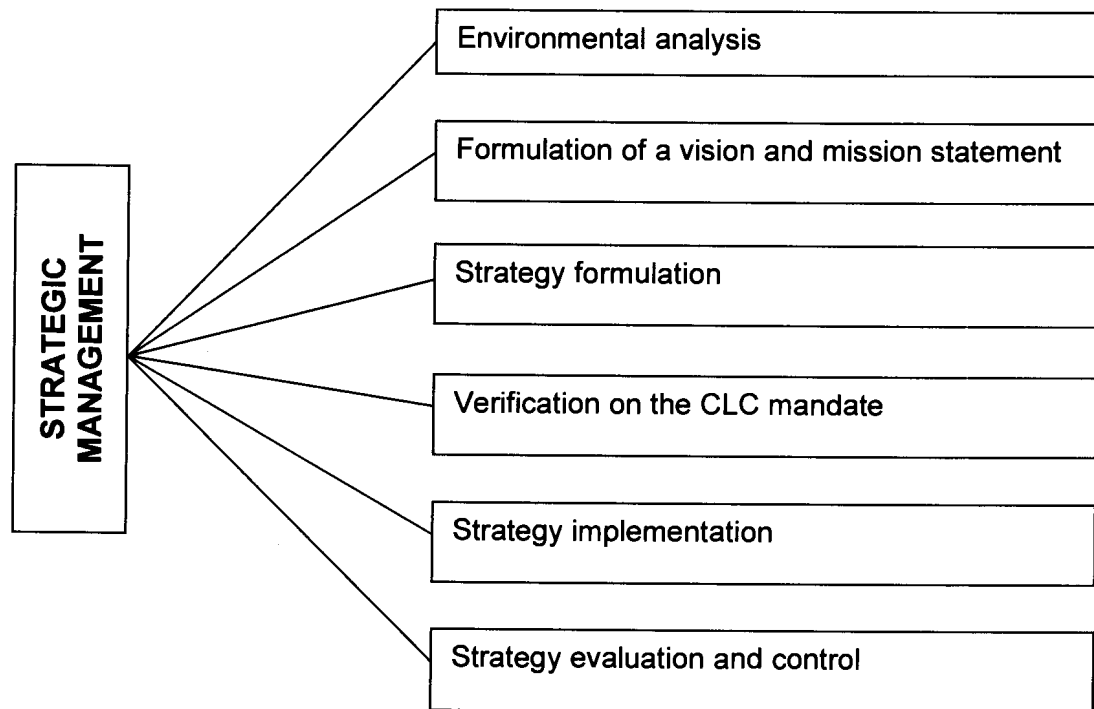
5.3.2.1 Environmental analysis

a) Identifying strategic issues

Two processes, namely, internal and external scanning processes, are used to identify strategic issues that CLCs will have to contend with. Internal environmental scanning involves identifying the strengths and weaknesses of internal practices, which include organisational structure, management style and how resources are managed within an institution. External environmental scans involve understanding the nature of significant factors in the external environment that relate to the functioning of CLCs. These factors generally include identifying the social services and the social and economic development required within the immediate community. These issues are considered in terms of the unique threats and opportunities they hold for particular CLCs.

b)   External scan

In conducting an external scanning process, the essential factors to determine are those that have strategic implications for the activities of the CLC. These factors are to be prioritised within categories of high impact, high certainty, low impact and low certainty.

The following are aspects that should be noted during the process:

♦   determine the client groups in the community who could benefit from the services of the CLC. These could be students, the unemployed, the illiterate, industry, organised labour, development agencies and various government departments;

♦   determine the programmes that could assist client groups to be more economically functional and improve the quality of life within the community;

♦   identify the development programmes that are earmarked for implementation in the community. Identify also the agencies and departments responsible for provision and implementation;

♦   understand the social and cultural environment, which would include understanding the general unemployment levels, educational possibilities and recreational facilities;

♦   understand the economic environment, significant local industry and private sector institutions that play a significant role in the community;

♦   explore the possibilities of introducing technological and computerised options for development purposes;

♦   develop a profile of the physical environment and the state of the infrastructure within the community, together with priority areas for development.

Formulate critical assumptions on each point, particularly concerning the possible opportunities and influence these may have on the CLC. Consider:

- action the CLC can undertake to proactively facilitate development;
- the organisations or institutions that can be consulted for information and support;
- strategies that could be developed to provide the best possible quality of product and service with the resources that are available.

c) Internal scan

During an organisational analysis and evaluation, all aspects of management functions, such as policy-making, planning, organising, leadership, motivation, control and evaluation, are to be considered. An internal scan entails making a list of critical areas regarding the strengths, weaknesses, opportunities and threats (known as a *SWOT* analysis) that may influence the activities and functioning of a CLC. After an analysis is carried out, the weaknesses and threats should be prioritised to be dealt with. These items should be dealt with in a manner that is satisfactory to the community as a client. Internal measures are also to be instituted to ensure continued satisfaction.

5.3.2.2 Formulation of vision and mission statements

Once core information has been obtained, processes need to begin to translate data into action programmes. Vision and mission statements can initiate these processes.

a) Vision statement

Vision statements identify the broad aims of an institution, in terms of what an institution wants to do and how it will be done. Vision statements serve more as guidelines for strategy implementation than for strategy formulation. In the case of CLCs, vision statements will focus on the broad development goals that are to be achieved. These goals could aim at

developing people to effectively function in a global economic environment and in the "knowledge society".

b) Mission statement

Mission statements express the shared vision and values of an institution. They become the functional constitution that directs the activities of the institution. They also define the specific roles envisaged for an institution and stipulate the goals that are to be accomplished.

The input of relevant stakeholders should be obtained when formulating the mission statement. Selecting the right stakeholders is important and the process should encompass the following:

- determine who the stakeholders are. It is important that they, as well as their unique interests, are explicitly identified;
- specify the criteria that stakeholders or interested parties should use to evaluate the performance of the CLC. It is these criteria that will be used to judge how effectively the institution is performing in relation to what the stakeholders expect.

The mission statement should not be rigid and unchangeable. It should be open, flexible and subject to change. Ongoing revision is required to keep CLCs responsive to changing needs and minimise complacency.

The mission statement should incorporate the current and planned activities of the institution and should give consideration to the following:

- products or services;
- markets or clients;
- technology needed to provide the product or service;
- management philosophy;

- image of the institution.

The mission statement can be formulated by answering the following questions:

- Why does the CLC want to provide education and training services to the community?
- How should the students and community stakeholders be treated by the CLC?
- Who are the clients of the CLC, i.e., who in the community will be the direct beneficiaries of the education and training to be offered by the CLC and who will indirectly benefit from an educated, skilled and trained community?
- How could the CLC make a positive contribution toward the well-being of its employees, the community and its clients?

5.3.2.3 Strategy formulation

Strategy formulation is a necessary process that begins to formulate clear objectives for the CLC. The process synthesises data obtained from the environmental scans that identify external opportunities and threats, the organisational analysis for internal strengths and weaknesses, as well as from those aspects that make up the mission statement of the CLC.

