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# **REPOSITIONING OF TECHNICAL COLLEGES WITHIN THE TRANSFORMATION OF EDUCATION IN SOUTH AFRICA**

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A thesis submitted to the Faculty of Education, University of Stellenbosch, in partial fulfilment of the requirements for the degree of Master of Education.

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CO-SUPERVISOR: PROF N PRINSLOO**

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## **DECLARATION OF ORIGINALITY**

I, the undersigned, hereby declare that the work contained in this thesis is my own original work and has not previously in its entirety or in part been submitted at any university for a degree.

## ABSTRACT

Education a Training forms such an integral part of the community that it can never remain unaffected by the fundamental impact of the transformation taking place within a democratising new South Africa. The transformation of the education processes is also consistent with international trends. The drift towards decentralisation, away from the rigid formal structures and systems of the old dispensation, and the crumbling of boundaries to create a freer and more flexible dispensation, are also indicative of post-modernist thinking.

This study has found that technical colleges, throughout their complex history, have admirably withstood and repelled the onslaughts on their right to exist, and that they have indeed managed to strengthen their indispensable position in the education and training system of South Africa. In spite of the wealth of instructional and training opportunities in the local and global market, colleges once again find themselves at a new crossroad with the restructuring of the South African Education system as a whole.

These changes, which embrace all levels and areas of technical colleges, are also typical of a post-modernist view and include, inter alia, the following: control and management, funding, level of programmes that ought to be offered, curriculum, composition of staff corps, instructional approach, evaluation and admission policy. The only constant in most cases are the physical facilities and buildings. The nature and extent of the changes has placed the colleges at the centre of a tangle of confusion. The lack of leadership on the part of the provincial education departments and the lack of involvement of the business sector only add to the anxiety and unanswered questions at colleges.

The researcher has found that technical college have enormous potential and a central role to fulfil in the development of future human resources in South Africa. Policy-makers should, therefore guard against introducing restrictive measures that would limit the focus of the colleges to the FET level. It would hamper the articulation of learners, thwart the approach of providing 'seamless education', and constrain the development of existing qualities. For once in the history of education in South Africa, there is an urgent need for policy-makers and those responsible for implementing such policies to give their undivided attention to this 'orphan', who has such a vital role to play in the economy and educational system of South Africa.

## SAMEVATTING

Onderwys en Opleiding vorm so 'n integrale deel van die samelewing dat dit nooit onaangeraak kan bly tydens die ingrypende impakte van die transformasie in die nuwe demokratiserende Suid-Afrika nie. Hierdie onderwystransformasieprosesse reflekteer ook internasionale tendense. Die neiging na desentralisasie en weg beweeg van ou (formele) strukture en stelsels en afbreek van grense na 'n vryer en lossere bestel, weerspieël ook die postmoderne denke.

Die studie het bevind dat tegniese kolleges merkwaardig deur die geskiedenis heen, die aanslae teen hul bestaansreg in die beroepsonderwys weerstaan en hul onmisbare posisie in die Onderwys en Opleidingsstelsel van Suid-Afrika versterk het. Ten spyte van die rykdom van onderrig- en opleidingsgeleenthede in die plaaslike en globale mark, bevind kolleges hulself weer by 'n nuwe kruispad met die omvattende herstrukturering van die hele Suid-Afrikaanse Onderwysstelsel.

Die veranderinge, wat alle vlakke en terreine van tegniese kolleges omsluit, is ook tipies van 'n postmoderne siening en sluit, onder andere, die volgende in: die beheer en bestuur, befondsing, vlak van programme wat aangebied behoort te word, kurrikulum, samestelling van die personeelkorps, onderrigbenadering, evaluering en toelatingsbeleid. Die enigste konstante in die meeste gevalle is egter die fisiese fasiliteite en geboue. Die aard en omvang van die veranderinge plaas tegniese kolleges tans binne 'n warboel van onsekerhede. Die gebrek aan leiding deur die provinsiale onderwysdepartemente en die onbetrokkenheid van die besigheidsektor, dra by tot die bekommernisse en onbeantwoorde vrae by kolleges.

Die navorser het bevind dat die tegniese kolleges geweldige potensiaal het en 'n kernrol het om te vervul in die toekomstige menslike hulpbronontwikkeling in die land. Beleidmakers moet daarteen waak dat beperkende maatreëls van die kolleges se fokus slegs tot 'n VOO-vlak. Dit kan die artikulasie van leerders, markgedreweheid, die voorsiening aan bestaande behoeftes, die benadering van 'seamless education' en die uitbou van bestaande kwaliteite negatief benadeel. Daar bestaan 'n dringende behoefte dat die onderwysbeleidmakers en -implementeerders vir een keer in die geskiedenis van onderwys in Suid-Afrika onverdeelde aandag aan hierdie 'weeskind' wat 'n belangrike rolspeler in die onderwys en ekonomie is, sal gee.