When a strategy is formulated, it is important to focus on specific products and services that CLCs will offer. The strategy should be seen as a mechanism enabling CLCs to achieve what they want to achieve and should be formulated to realise the visions and missions of CLCs. Provision should also be made for the formulation of long-term and short-term objectives. Thus, the process of strategy formulation can include:

- using available information, particularly from the needs analysis, the environmental scans and the mission and vision statements, to develop a range of practical and realistic implementation alternatives;
- a decision-making stage in which the relative acceptability of alternatives are quantified and a basis for making objective strategic decisions is developed.

5.3.2.4 Verification on the CLC mandate

Before strategic plans are finalised, verification with stakeholders is necessary regarding the role of CLCs and services envisaged. Strategic plans that do not have the agreement, support and commitment from stakeholders in the community, can potentially be rendered ineffective. The process of obtaining mandates would be to inform decision-makers in stakeholder groupings of what is intended, highlight the benefits and obtain their approval. Generally, stakeholders would include local industry and private sector institutions, community representatives, organised labour, donor agencies, certain government departments and relevant NGOs.

5.3.2.5 Strategy implementation

This is mostly an operational process. It involves managing systems to ensure the effective use of human and other resources, and organisational structures with their embedded procedures to achieve the strategic objectives of CLCs. Often during the implementation of a strategy, too much emphasis is placed on restructuring and task formulation, at the expense of the human social-emotional and cultural dimensions.

All CLC staff in the strategy implementation process should be committed, expert and competent. It is also important that the necessary authority be delegated to the relevant persons so that they can manage the process effectively. A degree of flexibility in management should be allowed, so that

the strategies can be implemented with due consideration for certain needs which may arise at certain times.

In order to implement strategies as effectively as possible, consideration should be given to developing persuasive and clearly expressed organisational structures, policy, processes, leadership, motivation and contingency plans. Consideration should also be given to dividing work into discrete projects that have definite starting and ending points.

5.3.2.6   Strategy evaluation and control

It is essential that evaluation and control measures are built into the work and that these measures are continuously monitored. Basic criteria that can be used for evaluating various strategies are:

◆ How will it be evident that the strategies are successful?
◆ How can the processes be monitored?
◆ How often should a global objective assessment be made of the activities as a whole and of the individual work and projects that make up the functional work of CLCs? What methods should be used to do this?

Regular meetings should be held internally and with stakeholders or other external parties that have an interest in the functions of CLCs. They need to be informed and to be involved in the evaluation process and performance evaluation processes. Operational indicators should be developed jointly to measure performance and to monitor progress.

5.4 CRITERIA FOR STRUCTURING AND MANAGING THE FUNCTIONS OF A FLEXIBLE, RESOURCE-BASED LEARNING CLC

This component will provide basic guidelines for structuring the activities and criteria that can be used as the basis for defining activities and services. These criteria can be used also as the basis for managing activities.

This section will be divided into four distinct components. These components will firstly, define the main activities of CLCs, and secondly, provide guidelines for structuring flexible, resource-based learning centres. The four main components are:

♦ services to community members participating in education and training programmes;

♦ links to stakeholders;

♦ provision of flexible, resource-based learning;

♦ structuring the institutional framework of a CLC.

5.4.1 Services to community members participating in education and training programmes

5.4.1.1 The general community

A very basic community requirement is for information about courses and programmes that are available. Therefore, as much information about courses developed either by the CLC or other education providers should be acquired and made available. Contacts therefore have to be maintained with other educational providers for the necessary information.

5.4.1.2 The formal school sector

a) Teacher development and services to educators in the community

This form of support to educators in the nearby community can be by way of:

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♦ offering teacher-centre type services and facilities to enable teachers to produce and access a variety of resource materials. Ideally, resource centres within CLCs should be established to cater for these needs;

♦ creating access to a range of electronic media and technologies to provide access to e-mail, the Internet and the off-site delivery of course material;

♦ consistently implementing in-service and development courses for educators. These could range from implementation strategies for Curriculum 2005 to the formal courses previously offered by teacher training colleges, and in future to be offered by technikons and universities.

b) Facilities, equipment and services

It must be re-iterated that CLCs will provide those facilities and services that respond to community needs. Site visits to several centres have however, shown that there is a need for the following types of facilities and services:

♦ media and resource centres;

♦ a tele-communication and duplication service, such as access to facsimile machines, telephones and photostat machines;

♦ computer centre with computers, connections to the Internet and e-mail facilities;

♦ audio-visual equipment such as television sets, video machines, audiocassette recorders and overhead projectors;

♦ individual and group study facilities.

c) Learning resources

Providing library and resource facilities to feed under-resourced schools with learning resources promotes the concept of a CLC being a central hub

for support of teaching and learning activities. Such resource centres can perform the following functions:

- provide resource materials to learners involved in education at a distance;
- provide resources to teachers to implement outcomes based education (OBE);
- provide leisure reading and recreational resources and materials to the community as a whole;
- initiate the development of resource materials for schools providing Adult Education and Training (AET), Early Childhood Development (ECD), Learners with Special Education Needs (LSEN) and other programmes;
- be a repository for reference and text-based materials.

Adequate space and furnishings need to be made available for these purposes.

d) Distance education students

CLCs are ideally placed to provide services to learners studying distance learning courses. An important service that may be provided is making facilities available for those learners studying university, college or technikon courses through distance education methods. As stated in paragraph 3.2, CLCs can also provide tuition and facilities to offer "second chance" learning opportunities to failed matriculants. Facilities generally required are study areas with desks where students can either work individually or collaboratively in groups, and where they can meet with lecturers for tutorials when necessary.

Guidance should be provided to learners with regard to study skills and particularly, in using the Internet as a learning resource. Use of the Internet in education does not however, necessarily guarantee any benefit to

learning processes. Much depends on the guidance provided for using the Internet.

e) **Further Education and Training students**

CLCs can assist in the effective implementation of FET strategies (Bester, 1999:10–12). This assistance can be provided through CLCs undertaking the following:

♦ links with other FET institutions, industry and communities in order to offer relevant and appropriate training. CLCs are able to develop close contacts with their immediate communities. They are therefore well placed to understand the education and training needs of the community and to offer some measure of response to those needs;

♦ support flexible modes of delivery. This includes face-to-face tuition, providing facilities and serving as a contact base for those involved in distance education. This concurs with the National Strategy for FET (1999:11), in which training facilities are to become more closely aligned to both industry and community development-training needs, and to changes in modes of delivery. The National Strategy recommends that maximum utilisation should be made of existing facilities by merging and refurbishing them, rather than constructing new ones. This recommendation is very applicable to CLCs;

♦ represent the community voice in co-operative approaches between schools, colleges, industry and local communities in the planning, programme development and delivery of vocationally based education and training;

♦ provide learner support services to assist in making meaningful study choices and to offer support in the form of academic development, information on career options, labour market opportunities, counselling and strategies for financial aid;

♦ provide ongoing professional development for educators and trainers in learning and teaching strategies, classroom management, curriculum and assessment issues;

♦ provide venues and the knowledge and skills programmes required by increasing numbers of young people aged between 16 and 35. This is not only necessary in order that they may adapt, control and manage their own working lives, but that they are trained and educated for the future competition within the global markets of the 21st century;

♦ provide course material and programmes in the targeted areas of human resource development together with the accreditation that can attract funding from the National Skills Fund. This requires working closely with local commerce and industry, collaboratively determining learning and training needs and being the locus for large segments of commercial sector training.

CLCs can make a significant contribution toward the successful implementation of the FET strategies if they are able to offer programmes that lead to NQF accreditation. To do this, CLCs could adopt one of the following strategies:

♦ link with one or more registered FET institutions. A CLC then becomes a satellite campus or an extension of one or more registered FET institutions. In this role, CLCs would provide facilities and resources to learners registered at other accredited institutions;

♦ register as a private FET provider and institution. This requires complying with the regulatory framework to be established by the FET Training Act of 1998. These regulations will ensure that only private institutions with the necessary infrastructure and resources to offer and sustain quality FET programmes are registered. The programmes offered need to be accredited in accordance with the regulations of the SAQA Act of 1995. In registering as private FET institutions, CLCs become a vehicle for the delivery of education and training programmes as opposed to merely being facilities that provide ICT, library and other

learning facilities. In this manner, CLCs can take responsibility for getting programmes accredited, provide tuition, and carry out the assessment, quality assurance and accreditation according to NQF requirements;

♦ CLCs affiliate with an umbrella organisation or consortia that can assist and strengthen the ability of CLCs to offer accredited FET programmes. This option is recommended because it has the potential to optimise CLC functioning and sustainability with the most effective and efficient use of scarce resources. This organisation or consortium could offer services such as assisting CLCs to acquire the necessary infrastructure and resources to offer FET programmes, assist CLCs with assessment and monitor the centres. It could also liaise closely with relevant Sector Education and Training Authorities (SETAs) and Education and Training Quality Assurers (ETQAs) to ensure that quality education and training provision is maintained.

f)   Small and medium enterprises (SMMEs)

The promotion of small, medium and micro enterprises (SMMEs) is an important element in the government's strategy for employment creation and income generation. Various programmes and institutions have been established to give effect to various strategies. These include:

♦   the Small Business Centre attached to the Department of Trade and Industry;

♦   the Ntsika Enterprise Promotion Agency to provide non-financial assistance;

♦   the Khula Enterprise Finance Limited for wholesale;

♦   the Khula Credit Guarantee Limited for loan guarantees;

♦   an export finance guarantee facility that can expand access to working capital;

♦   the Competitiveness Fund for consultancy advice on technology and

marketing.

CLCs should link with these agencies to assist SMMEs to be more effective. Agencies can assist CLCs to offer training and provide infrastructure that can assist SMMEs to function. These are:

♦ telecommunications infrastructure;
♦ management development;
♦ information on the use of new technologies for business use;
♦ capacity building;
♦ business information.

5.4.2 Links to stakeholders

An important aspect in the functioning of CLCs is to create links with relevant stakeholders in the community, without which, the impact of CLCs will be minimised. Limited impact will result from restricted focus and not addressing all the identified needs in the community. It is therefore important that CLCs represent a cross-section of all relevant stakeholders in the community.

Once relevant stakeholders have been identified, an initial and on-going forum should be established in which a representative committee expresses needs and views. The purpose of the forum is to balance the demands of the stakeholders to ensure that no particular group dominates and receives preference over other stakeholders. Once the forum is established, chairing of the sessions could be rotated amongst stakeholders as a development and capacity building exercise.

5.4.2.1 Community representation

A core aspect in the functioning of CLCs is to provide a range of services to the community. In order to adequately provide these services, strong links

with the community are required. To fulfil its functions, CLCs need to be empathetic and understand the needs of the community. CLCs should therefore associate with persons or organisations that are able to identify and articulate community needs, which have credibility and are able to liase with the community.

5.4.2.2 Industry

Links to industry play an important role in the functioning of CLCs, especially in the support that industry can provide in economic and skills development. Links with human resource managers of large organisations are therefore, very necessary. In turn, CLCs can provide valuable services to industry in terms of education and training as outlined in the sections dealing with skills development and learnerships.

5.4.2.3 Organised labour

Organised labour plays an important role in identifying the training needs of workers. This implies not only the work-related skills requirements of the workforce, but also the requirements in terms of literacy, numeracy and communication skills.

Links with organised labour are important because the labour movements have influence and this influence can be used to gain commitment from various stakeholders. Efforts should be made however, to contain the influence of organised labour should it encroach on the rights of other stakeholders.

5.4.2.4 Government departments

Government departments are beginning to actively support community centres. These departments should therefore, be involved in as many activities of the CLC as possible, as they can provide financial support as

well as goods and services required by communities. Special emphasis should be given to establishing links with the Departments of Education and Labour. Other departments that could be helpful to CLCs are the Departments of Arts, Science and Culture, Communications, Health, Trade and Industry and the Government Communication and Information Services.

5.4.2.5   Donors

Many development and donor agencies play an important part in establishing, developing and sustaining CLCs. Agencies active in this area are the World Bank, USAID, the Department for International Development (DfID), the British Council and the International Development and Research Council (IDRC).

5.4.3   Provision of flexible, resource-based learning

Many opportunities are becoming possible with the implementation of the FET and skills development strategies. Private institutions such as CLCs can at a future date register as private FETIs to provide programmes for individuals and industry. In doing so, these institutions are then able to access funding from the National Skills Fund. The prerequisite is that institutions such as CLCs offer facilities and become providers, or developers and providers, of education and training programmes.

The guidelines that follow include extracts from a Department of Education document entitled, *A Distance Education Quality Standards Framework for South Africa* (1996:58-71). The criteria presented are directed at programme developers and providers of distance education and training, but are also applicable for CLCs to develop into flexible, resource-based learning institutions. They should then be used as guidelines for CLCs wanting to be responsive to the vocational education and training needs of communities.

5.4.3.1 Facilities for distance education students

Facilities for providing contact teaching and learning facilitation are necessary components for effective flexible and resource–based learning and must be included in the physical structuring of a CLC. Specific facilities, equipment and services have been dealt with under paragraph 5.4.1.

5.4.3.2 Course materials

In *A Distance Education Quality Standards Framework for South Africa* (1996:62), it is stated that if programmes are to be offered, then certain principles should be incorporated into the evaluation of the suitability of the material for stated learning objectives.

The first principle is that the content, assessment, and the teaching and learning approaches must support the aims and learning outcomes of the course materials. The materials must also be accessibly presented; and there should be an identified process of development and evaluation of course materials. More specifically:

♦ if existing course materials are to be used for particular courses, their suitability must be evaluated in terms of required learning outcomes and appropriateness for targeted learners;

♦ existing course materials must also not breach local or international copyright laws;

♦ the development of course materials should be based on project plans, which describe routines, finances and other resources, the delegation of responsibility among those involved, and adequate time schedules for the work;

♦ the course development plan must include provision for evaluation during the developmental process, which can be in the form of critical comment and piloting;

♦ there are to be mechanisms allowing for the periodic revision of the

material in the light of ongoing comments from learners and tutors and advances in knowledge and research;

♦ the course is to be developed with the needs, knowledge, and experience of the target learners in mind, as well as the required learning outcomes;

♦ there must be clearly laid out aims, learning outcomes and explicit indications of envisaged study times, which include notional study hours per section, allowing learners to adopt sensible study plans;

♦ the content of the course must be sufficient, accurate, up-to-date, relevant to aims and outcomes, free of discrimination, and reflect an awareness of the multilingual and multicultural reality of South African society;

♦ active learning and teaching approaches are to be used to engage learners intellectually and practically, promote learner responsibility, and cater for individual needs;

♦ the various elements of the course materials and different media are to be integrated and designed to be accessible;

♦ the overall technical quality of the materials must facilitate learner use;

♦ the language used in the course materials must reflect the stated language policy for the course and must be accessible to learners.