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## DECLARATION OF LANGUAGE EDITOR

I, A Herholdt, hereby declare that the thesis entitled *Repositioning of Technical Colleges within the Transformation of Education in South Africa* is an accurate and true translation of the original Afrikaans manuscript submitted to me for translation by Theresia van der Merwe.

Cape Town  
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## ACRONYMS

ABET	Adult Basic Education and Training
AIT	Auckland Institute of Technology
ANTA	Australian National Training Authority
CBE	College Based Enterprise
CEO	Chief Executive Officer
CHE	Council for Higher Education
COLTS	Culture of Learning, Teaching and Service
CTCP	Committee of Technical College Principals
DoE	Department of Education
DoNE	Department of National Education
DoL	Department of Labour
FEDCOM	Federal Committee of Technical College Principals
FET	Further Education and Training
FTE's	Full-time Equivalent, part of formula used to determine subsidy for colleges
FETQA	Further Education and Training Quality Assurance body
HEDCOM	Heads of Education Departments Committee
HRD	Human Resources Development
HSRC	Human Sciences Research Council
MTEF	Medium Term Expenditure Framework
NAC(WC)	National Access Consortium (Western Cape)
NCHE	National Commission on Higher Education
NBFET	National Board for Further Education and Training
NBI	National Business Initiative - Independent body to review and assess the work of the colleges and to determine the responsiveness of these institutions to the transformation of education in two provinces, i.e. Gauteng and Western Cape.
NCHE	National Commission for Higher Education
NCFE	National Committee on Further Education
NQF	National Qualification Framework
NSB	National Standard Body (NQF)
SAQA	South African Qualifications Authority
SETA	Sector Education and Training Authority
SGB	Standard Generating Bodies (NQF)
SMME	Small Medium and Macro Enterprises
WCED	Western Cape Education Department
WESGRO	The Western Cape Investment and Trade Promotion Agency

## CHAPTER 1            ORIENTATION

### 1. INTRODUCTION

As a fledgling democracy, South Africa finds itself in a state of radical social and political transformation. Besides the needs of a diverse population, we live in a rapidly accelerating world. The international world, with all the global forces (political, technological, socio-economic, etc.) involved, are exerting a decisive influence on education and training.

In addition to the global trends affecting our country, education and training in South Africa, with a highly complex background shaped by unique local factors, is also confronted with transformation. The growing recognition worldwide that education and training is fundamental to economic and social development, poses an enormous challenge to the changing education and training system of our country. Policy makers are once again contemplating how technical colleges could contribute to an improved education system.

#### 1.2    TRANSFORMATION IN EDUCATION

The transformation of education is a fundamental process which can be expected to reflect the values, principles and practices of the new democratic dispensation at all levels. Education transformation also goes hand in hand with political transformation as the result of shifts in the balance of political power (Du Plessis 1999b:3). In March 1995, with the publication of the White Paper on Education and Training, Minister of Education, S.M. Bengu expressed the following point of view: *“South Africa has never had a really national system of education and training and still does not have one. Our message is that education and training will have to change. Things cannot continue to carry on as before in our schools, colleges, technikons and universities. The national project of reconstruction and development compels each and everyone in education and training to accept the challenge of creating a system that will develop and liberate the talents of all our people without exception”* (RSA 1995b:5).

Bengu further argued: *“Education and training are essential elements of human resources development. However, rather than view them as parallel activities, the Minister of Education is convinced that they are in fact closely related. In order to maximise the advantages of this relation, the Ministry is committed to an integrated approach to education and training, which it also views as an essential concept underlying the national strategy for the development of human resources”* (RSA 1995b:15).

This integrated approach implies the integration of theory and practice and of knowledge and skills. South Africa’s new approach in education and training is linked to the development of a new National Qualifications Framework (NQF). The NQF presents a new structure to realise a more effective and integrated system of education and training. The NQF stresses the importance of co-operation between the Department of Education and the Department of Labour as important partners in the development of the human resources of our country.

### **1.2.1 The need for vocational education in South Africa**

Dr J Williamson (1992:2) mentioned the following aspects concerning the specific needs in education and training in our country: *“As a country develops economically, the need arises for a work force with a wide range of skills”*. He added, *“South Africa does not train enough technically qualified staff to satisfy the need for their services in the economy. The country does not have enough engineers, managers and qualified staff to fill important professional posts. There is definitely a shortage of entrepreneurs, in particular those who are able to establish small to medium-sized businesses and manage them profitably. On the other hand, South Africa has a surplus of academically-oriented matriculants and graduates”* (1992:4). He is also of the opinion that more students ought to enrol at technical colleges to provide for the needs of the economy (1992:5).