5.4.3.3 The development of programmes and learning materials

A second principle in the provision of education and training, articulated in *A Distance Education Quality Standards Framework for South Africa* (1996:60), is that learning materials and programmes are to be flexible and designed with national needs as well as the needs of prospective learners and employers in mind. The form and structure should encourage access and be responsive to changing environments. Learning and assessment methods must be appropriate to the aims and purposes of the programmes. More specifically, this will entail:

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- for each programme, there is to be a publicly accessible description of its aims and learning outcomes, target group, style of learning and teaching, features of the learning environment and resources, pattern of assessment, and, where appropriate, accreditation arrangements and relation to other programmes offered by the CLC;

- the programmes and courses are to be developed in terms of a needs analysis based on an audit of existing courses and programmes, market research, liaison (where appropriate) with industry and professions, national and provincial priorities, and the needs of the learners;

- wherever possible, courses are to be used in more than one programme;

- the provision of courses and programmes should be made available based on quality rather than on the number and variety of the programmes and courses that can be offered;

- the outcomes, content, and assessment methods in the programme are to be appropriate for the level and purposes that they are catering for;

- entry requirements for programmes are to be as open as possible, and must include recognition of prior learning and experience;

- programmes and courses should be aligned to current trends in programme design that allow for flexible exit points rather than on insisting on students completing fixed sets of courses over lengthy periods of time;

- allowance should be made for learners to negotiate a period for the completion of the courses and programmes;

- learners are to be made aware of credit requirements for programmes and the possibilities for transfer to other programmes within the CLC or even with other educational providers;

- where appropriate, assessment should be linked to accreditation and fulfil the requirements of external quality assurance bodies;

- procedures for the approval of programmes must not be cumbersome and should allow for and encourage innovation and flexibility;

- there are to be clearly understood processes for the development and

regular evaluation of the programmes by relevant stakeholders;

♦ human resource planning is to be an integral part of programme development.

5.4.3.4 Course design

The third principle, as stated in *A Distance Education Quality Standards Framework for South Africa* (1996:61), is that the course curriculum must be well researched, with aims and learning outcomes appropriate to the level of study, content, and teaching and learning. Assessment methods must facilitate the achievement of the aims and learning outcomes. There must also be an identified process of development and evaluation of courses. More specifically:

♦ for each course, there is to be a publicly accessible description of the aims and learning outcomes, credit rating and/or notional hours of learning, target group, style of learning and teaching, features of the learning environment and resources, and pattern of assessment;

♦ the course is to be designed with national needs as well as the needs of prospective learners and employers in mind;

♦ the list of courses offered by a CLC should be limited to a number that allows for quality investment in course design and development in the context of budgetary limitations;

♦ the outcomes of the course are to be in line with the demands of appropriate bodies, nationally and internationally, as well as human resource development needs;

♦ the course is to be developed with the needs, knowledge and experience of the target learners in mind;

♦ content and assessment strategies should facilitate the achievement of the learning outcomes;

♦ various forms of learner support are to be built into the design of the course and sufficiently develop the appropriate skills of the learner;

♦ there is to be a stated language policy for the course that is based on

the national language policy, language profiles of learners, career context and curriculum. The policy is to be implemented in course materials, assessment and learner support;

♦ the choice of media and type of technology is to be integrated into the curriculum design, and should be justified in the light of the aims of the course, the required learning outcomes, and learner needs and contexts;

♦ active teaching and learning methods should help learners achieve the outcomes, and encourage critical thinking and independent learning;

♦ teaching and learning strategies are to be varied and cater for different learning needs, styles and contexts;

♦ assessment methods should provide for a range of contexts and give comprehensive responses to the learner;

♦ the assessment strategy should include effective moderation procedures;

♦ entry-level skills, knowledge and experience are to be made explicit for each course;

♦ the CLC should make relevant competence requirements of authors, consultants, and others who are brought into the course design and development process;

♦ the CLC should give authors, consultants, and others involved in the course design and development process, necessary guidance and training regarding aspects of distance education in order to assure quality in their work;

♦ an appropriate infrastructure should exist within the educational provider to administer the range of elements of the course efficiently;

♦ the quality of the design and presentation of the course, as well as its cost-effectiveness, must be evaluated in terms of the numbers of learners who successfully complete the course.

5.4.3.5 Assessment

The fourth principle concerns assessment as an essential feature of the teaching and learning process, and the proper management of the process (*A Distance Education Quality Standards Framework for South Africa,* 1996:64). In addition, the course should meet the requirements of accreditation bodies and employers. More specifically:

♦ assessment should be integral to and integrated into all teaching and learning strategies adopted, and must include formative as well as summative processes;

♦ assessment must be a measurement of the achievement of learning outcomes;

♦ the assessment strategies in a course must be congruent with the aims and outcomes of student learning in the courses;

♦ a range of parties, besides the educator, should be involved in the assessment of learners: for example, there could be self-assessment, peer assessment, and assessment by employers;

♦ assessment information (including learning outcomes, assessment criteria as well as assessment procedures and dates) must be provided for in all courses, modules or topics, and assessment exemplars must be made available to assessors and learners;

♦ records are to be kept in order for learners to receive detailed and accurate comments on their progress and performance;

♦ should students have a complaint about the fairness of assessment practices, there should be a system whereby they can appeal;

♦ the processes and results of assessment should fulfil the requirements of accreditation bodies;

♦ the processes and results of assessment must be relevant to the needs of employers, community educational providers, and government departments;

♦ employers such as the private sector, government, non-governmental educational providers and the community should have access to

statements of learning outcomes for relevant courses/programmes as well as the levels of achievement of learners to stated outcomes.

5.4.3.6 Relevancy of education and training programmes

A fifth principle, as identified in *A Distance Education Quality Standards Framework for South Africa* (1996:71), is that the programmes and courses offered by CLCs must achieve valid teaching and learning goals in cost-effective ways. They should also have a positive impact on society and meet the needs of clients and national priorities. In the end, however, CLCs will be judged by the degree of success in the achievement of valid learning and teaching goals, the satisfaction of their clients, the self-improving ethos within the CLCs, cost-effectiveness, and the type of impact they have on society. To achieve these goals, consideration must be given to the following:

♦ the mission and policy of the CLC must be in accordance with the principles and policy in the relevant national education and training acts and the economic and educational needs of the country;

♦ the CLC must fulfil its vision and mission statements;

♦ the aims, entry-level skills, knowledge and experience, learning outcomes and content of the courses; course materials and programmes are to be valid, relevant and up-to-date;

♦ the programmes, courses and course materials are to be informed by and meet the needs of stakeholders and targeted learners;

♦ counselling and support systems should be informed by and meet the needs of targeted learners;

♦ the administrative systems are to be informed by and meet the needs of learners and staff involved in programme/course/support design and delivery;

♦ assessment must be reliable and focus on learning goals and outcomes;

♦ assessment results and/or evaluation and monitoring mechanisms must

show that sufficient learners achieve the outcomes that are established for individual programmes and courses;

♦ the CLC must have quality assurance systems in place to ensure continuous self-improvement;

♦ staff should all be involved in a coordinated way in continuous improvement of the programmes, courses, course materials, administration, and support services;

♦ sufficient numbers of learners must complete the individual programmes and courses successfully to justify the cost in terms of time and human involvement in the design of the programmes, courses and learner support system;

♦ the CLC must have financial results that afford the learners a reasonable prospect of completing their studies, and sufficient surpluses to ensure that future development of products and services occurs.