The Green Paper - Human Resource Development Strategy (DoL 1996:12) describes the shortcomings in vocational education as follows: *“In general our professional and vocational education and training (PVET) is highly fragmented, with pockets of excellence alongside many ill-conceived programmes producing poor results”*.



The HSRC (1996:9) predicts that by 2000 the total South African workforce will be less skilled than it was in 1980 with the following reasons for this prediction: *“Firstly the oversupply of matriculants from general academic education: these youngsters cannot all find employment that meets their expectations. Even graduates in certain fields are experiencing this crisis. These tendencies are the consequences of the rapid population increase of about 2.3% a year in South Africa”*. *“Projections show that the excess in the supply of labour over demand in the industrial sector changed from 23% in 1960 to 36% in 1958 and that it will change to 52% by the year 2000, provided an annual economic growth rate of 2% is maintained up to the year 2000”*.

The HSRC (1996:9) is also of the opinion that this increase in the unemployment of lesser skilled persons will give rise to higher inflation, with an escalation in taxation for those within the work situation. The overall effect of this will be a decline in the average standard of living and a stagnation of the economy with insufficient resources for new developments. One of the obvious solutions to these predicted problems is to improve technical and vocational education in South Africa.

### **1.2.2 The current provision of vocational education**

There are currently 152 technical colleges offering vocational education in South Africa. In total, there are about 2000 technical college subjects and about 300 different programmes offered at the following levels: from the pre-primary, N1-N3, National Intermediate Certificate and National Senior Certificate levels right up to the tertiary N6 and National Diploma levels. According to the draft document of the Directorate: Vocational Education and Training of March 1997, technical colleges at that stage had about 7 000 members of staff and an average of about 250 000 students a year.

Technical colleges cover all fields of studies that have thus far been required by commerce and industry, as well as by the communities. Technical colleges offer instruction in six different vocational areas, viz. engineering studies, business studies, the arts, agriculture, utility industries and social services. A seventh field, business languages, forms part of the

various other fields (Directorate: Vocational Education and Training, Draft document 1997:18-19).

A wide variety of non-formal and non-national programmes is offered on demand for the local communities and local commerce and industry. This includes, inter alia, adult basic education programmes.

The tertiary or higher education programmes have proliferated enormously in numbers over the past few years. It has been suggested that these higher education programmes should be removed from technical colleges. Nevertheless, the number of examination enrolments for these tertiary or higher education programmes increased by 25% from 1994 to 1995 and by 30% the following year. This indicates that there is a definite need for this type of programme at technical colleges ( Directorate: Vocational Education and Training, Draft document 1997:20).

### **1.2.3 The impact of transformation on technical colleges**

The new structures of the NQF and the other relevant policy documents - such as, inter alia, the Act on Higher Education and Training, White Paper 4 for Further Education and Training, the Further Education Act 98 of 1998, the Skills Development Act of 1998 and the Skills Development Levies Act of 1999 - make it clear that the college sector, together with the senior secondary schools, should focus largely on the Further Education and Training band (FET), NQF level 2-4 (Std 8-10) and that it could make a significant difference to meet the needs for skills training in our country.

These new focusses (General, Further and Higher) in education and training, together with the legacies of education, current trends and the need for human resources development in our country, contribute to the development of the specific position that technical colleges should occupy in the education system.

## 1.2.4 Research problem: core questions

As indicated in the title of this thesis, this study will investigate the repositioning of technical colleges in the current climate of transformation in South Africa and, more specifically, in the Western Cape, with Tygerberg College as a sample.

With reference to the background of technical colleges and the transformation of fixed structures as determined by the NQF, as well as the provisions and implications of the new legislation as applicable to the college sector, the question can now be posed how technical colleges will have to reposition themselves for the future and, in particular, with regard to the provision of education and training.

Colleges are currently offering programmes across the full range of the NQF bands, viz. the General Education band, the Further Education band, as well as the Higher Education band. The new legislation, however, prescribes the Further Education band as the principal focus for colleges. Funding will also be allocated according to the provisions of the legislation to leverage the shift in focus.

- What should be done with regard to the specific needs of the various colleges' existing market and communities concerning programmes outside of this new area as focus?
- What should be done with regard to the existing and growing needs for tertiary or higher education programmes offered at colleges?

Indeed, technical colleges offer the solution by meeting the needs for well-trained human resources from lower to middle-level management and entrepreneurs or the creators of jobs. The supposition that technical colleges are the ideal education sector to satisfy the urgent needs for skills training at various levels raises the following questions:

- Will colleges still be able to satisfy these urgent needs if restricted, by means of a funding lever, to the Further Education and Training band?

- If colleges are unable to capture the masses of students not admitted to technikons and universities, what will happen to these matriculants - for example, the ones who cannot be admitted for reasons pertaining to admission requirements, the expense involved, and/or geographical situation? Should funding not be provided for skills training at this level?
- If colleges, which are more affordable and accessible than some other institutions, cannot capture the surplus of NQF level 5 and 6, will the fixed boundaries for technical colleges not perhaps exacerbate the country's shortage of skilled manpower?
- If colleges that have to focus largely on FET are also permitted to continue offering HE programmes, will HE fund them?
- How viable will those colleges be that have focussed largely on the HE programmes and arranged their staff and infrastructure accordingly if, as a sector, they are to be placed together with the schools in the FET band?
- Are colleges with permeable boundaries not better able to resolve the question of providing training for our country's pre-employed, employed and unemployed?

### **1.3 METHODOLOGY**

This study makes use of the following methods:

#### **1.3.1 Literature study**

##### Primary sources

The primary sources used include, in particular, current legislation and relevant policy documents, such as the:

- Act on Higher Education and Training, 1995; White Paper for Further Education and Training, 1988; Act on Further Education, 1998; Skills Development Act, 1998; Skills Development Levies Act, 1999; South African Qualifications Act, 1995; Employment Equity Act, 1998; National Strategy for FET, 1999-2001, 1999; draft legislation in the form of the Green Papers and White Papers which preceded the above-mentioned legislation.

- Discussion documents and relevant reports, such as the Report of the National Commission on Higher Education; Report on Further Education and Training; the National Business Initiative (NBI) Report of Gauteng - Colleges; and the NBI Report of the Western Cape - Colleges.
- Publications by authoritative educationists in the form of books and articles.

### Secondary sources

Unpublished documentation, circulars, newsletters, submissions, correspondence, minutes, etc. and discussions of meetings with the Western Cape Education Department (WCED), Committee for Technical College Principals (CTCP) and other relevant meetings or gatherings in the province.

### **1.3.2 Personal interviews**

Unstructured interviews with several experts concerning technical colleges within the structures of education, so as to harvest opinions with regard to the future of colleges offering tertiary programmes and to ascertain how these colleges should reposition themselves to strengthen their hand in the market. Interviews with several experts involved with vocational education institutions in Australia and New Zealand are also taken into account in this research. These interviews were not transcribed. They did, however, serve to clarify certain concepts and standpoints. Furthermore, they broadened the researcher's perspectives. They were not sent out for validation but they do reflect coherence and similarity.

### **1.3.3 Personal experience (participative research)**

The researcher makes use of her 16 years of experience of technical colleges, 11 of which were spent in a managerial position. It is felt that personal experience can be used to good purpose, especially in interviews with experts in the area of technical colleges. Furthermore, experience is used throughout the research to interpret and explain the relevant literature. The researcher has a direct interest in and exposure to the subject, as the college with which she is currently involved is in fact repositioning itself in the transformation process and has

been used as a sample for this study. The experience gained at various national conferences, an international conference on vocational education and training in Australia, as well as visits to TAFE colleges in Western Australia and Polytechnics and Institutes of Technology in New Zealand, provide the background against which the research problem is discussed.

#### **1.3.4 Audit**

An audit and comparison of national and provincial (Western Cape) trends was undertaken with regard to the provision of education to strengthen the data for the research concerning student statistics of colleges in the Western Cape as well as nationally and also in an attempt to determine the nature of the need for Further Education and Training, as well as Higher Education at colleges in the Western Cape. The following additional data is used in support of this assumption:

- The number of matriculants who completed/did not complete their studies during the past few years.
- The number of candidates who completed their studies with matriculation exemption and
- those who did so without matriculation exemption.

By means of the above data, an attempt is being made to determine how many matriculants actually complied with the universities' and technikons' strict admission requirements and whether there is a need for HE at technical colleges. The information will also make it possible to compare the provision of education at a number of colleges in the Western Cape during the past few years, with reference to the following:

- Number of students enrolled at the FET level.
- Number of students enrolled at the FET and HE levels.

#### **1.3.5 Qualitative investigation**

The researcher uses qualitative methods of investigation to arrive at and reflect an informed and judicious selection of quantitative and empirical data. In comparison with the

assumptions based merely on empirical data, the value of the data will be examined within the context of the problem researched. For this purpose, the use of reflection, discussions with other experts, interviews and consideration of the arguments of others is considered a valuable qualitative research method.

### **1.3.6 Hermeneutic method**

Qualitative research goes hand in hand with the hermeneutic method, which depends entirely on the researcher's intellectual ability to distinguish between that which is important, that which is less important, and that which is of no consequence. It is a personal, critical consideration of data and conclusions to arrive at an informed judgement that can be meaningfully explicated within the context of the research as a whole. It will explicate and suggest possible solutions that are meaningful and credible. This then also explains why everything is the way it is and/or why it should be as suggested.