5.4.3.7 Learner support

A sixth principle, as described in *A Distance Education Quality Standards Framework for South Africa* (1996:63), is that learners need to be supported to a considerable extent to become independent learners through the use of various communication systems. The needs of learners for physical facilities and study resources and participation in decision-making should also be taken into account. This should entail the following:

♦ learners are to be supported to become independent learners through the use of various forms of technology for tutoring at a distance, contact tutoring, teaching on assignments, mentoring (where appropriate), counselling (both remote and face-to-face) and the stimulation of peer support structures;

♦ academic support is to be built into the design of the course materials;

♦ tutors are to be selected and trained for their role of facilitating learning. The training should place particular emphasis on equipping tutors to

analyse and assist learners with language and learning difficulties;

♦ sufficient contact sessions are to be arranged to enable learners to use the course materials effectively for learning;

♦ tutors are to be accessible to learners for individual tutoring;

♦ the turnaround time on assignments must be kept to a minimum and specified to the learners so that they can use the comments to inform their learning on an ongoing basis;

♦ adequate administrative and professional support must be provided to tutors;

♦ tutor performance is to be monitored regularly;

♦ comments must be sought from tutors for the review of courses and programmes;

♦ administrative staff should be trained to be helpful, clear and consultative in the way they relate to and make arrangements for learners;

♦ learners must have access to counselling before and during their course or programme, as well as after its completion;

♦ the obligations and responsibilities of the learners and the educational provider must be made clear at registration. It is to be clear what resources and equipment the CLC will supply, and what the learner will have to supply himself or herself;

♦ satisfactory and cost-effective arrangements are to be made to meet learners' needs for physical facilities for study, tutorial, and resource space;

♦ there are to be functional systems for follow up and support of learners throughout the duration of their study;

♦ learners are to have access to the facilities (for example, libraries) and equipment that are necessary for their successful learning;

♦ learner structures such as student representative councils and faculty associations are to be established, recognised and empowered to represent learners on structures of institutional governance.

5.4.4. Structuring the organisational framework and the management of services

The success of a CLC to achieve its aims and objectives as well as maintaining high levels of efficiency and effectiveness will depend on a number of factors. These are that the CLC has clarity of purpose, a well-defined organisational structure, clear articulation of envisaged services, rigorous management of service delivery, a comprehensive administrative system and thorough management processes. The previous section provided guidelines for managing the teaching and learning components of CLCs. This section will provide guidelines for the institutional, administrative and overall management of the CLC. Reference will once again be made to the Department of Education's document entitled *A Distance Education Quality Standards Framework for South Africa* (1996:58-71), as well as other government department guidelines.

5.4.4.1 Registering as a legal entity

There are generally two legal options selected by community centres when it comes to registering as a legal entity. They are as a Trust or as a not-for-profit organisation known as a Section 21 Company.

A Trust is usually formed when substantial money is made available for the long-term functioning of a CLC. The Trust comprises nominated persons to manage the fund and the allocation of money from the fund to the CLC.

Registration as a Section 21 Company generally occurs when an organisation's sustainability requires allocations of funding from benefactors on an on-going basis. Registering as Close Corporations (CCs) and Limited Proprietary institutions would only occur if the centre begins to make sustainable profits.

5.4.4.2 Management system

There are a number of components that provide the basis for good management of CLCs. These are:

a) Policy and planning

A Distance Education Quality Standards Framework for South Africa (1996:58), states that an education and training provider must have a clear sense of purpose and direction, which should give consideration to national priorities as well as to the quality demands of providing cost-effective education and training. As applied to a CLC, this means that:

♦ the mission statement of the CLC should set out clearly and unambiguously the goals and the principles according to which it operates, and areas of legitimate operation;

♦ policy statements and strategic plans arising from the mission statement should be appropriate to the national and local context and be responsive to changing contexts;

♦ if slogans and mottoes are to be used, they should reflect the mission, goals and principles and must not contradict policy;

♦ there should be policy statements on:
   o programme development
   o course design
   o course materials development
   o services to and responsibilities of learners
   o learner support, including tutors and mentors
   o assessment
   o language of teaching and learning, as well as of internal and public communication
   o human resource strategy
   o management and administration
   o finances, fees and payment regulations

- o   quality assurance and review

- o   evaluation and research

- o   marketing

- o   accreditation

- o   collaboration.

♦   there is to be a published statement of the CLC's commitment to learners;

♦   implementation plans should be realistic and designed to enable targets to be met;

♦   policy statements and methods of implementing them are to be recorded, be readily available, and fully understood by members of staff;

♦   there are to be monitoring procedures to ensure that all policies are implemented, evaluated, and amended as and when necessary;

♦   equal opportunities are to be ensured for all learners, staff and other clients.

b)   Human resource strategy

It is suggested in *A Distance Education Quality Standards Framework for South Africa* (1996:65), that the staff structure as well as the experience, qualifications, responsibilities and job descriptions of staff should be appropriate for the education and training services to be provided. Staff induction and development programmes should also equip staff to perform their roles and tasks effectively. This would entail that:

♦   teaching tasks are to be distributed among separate functional responsibilities; for example, course design, instructional design, electronic media use, editing, tutorial support for learners, monitoring of tutors, counselling, assessment, and management of the distance education learning system;

♦   the number of full-time academic staff in the CLC should be as small as possible, but the number of tutors (mostly employed on a part-time

basis) must be sufficient to provide for the individual needs of the student;

♦ the CLC should employ sufficient administrative and technical staff to handle the specialised tasks of registry, despatch, management of assignments, and administrative support;

♦ staff (academic, tutoring and administrative staff) should work in teams to design and manage successful learning;

♦ staff selection and promotion criteria should give priority to quality of performance in course development, teaching, and management of learning;

♦ staff are to be trained, monitored, and retrained for the specialised roles and tasks they perform;

♦ academic workload should be measured in terms of the following:
  o course design
  o preparation of course materials
  o piloting of courses
  o devising and participating in assessment strategies
  o supervision of tutors/markers/other staff
  o monitoring the success of the course
  o research and evaluation
  o contact hours with learners.