## **1.4 EXPLANATION OF CONCEPTS**

The concepts that are crucial for the purposes of this study and which are frequently used in the thesis, are described in general terms. They are:

### **1.4.1 Technical College**

Technical colleges offer post-school vocational education in senior-secondary programmes leading to the acquisition of the certificates N1-N3 and the National Intermediate and National Senior Certificate qualification in specific vocational fields. Tertiary programmes, viz. N4-N6 certificates and National Diploma programmes in a variety of vocational areas and which are aimed at training learners for lower and middle-management positions, are also offered. To a certain extent, these programmes form linkages with programmes offered at technikons. Technical colleges offer formal as well as non-formal programmes. When the word 'college' is used in this thesis it refer to the concept of 'technical college'.

### **1.4.2 Further Education and Training**

Further Education and Training consists of all learning and training programmes from NQF levels 2 to 4, or the equivalent of Grades 10 to 12 in the present schooling system. It is the band within the NQF which follows directly on GET and precedes HE. Learners enter FET on completion of the compulsory phase of education at Grade 9 or Level 1 of the NQF. (DoE 1998:3). As the NBI (1998a:1) points out, *“FET has a vital role to play in building a globally competitive economy and in meeting the needs of the pre-employed, employed and unemployed”*.

### **1.4.3 Transformation of Education**

This study refers specifically to the transformation which the current decade up to the year 2000 and beyond has in store for the college sector. The transformation of education takes place within the framework of a variety of influences, viz. socio-economic, political, new philosophies in education and new post-modernist paradigms, global and international trends and a fledgling democracy.

The transformation prescribed specifically for technical colleges by the education policy can be summarised as follows from the Green Paper for Further Education and Training (DoE 1998:5):

*“The FET band is situated at the intersection of a wide range of government policies which are critical to the new information-based economy. These include macro-economic, industrial, labour market and human resource development policies. Government co-ordination across these domains is the key to their success and to the development of a policy framework which will promote the development of the human capacities, knowledge and skills of our people.*

*Transforming FET will not be an easy task, it will entail changing public perceptions and attitudes regarding the FET band. It will require rethinking and reinterpreting the dominant*



*positions which both GET and HE currently occupy in the political economy of educational reconstruction.*

*We need transformation on a major scale. Such intervention cannot come from the State alone but must involve all stakeholders and interest groups. Transformation will require more effective State co-ordination, greater private sector investments and involvement and greater community and individual initiative”.*

## **1.5 PROGRESSION OF THE STUDY**

### **CHAPTER 1 Orientation**

This chapter outlines the background to and critical issues in the South African context. It also sets out and explains the problem which is investigated, the research methods used, as well as providing a concise explanation of the core concept *technical colleges* and of other relevant concepts. The further progression of the study is also briefly set out in this chapter.

### **CHAPTER 2 The concept of *technical colleges* within the transformation of education in South Africa**

The researcher sketches the background to technical college education with reference to historical as well as political perspectives. A comparison is also drawn between the existing technical colleges, the mission, nature and scope of their task and the new Further Education and Training institutions that have to take over their role so as to bring about transformation in this education sector.

### **CHAPTER 3 Transformation processes and strategies of implementation**

This chapter is devoted to the processes of education transformation and the strategies of implementation, with reference to the core principles and structures of the National Qualifications Framework. By means of a literature study, attention is also given to processes

of transformation taking place in Higher Education and Further Education.

#### **CHAPTER 4 Transformation of technical colleges in the Western Cape with reference to Tygerberg College as exemplar**

This chapter deals with the progress made with regard to the transformation of education at colleges in the Western Cape up to 1999. It focuses on Tygerberg College as a sample, because of its leadership position in the province and its focus on Higher Education programmes.

#### **CHAPTER 5 The repositioning of technical colleges during the transformation of education**

A philosophical perspective is adopted to research the impact of post-modernism, globalisation and other South African ideological/political, social and economic influences on the repositioning of technical colleges in the transformation of education. With due consideration to information contained in the preceding chapters, recommendations concerning the future repositioning of colleges are made from an industry perspective to apply the successful principles of service, delivery, price and quality of world-class institutions to education and, in particular, to technical colleges.

## **CHAPTER 2 THE CONCEPT OF TECHNICAL COLLEGES WITHIN THE TRANSFORMATION OF EDUCATION IN SOUTH AFRICA**

### **2.1 INTRODUCTION**

In this chapter, the need for technical colleges to change will be investigated from different perspectives. This will be carried out within the context of the demands currently being made on the college sector. It is important to elucidate the concept of *technical colleges* and that of the expected *further education and training institutions* clearly. This is necessary to understand the position of technical colleges within the South African educational dispensation. To achieve this, a few facets in the historical development of technical colleges will be examined.

The National Qualifications Framework (NQF) will also be examined as one of the central factors in the transformation of education, with specific reference to the structures and the benefits it has for South Africa.

### **2.2 TECHNICAL COLLEGES**

#### **2.2.1 Historical overview**

Technical colleges originated during the nineteenth century following the discovery of minerals and the ensuing development of transport and communication networks. Training was initially only limited to skills training of manpower for engineering and commercial areas. The technical colleges served the needs of the local communities and, for their status and credibility among the local population and local business sector, depended heavily on the local communities.

In consequence of the unification of the British colonies in 1910, several laws were passed by parliament, which brought about changes in the technical colleges. In retrospect, the Higher Education Act (Act 30 of 1923) proved to be the most significant piece of legislation. It

determined that the Union Department of Education had to take over all technical education which, at that stage, was totally fragmented and diverse. This department was also responsible for the administration of the “*reformatories and trade and industrial schools for those defined by the State as delinquent or mentally defective. This association of technical education with education for the poor, combined with negligible State spending and a poor quality of education for the poor, was part of the reason for the poor image of technical education that persisted right into the eighties and occasioned a full-scale HSRC report on how this image could be altered*” (Chisholm 1992:7).

The Department of Education also established technical, commercial and apprenticeship schools in addition to the existing technical ones. *Continuation classes* were started in centres where schools were not justified. It was out of these schools that technical institutes and later, technical colleges developed. The technical institutes in Durban and Cape Town were incorporated as technical colleges under this Act in 1923. Thereafter, other technical institutes in Port Elizabeth (1925), East London, Pretoria, Pietermaritzburg, the Witwatersrand (1926) en Bloemfontein (1931) followed suit. Each college was under the control of a college council which enjoyed a fair amount of autonomy. The members of the council comprised community leaders from commerce and industry who were completely aware of local needs. The programmes offered were market-driven and formulated in response to the commercial and industrial needs of that particular area. The colleges enjoyed the support of the local municipalities and councils. They therefore regularly received funds and suitable building premises with easy access to public transport.

Training took place in co-operation with the various training councils and large national organisations, such as local government, Secom, SEIFSA, BIFSA, SAA, Civil construction, the motor industry and Post and Telecommunications.

The principal difference between high-school and technical-college education was the provision that technical colleges made for the various types of continuing education. The historian E G Malherbe was so impressed with this aspect of the technical colleges that he called them “*people’s universities whose organisation was flexible and adaptable so that*

*they could readily meet educational needs of all ages and all levels in almost every conceivable style”* (Chisholm 1992:7). An aspect which only in later years became more significant was, inter alia, the racial segregation within the sector.

Technical education in technical and commercial high schools and technical colleges expanded considerably in the 1950s en 1960s. By 1966, post-secondary programmes at technical colleges had increased to such an extent that steps had to be taken to separate the secondary and post-secondary training components. A division was made for the professional engineer, the engineering technologist and the technician. In practice, technical colleges during this period had begun to provide for three bands of students studying full-time as well as part-time. The most important role of technical colleges was to provide day and block-release theoretical training to apprentices. The Advanced Technical Education Act of 1967 made the upgrading of larger colleges possible, which resulted in the establishment of Colleges for Advanced Education (CATEs). These institutions in turn developed into the present-day technikons (Chisholm 1992:10).

With the development of the technikons and the accompanying new identity, these institutions cancelled certain programmes. These programmes, which were taken up by technical colleges, included apprenticeship programmes for haircare, engineering, commercial and senior-certificate programmes.

In the 1980s, there was once again a revival of vocational education. Shortly afterwards, Act 104 of Technical Colleges was promulgated. This Act declared the existing technical institutes and technical colleges resorting under the House of Assembly to be State-aided institutions. What this resulted in was that only the aforementioned institutions could function with greater autonomy and freedom and develop themselves. The colleges that resorted under the House of Delegates, the House of Representatives and the Department of Education and Training, had no separate legislation and were handled together with the schools in these various departments (Directorate 1997:13).

As the result of a growing need, the technical colleges earmarked for the education and

training of apprentices also started moving into other areas, such as business studies, utility services, social services and general studies. Since the 1990s, the need for the extension of these areas to tertiary level have also given rise to the development and implementation of the National N4-N6 and the National Diploma programmes in most of the aforementioned study areas.

The tables are turned and it seems that technical colleges now find themselves in the same position as in the early 1920s, what with the conflict between the Department, universities and now also the technikons concerning the status of technical colleges and what their primary focus should be.

### **2.2.2 Political perspective**

Although it is by no means the intention of the researcher to approach this study politically, it is nevertheless important to understand the thrust of certain of the transformation processes in education today.

The Apprenticeship Act excluded workers with a standard six qualification, which eliminated the training of black apprentices. Although to a slight extent only, separate evening classes for coloureds and Indians were offered at the Durban and Cape Technical Colleges from 1929 and 1924 respectively. From a financial perspective, the technical colleges formed an important link in the support and development of the manufacturing capacity of the country. It was only after the investigation of the De Villiers Commission in 1949 that the need to extend the interests of technical and vocational education to the black population was broached. In discussing the inequalities in terms of training, the Commission had the following to say: "The explanation for the lack of progress in industrial training must be found mainly in the limited sphere in which the trained Native worker can find an outlet for the practical application of his skills" (Chisholm 1992:10).