♦ the responsibility for staff development within the CLC should be shared;

♦ there should be systems for the dissemination of newly acquired skills and information;

♦ there should be an effective performance management and appraisal system for all staff.

c) Management committee

The Government Communication and Information Service (GCIS) has provided the following guidelines for setting up a management committee to manage the affairs of a generic community centre. These are felt to be

applicable to CLCs and have been adapted accordingly. The role of a management committee will thus include:

- coordination of the day-to-day activities and running of the centre;
- appointment of a centre manager and support staff (including secretary, cleaner/s, handy men and a gardener);
- ensuring that physical facilities and technical equipment necessary to offer flexible, resource-based learning are available;
- ensuring that appropriate infrastructure like water, electricity and telephones are available;
- co-ordination of the centre's monthly meetings, which are attended by centre staff and service providers;
- development of Memoranda of Understanding to be signed by all service providers intending to provide services through the CLC;
- compiling contracts to be signed by service providers;
- allocation of office space to service providers to house various facilities;
- monitor proper service provision by all service providers;
- development of the service provision programme of the centre;
- develop and maintain the on-going quality assurance programme for the CLC;
- ensuring that possible renovations at the centre are carried out to accommodate new tenants.

d) Financial management

Funding, along with proper management of the facilities, is central to the sustainability and survival of a CLC. It is therefore important that funding and financial management guidelines are available to those responsible for the maintenance of viable centres.

e) Responsibility of individual service providers attached to the CLC

Each service provider would be responsible for the resources it requires to

offer its services. These would include:

- providing a plan of the services that it will provide to the management committee;
- budgets for its services;
- staffing for the provision of services (job descriptions, appropriately trained personnel and an appropriate training programme);
- ensuring that appropriate facilities are available;
- ensuring that all necessary infrastructure like telephones are in place (application for its own phone when this is not provided as a general service by the centre management);
- development of its own programmes;
- administration and completion of all necessary administrative requirements;
- compilation and submission of monthly reports and collation of all statistics;
- submission of its monthly reports to the Management Committee as well as its respective departments/ principals at either national or provincial levels;
- attendance of monthly meetings of the centre management;
- payment for its services to the management of the centre.

f) Quality assurance

A continuous review of the quality system will ensure that the needs of learners, staff as well as those of other clients are met (*A Distance Education Quality Standards Framework for South Africa,* 1996:69). This would entail that:

- management ensures that, in its day-to-day work, the CLCs activities meet the criteria for quality distance education set nationally and provincially as well as the CLC's own policy;
- there is an organisational culture that encourages efforts to improve the

quality of the education;

♦ there is a clear cycle of planning, development, documentation, reporting, action, and review of policy and procedures within CLCs;

♦ staff development is seen as fundamental to quality service provision;

♦ there are clear routines and systems for quality assurance and that staff members are familiar with those that relate to their work;

♦ staff, learners, and other clients are involved in the process of quality assurance and quality review;

♦ internal quality assurance processes are to be articulated with external processes such as those to be introduced by SAQA.

g)   Administration system

An efficient and comprehensive administration system is the core to an effective institution. There is also a tendency in established institutions to let the administrative system develop in response to client and environmental demands. Many problems can be eliminated before they appear if efforts are made to establish an administrative system that will lead to smooth functioning. Areas for consideration are:

i)   Student records

An important aspect of an administration system is keeping accurate records regarding students. A system is thus required for keeping and updating detailed information about past, present and potential learners. This information will then be used to inform policy and planning for programme development, course design and materials development, learner support, and other relevant aspects related to the provision of education and training (*Discussion Document: A Distance Education Quality Standards Framework for South Africa*, 1996:59). More specifically, this will entail that:

- information about learners should be generated under the following categories:
  - demographic factors - for example, age, gender, geographic location, and occupation
  - language profiles - including language ability in main language of teaching and learning, language background, and multilingual language ability
  - motivation for learning - for example, for career purposes or personal interest
  - educational background/learning experience - for example, prior learning and experience, prior qualifications, experience of distance learning, learning skills and styles, and language background
  - special needs - for example, physical handicaps or learning difficulties
  - resource factors - for example, place of learning, times available for learning, access to electricity, access to media and technologies, and financial resources for purchase of additional materials
  - experience and knowledge of technology
  - success rates of past and present learners.
- research into learners and their needs should be a high priority and inform all aspects of policy development;
- learner information should be used to design programmes, courses, materials, learner support, and counselling services that are flexible and learner-centred;
- supplementary materials and learner support should be provided according to the needs of learners in relation to language and learning experience;
- tutors should have access to information about their learners and contribute toward collecting such information;
- systems must be in existence to maintain the confidentiality of information about learners;
- special needs (for example, physical handicaps) need to be considered in the design of course materials, assessment arrangements, and

communication with tutors;

♦ the educational provider must be aware of and cater for learners with learning difficulties.

ii) Overall administration

A Distance Education Quality Standards Framework for South Africa (1996:66), suggests that there is to be effective, transparent and democratic management of communication and information as well as human and material resources. There should be efficient administrative systems to support the activities of the CLC. The CLC should also be financially sound and be able to provide reliable education and training services. This would entail that:

♦ there are clear lines of accountability within the CLC, between the CLC and its governing structures, and between the governing structures and the community;

♦ proper accountability structures and mandates for responsible officers are to be in place;

♦ staff and students and external stakeholders have representation on governance structures;

♦ there must be effective systems for communication with current and potential learners, with key outside bodies, with governance structures, and with all staff and tutors involved in courses;

♦ mechanisms are to be in place to prevent staff from using their position of power within the institution to generate extra revenue for personal benefit or double payment for the same work;

♦ enquiries, applications and complaints are to be dealt with quickly and clearly within a structured administration system;

♦ the enrolment practices must include provision of accurate, helpful information to prospective learners, as well as efficient handling of money and registration information;

♦ the production and delivery of course materials needs to be fast,

accurate, and reliable. Should existing systems prove to be inefficient, creative alternatives must be found;

♦ there must be clear procedures to receive, record, process, and turn around assignments;

♦ the turnaround time on assignments must be kept to a minimum;

♦ learners' questions are to be answered quickly, clearly, and supportively;

♦ learner records (for example, contact details, assessment results) are to be detailed, up-to-date, and accessible to tutors, academic and administrative staff;

♦ tutor records (for example, qualifications and experience of tutors) must be detailed and available to tutor-monitors;

♦ the examination system, where it is necessary, must be reliable and valid;

♦ records of course results should be analysed to give completion rates for each group of learners;

♦ facilities, equipment, and materials must offer suitable support to learners and must be appropriate to the education and training services provided;

♦ equipment and facilities must be well managed and maintained;

♦ staff and learners are to be trained in the use of the equipment, facilities, and the communication and information systems;

♦ proper budgetary processes must be in place to ensure that the allocation of resources reflects the goals, values and principles of the CLC;

♦ financial procedures (for example, handling of fees, orders, accounts, receipt of external funds, and part-time and full-time salaries) must be understood by all staff and adhered to;

♦ there must be budgeting procedures in place to deal with the allocation of resources and monitoring of expenditure. The budgeting procedures should be flexible enough to promote and enable constructive experimentation in design and delivery methods;

♦ proper evaluation systems must be in place to compare estimated goals

and budgets with actual achievements;

♦ clear decision-making structures must exist for seeking and receiving funds and the allocation and control of resources;

♦ financial aid should be provided for learners if external funding and donations permits this course of action. Information about financial aid should be clear to all learners;

♦ there must be a system for reviewing the quality procedures used and ensuring that all changes are effectively communicated.

5.4.4.3 External components

a) Advocacy

An important component in the sustainability of a CLC is that there should be adequate and sustained advocacy of the important role the CLC plays within community development. This could include providing continuous information about the activities of the CLC to stakeholders and on-going marketing to existing and potential clients. An additional approach could be in the establishment of mutually benefiting partnerships with other education and training providers. Information in this regard is provided in a Department of Education discussion document entitled, *A Distance Education Quality Standards Framework for South Africa* (1996:70). It states that the needs of the learners and other clients need to be accurately addressed and that the education and training services of the educational provider can be effectively promoted in the following ways:

i)   Information and marketing

♦ sufficient systems and techniques need to be in place to be able to accurately identify market needs;

♦ information should be given about all programmes offered at the CLC. This information must be accurate and sufficiently detailed to enable applicants to make informed choices. The following information is

suggested: target group(s), entry requirements, aims and learning outcomes, content, learning material, teaching and learning activities, scope of programme, learner support services, assessment and accreditation procedures, price, payment conditions, right to return course materials, recommended time limits for completion, and terms regarding interruption/postponement);

♦ employers and others who enter into collective agreements regarding education or training must receive sufficient and correct information about the content and outcomes, entry requirements, implementation and aims of the programme;

♦ the advertisements about courses and associated educational providers must be truthful, objective and informative, and must meet the clients' needs;

♦ information about the programmes must reach as many of those as possible who can be expected to have a need for the programmes, with due regard to limitations imposed by available resources and information channels.

ii)   Collaborative Relationships

In the interests of cost-effective provision of education and training, collaborative relationships should be formed and collaborative projects should be undertaken wherever possible, (*A Distance Education Quality Standards Framework for South Africa,* 1996:61). Suggested possibilities are:

♦ collaborative relationships can involve public and private institutions, governmental and non-governmental educational providers, stakeholders and/or community structures. Their intended function is to:

o   share developed courses

o   jointly develop new courses

o   share facilities such as libraries and learning centres

- o share regional centres for learner registration, distribution of study material, and examinations
- o collaborate in the delivery of programmes
- o collaborate in terms of research
- ◆ membership to relevant associations and forums should be encouraged;
- ◆ structured contractual relationships in the organisation of consortia for course development or delivery need to be established to protect the interests of all parties, including those of the learners.

5.5 Conclusion

This section has provided guidelines for the structuring of activities and managing the implementation of those activities to develop a CLC into a flexible, resource-based learning institution. The section began by providing a framework for the structuring of activities and an outline of the types of activities that should be provided. Providing underlying assumptions about the nature of a CLC in terms of information provided in chapters 2, 3 and 4 followed. This was followed by a strategic management exercise to determine the aims and objectives of a CLC. Guidelines were then provided as to types of teaching and learning activities, features of the activities that would be necessary in order to manage the implementation of activities, which could be categorised under the headings of the provision of teaching and learning, administrative and management guidelines.

The next section will summarise the extent of the investigation and provide recommendations.

CHAPTER 6

OVERVIEW, CONCLUSIONS AND RECOMMENDATIONS

6.1   INTRODUCTION

Many current government initiatives in South Africa are focused on economic and social development. Numerous policy documents reveal underlying motives that aim not only at elevating the standard of living for all citizens, but also at raising the country's competitiveness in global economic markets. There is a growing awareness that these ideals can only be realised through maximising the participation of as many citizens as possible in the world of work. A prerequisite for increased participation, however, is the improvement of the knowledge and skills of people who are engaged and who can potentially be engaged in both formal and non-formal sectors of the economy.

Developing the skills base of citizens presents certain challenges to education and training providers. Amongst others, these are:

♦   having enough suitable venues where training can occur, particularly for the implementation of the further education and skills development strategies;

♦   having venues that are suitable for use as satellite centres for public and private education and training providers;

♦   having education and training programmes suitable for responding to the particular needs of communities;

♦   structuring education and training material to reflect the needs of specific communities in relation to national requirements.

Community centres and multi-purpose CLCs may offer possible solutions to the challenge of providing additional facilities for education and training programmes to meet the needs of the broader community, particularly in

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rural areas. An added advantage is that many centres have been established and many more are emerging as a result of government interest.

This closing chapter is intended to provide the reader with recommendations for structuring and managing a CLC. The concern of this study is the effective structuring of a CLC to be a provider of flexible, resource-based education and training courses, aligned to current legislative human development policies and able to meet community and stakeholder needs.

6.2 OVERVIEW OF THIS STUDY

Community centres, particularly multi-purpose community centres, are playing an increasingly important role in the provision of social and economic development services, particularly in the provision of education and training programmes. In addition, as their value for providing services and facilities is increasingly being recognised, some of the more far-reaching changes in education and training provision are beginning to occur. These changes emanate from the implementation of the FET and skills development programmes that form the basis of the human development strategies of the Departments of Education and Labour.

This study has attempted to look at global social and economic trends, particularly evident in the development and convergence of technologies and the pre-eminence of capitalism as the basis of the new global economic order. It has studied these trends and their impact on the "world of work". This study has attempted to relate these trends to current education and training developments. It has also researched how these developments can be articulated through CLCs.

What has emerged from research in this study is that a new approach to teaching and learning, particularly at the FET level, is emerging. This

approach can be termed, "flexible, resource-based learning". The study has proceeded to offer approaches that assist CLCs to focus sharply on being responsive to community needs and to implement systemic changes that can give effect to flexible, resource-based learning.

6.3   PROBLEM-SOLVING

The following questions relate to the research problems outlined in the first chapter of this study. These include:

> Can technologies be used to assist in the provision of education and training?

The convergence of information and communication technologies has opened many possibilities for education and training within CLCs. CLCs can assist in creating access to learning materials and learning resources, assist learners to engage with learning materials, and in the communication with facilitators and other learners.

> If technologies can be used in the provision of education and training, how can they be used?

What has emerged from this study is that flexible, resource-based learning offers the most viable option in the provision of education and training through CLCs.

> What current education and training approaches and methodologies can be used to offer meaningful learning opportunities to members of the community, particularly if many are unable to study full-time?

What appears to be appropriate are learner-centred approaches that offer the greatest flexibility of learning and choice of programmes. These approaches allow learners to determine for themselves how they are to

engage in the learning, and as to when and where they can learn.

➢ What role can CLCs play in providing education and training opportunities?

CLCs can play a pivotal role in the provision of education and training opportunities. They are ideally placed to respond to the learning needs of specific communities, and to offer a cross-section of general, further and higher education programmes that fall into formal and non-formal categories of learning. CLCs are also in a favourable position to rapidly respond to changing needs and can adapt pedagogic, managerial and administrative structures more readily than many established public and private education and training providers.

➢ How suitable are CLCs for implementing further education and training, and skills development strategies?

CLCs promise to be well-suited to implement FET and skills development programmes because of the relative ease with which they can link to relevant stakeholders in the community, their potential to become private further education and training institutions and the inherent flexibility they have to make the necessary pedagogic, managerial and administrative changes. These adaptations can be effected through CLCs with far greater ease than in most other formal and non-formal education and training institutions.

➢ Who are the stakeholders in the community who should be involved in supporting and benefiting from the potential services of CLCs?