Historically, black education had a strong vocational but limited technical component. Technical education mainly took the form of trade instruction. Holistically speaking, there

was an enormous neglect of the training needs of the black communities. *“Despite the fact that the number of Bantu engaged in occupations which involved skills (to be obtained by vocational and technical training) was more than twice as big as that of all the other racial groups combined, they were the most neglected group as regards opportunities for getting vocational and technical education”* (Chisholm 1992:11). As from the early 1970s, under pressure from large business concerns, the State started giving financial aid to black schools in urban areas. After the student riots of 1976, the development of technical education for black students in technical schools, technical colleges and technikons became a priority. Although the provision in education for black students was increased, there were still almost 50% fewer technical colleges for black students than for white students by 1990 (Chisholm 1992:12).

The kind of control that the Department of Education and Training considered applicable to black colleges did not contribute much to the development of the quality, innovation and autonomy of these institutions. This explain why, after 1994 and the subsequent transformation of education in our country, the critical focus is on redressing the inequality of the various population groups and on achieving equality within a single national education system.

### **2.2.3 The Committee of Technical College Principals**

The Committee of Technical College Principals (CTCP), which originated from the Federal Committee of Technical College Principals (FCTCP) in 1994, is a national statutory body which represents the rectors of technical colleges. While, according to current legislation, colleges are seen as a provincial matter, the CTCP functions at national as well as at provincial level. The purpose of the CTCP is to form a united forum through which the providers of vocational education and training will be able to address their concerns and put forward their points of view. The areas that have an impact on technical colleges and which, inter alia, are handled by this statutory body are the following: control and legislation, finances, personnel and student matters, curriculum, examination, certification matters, facilities, buildings and client/community affairs.

At a meeting of the CTCP's Executive Committee in February 1996, the following recommendations, inter alia, were tabled:

- a single mission for technical colleges which is reflected in legislation, viz.:  
*“The mission of a technical college is to offer convenient, high-quality, relevant, affordable and accessible post-school education and training to a broad spectrum of the community”;*
- that a single legislative Act, for example a *National Act for Technical Colleges* will be developed to address specific requirements concerning norms and standards and
- that provision will be made for unified legislation for technical colleges that emphasise an own focus for technical colleges (Mosdell 1996:16).

#### **2.2.4 The mission of technical colleges**

SME Bengu, then Minister of Education, made the following statement at an International Vocational Education and Training Association (IVETA) Regional Conference in November 1998 : *“Economic development cannot happen without a vocational education and training infrastructure”* and *“it thus becomes clear that the worlds of vocational education and training and work are inextricably linked, something we would do better to recall if we are to take Africa to a new existence via vocational educational and training”* (Venter 1999b).

Technical colleges are the ideal vehicle for promoting the scope of vocational education and training. In 1997/98, technical colleges offered 942 327 learning opportunities for students at the N1-N3, NIC/NSC and N4-N6 levels, with an average pass rate of 58,95% in the examinations (Venter 1999b:2).

Technical colleges see themselves as institutions that excel at providing the essential vocational education that can be adapted to community and economic needs:

*“Technical Colleges are about people - training people, educating people, equipping people and working with people. They offer:*

- *relevant, affordable and career-specific education and training;*



- *formal career education and training programmes in a wide variety of fields of study;*
- *community-based education and training in formal and non-formal programmes;*
- *courses varying in length from a few days (seminars and short courses) to three years (post-standard 10 diploma);*
- *second-chance-to-learn courses in a variety of subjects;*
- *adult literacy and numeracy education and training;*
- *skills development; and*
- *entrepreneurship and small business development programmes” (HSRC 1996:3,4).*

The misconception that technical colleges offer only technical training still prevails in certain quarters. Technical colleges, however, fulfil a much wider community task consisting of a large variety of programmes at post-school level.

The Western Cape Provincial Act 12 of 1994 describes the activities of colleges as follows:

*“To provide post-school education with a view to the acquisition of a vocational qualification ...”*

The concept of *vocational education* is explained in the same Act as:

*“education and training offered to persons at a level higher than the ninth level with a view to the practising of a vocation which is mainly intended for persons who are not in terms of any stipulation of some or other Act subject to compulsory education” (Province of Western Cape 1994:7,4).*

According to the HSRC investigation of 1996, the mission of this type of education and training is to:

- *“contribute towards the development of human resources up to middle management level;*
- *make a positive contribution towards the successful implementation of the Reconstruction and Development Programme ;*
- *significantly contribute towards economic growth by providing skilled and motivated employees;*
- *provide learners with the necessary entrepreneurial skills for self-employment and*

- *enhance the students' career path opportunities, achievements and personal development*" (HSRC 1996:4).