The stakeholders in CLCs are community members engaged in formal and informal learning, the private sector, the informal business sector, organised labour, government departments, donor organisations and development agencies.

> How should CLCs go about determining and sharpening their focus regarding the services it can realistically offer to the community?

CLCs should engage in strategic management exercises to analyse their immediate environment. They should also develop vision and mission statements, formulate strategic implementation plans, obtain a mandate from stakeholders, implement strategic plans and maintain ongoing evaluation and control measures.

> How should CLCs structure their functions so that they can be easily managed?

CLCs should structure their pedagogic, management and administrative systems to become flexible, resource-based learning institutions that have clearly demarcated activities that provide services to:

i)   community members participating in formal and non-formal education and training programmes;

ii)   other community stakeholders.

6.4   REALISATION OF THE AIMS AND OBJECTIVES

The aim of this research is to develop guidelines for CLCs to increase their responsiveness to community education and training needs, and to structure and manage their activities in order to effectively and efficiently achieve their aims and objectives. These guidelines are to be contextualised within the FET and skills development strategies of the Departments of Education and Labour and are intended for CLC managers, stakeholders and any person or entity contemplating establishing a CLC.

The objectives of the study were to:

♦ understand current social, economic and technological trends which make demands on and require responses from communities;

♦ understand current education and training directions which have developed in response to changing social, economic and technical trends;

♦ understand the current FET and skills development strategies that make up the human resource development initiatives of the departments of Education and Labour;

♦ determine strategies for community learning centres to clarify their aims and objectives in relation to community education and training needs;

♦ determine the education and training services that community learning centres can offer, and to structure and manage their pedagogic and administrative systems effectively and efficiently.

The writer feels that these aims and objectives have been achieved in this research project.

6.5   CONCLUSIONS

The following conclusions with regard to the structuring and management of CLC activities can be formulated:

The role and functions of CLCs have to be clearly defined

CLCs can make a substantial contribution in developing human capacity in response to current social and economic demands. CLCs need to expand their focus to serve the numerous stakeholders in communities in this regard. CLCs need to undertake processes that clearly identify their client groups, determine their education and training requirements, develop and acquire programmes that are responsive to their needs, obtain their commitment and support for the services and facilities that are to be made available, and finally, develop the pedagogic, managerial and administrative

means to ensure the provision of programmes and facilities.

Once the role and functions of CLCs are clearly defined, they need to be structured and managed so that CLCs can be responsive to community education and training needs, particularly at the FET and skills development levels.

A CLC must undertake a transformational exercise in the creation of a flexible environment that supports increasingly diverse teaching and learning strategies and groups of learners. Activities should be engaged in that begin to structure the pedagogic, management and administrative processes in order for CLCs to become flexible, resource-based, learning institutions capable of providing further education and skills development programmes.

CLCs can play an important role in becoming a locus for formal and non-formal education and training within the community

6.6 RECOMMENDATIONS

The following recommendations, together with motivations, are made for the restructuring of CLCs in order to be relevant and sustainable whilst satisfying the education and training needs of communities.

6.6.1 Defining the role and functions of CLCs

a) Carry out an environmental analysis

CLCs should undertake two particular processes, namely external and internal environmental scans, to clearly identify client groups and their specific needs.

Through the external environmental scans, CLCs should identify external

threats and opportunities within the immediate environment that can influence their functioning. The process should also be used to identify stakeholder needs, together with the courses of action and facilities necessary to address those needs.

Through the internal environmental scan, CLCs should establish the extent to which their infrastructure is capable of addressing stakeholder needs, and consider the additional requirements necessary to equip them to address stakeholder needs more adequately.

b) Formulate vision and mission statements

Once environmental scans have been completed, CLCs need to begin translating the information acquired into action programmes. The process can begin by compiling vision and mission statements that stipulate what the CLCs want to achieve and how they will go about achieving the aims and objectives. In this process, it seems likely that a shared vision and values will emerge within particular CLCs.

6.6.2 Structuring and managing CLCs to respond to community education and training needs, particularly for FET and skills development

a) Formulate a strategy

An implementation strategy for CLCs can be developed by collating information acquired in the environmental scans and the mission and vision statements to formulate clear aims and objectives. Through this process, specific services, education and training programmes, and facilities are to be stipulated. This is to be an iterative process requiring on-going contact with stakeholders. This process will also require the restructuring of the pedagogic, managerial and administrative systems, to transform the CLC into a flexible, resource-based learning institution.

b) Obtain a mandate from stakeholders

Agreement, support and commitment from stakeholders has to be obtained for the services, programmes and facilities to be offered by particular CLCs. This is necessary to ensure the ongoing viability, responsiveness and sustainability of CLCs. This process should not be seen as an isolated initial process, but as an ongoing "living" process that needs to be maintained on a formal and informal basis. Channels need to be established to maintain this critical aspect of CLC functioning.

c) Implement the strategies

The identified strategies need to be implemented, not only with due consideration to organisational structures, policy-making processes, leadership approaches, motivation and the development of contingency plans, but also by considering the internal and external emotional, social and cultural dimensions of the community. Strategic implementation requires management that makes effective use of human resources, organisational structures, procedures, tasks and resources to achieve the strategic objectives of an institution, in this case, CLCs.

d) Evaluate and control the strategic implementation process

Regular meetings are to be held both internally and with stakeholders. Constant review of the services, programmes and facilities, together with the managerial and administrative processes, is required to ensure that quality is maintained, and that CLCs respond adequately to the needs of community stakeholders.

6.7 FURTHER RESEARCH

This study has provided guidelines to define the focus of CLCs in terms of clients, programmes and facilities. The study has also provided guidelines

to structure and manage the pedagogic, human resource and administrative systems. Aspects that require further study relate to the feasibility of recommendations made in this study. These aspects would include:

- the feasibility of CLCs as private further education and training institutions;
- the practicality of CLCs becoming satellite learning centres to public further education and training institutions;
- the exploration of the application of recent developments in information and communication technologies, particularly satellite and other distributed learning technologies, to flexible, resource-based learning;
- perusal of case studies investigating the suitability of CLCs implementing skills development and aspects of learnership programmes.

6.8 LIMITATIONS OF THIS STUDY

This study on structuring and managing CLCs has been limited to understanding the impact of global and local socio-economic and technological developments on the functioning of CLCs. This study has also focussed on general responses to the structure and management of CLCs. The study did not focus on detail, such as the financial implications of providing flexible, resource-based learning, nor on the viability of offering this mode of learning. Other aspects that were not incorporated into this study relate to the feasibility of the recommendations, much of which can only be assessed after implementation.

6.9 CONCLUSION

CLCs have the potential to play an important role in the provision of education and training, particularly if commitment is given to implementing the concept of lifelong learning. It can be argued that the implementation of FET and skills-based programmes is going to be one of the more significant

human development programmes devised for South Africa's development. There are high expectations that these strategies will bring about substantial social and economic improvement in the South African environment. It is therefore critically important that as many options as possible are explored to ensure the success of these strategies.

CLCs can be an important component in ensuring the success of these policies. CLCs should therefore be nurtured and be provided with the necessary support and guidance to ensure their viability, responsiveness to community needs and sustainable functioning.

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