### **2.2.5 Types of technical colleges**

There are two types of technical colleges: State-aided colleges and State colleges (excluding private colleges). Prior to 1994, State-aided colleges resorted under the House of Assembly, while the State colleges were under the control of the House of Delegates, the House of Representatives or the Department of Education and Training. Private colleges focussed mainly on their own programmes. If they wanted to offer technical college programmes, they had to register with a provincial department of education, as well as with the Department of National Examinations.

The differences between State and State-aided colleges, refer to Table 2.1 on overleaf, were mainly ones of governance and legal status, financing and financial management. However, in the Western Cape, all five of the State colleges were proclaimed State-aided colleges with effect from the beginning of 1999 (WCED 1998:8).

**Table 2.1 Main differences between a State-aided and a State technical college**

<b>STATE -AIDED COLLEGE</b>	<b>STATE COLLEGE</b>
<b>1. Governance &amp; legal status</b>	
<p>Governed by a college council            College council has decision-making powers            College is a legal person, usually required with an education authority            College has proprietary capacity            College can own / sell / lease its property</p>	<p>by a governing body/council/executive education department            has mainly advisory powers            not a legal person            no proprietary capacity            State has all property rights</p>
<b>2. Financing &amp; Financial management</b>	
<p>College funded by :</p> <ul style="list-style-type: none"> <li>• subsidy according to FTEs towards operating costs on the difference between income and approved expenditure</li> <li>• ad hoc subsidies to lease accommodation</li> <li>• ad hoc subsidies to erect new / additional buildings</li> <li>• ad hoc subsidies to buy equipment for additional accommodation</li> <li>• tuition fees (determined by council) may be retained</li> <li>• donations and other funds raised by college retained</li> </ul> <p>College has autonomy over its budget, expenditure and investments            College operates own bank accounts            Principal is accounting officer            Council responsible for all maintenance            Financial records audited by external auditors            Council formulates financial policy</p>	<ul style="list-style-type: none"> <li>• State pays all operating costs</li> <li>• State provides all accommodation</li> <li>• State provides all equipment</li> <li>• tuition fees (State prescribed) paid into State Revenue Fund</li> <li>• donations and other funds paid into State or college account</li> </ul> <p>State controls budget, expenditure and investments            Council manages trust funds only            Head of Education is accounting officer            State undertakes all maintenance            Financial records audited by Auditor General            Financial policy is prescribed</p>
<b>3. Personnel Administration</b>	
<p>Council appoints staff in the service of the college            Council promotes staff subject to ministerial approval            Council can appoint non-subsidised staff and determine their salaries            Council responsible for all applicable relocation costs            Council may transfer/second staff to other service with concurrence of the minister            Council advertises posts</p>	<p>Minister appoints staff in service of the State            Minister promotes staff on council's recommendation            Minister appoints all staff on subsidised basis</p> <p>State responsible for all applicable relocation costs            Minister may transfer / second staff</p> <p>Department advertises posts</p>

(Directorate 1997:16)

### 2.2.6 Target group

Post-school vocational education at a technical college makes provision for the following target groups:

- those who, on the basis of their interest and aptitude and on completion of standard 7 / grade 9 in a specific vocational area, wish to acquire their senior certificate;
- the standard 10 / grade 12 learner who wishes to pursue his/her tertiary studies in any of the vocational areas;
- the mature employee who, through in-service training or retraining, wishes to follow a course which falls within the training framework of the technical college;
- those persons who wish to acquire or develop a manual or social skill and
- persons who wish to enrich their cultural education.

Technical colleges therefore provide continuing vocational education and offer students the opportunity to prepare themselves for a vocation, apprenticeship or vocational skill in commerce and industry in the true sense of the term. Technical colleges hone in on specific vocations to train productive manpower for lower and middle-management positions in commerce and industry. By so doing, they fully develop the potential of each learner and, at the same time, promote the economic advancement of the country (Williamson 1992:103).

### 2.2.7 Programmes offered at technical colleges

In total, there are almost 2000 technical college subjects and approximately 300 courses, offered from levels ranging from pre-N1, Intermediate Certificate up to N6 and the National Diploma. Technical college subjects and courses therefore extend over both pre-tertiary and tertiary levels. The combined staff complement of technical colleges totals 7000 people and they cater for a total of about 250 000 students a year. These figures, which were published in 1997, are probably derived from facts of 1996 (DoE 1997:15-20). *“During the last two years 1997/98 the technical college sector was the fastest growing sector in education, with an average of approximately 20% per annum”* according to Brian Gilbert (SAUVSE 1998).

The secondary courses, N1 to N3, National Intermediate to Senior Certificate, correspond to that of the senior secondary phase of school education, the difference of college education appearing in the vocational type of programmes, such as hairdressing, interior decorating and food services that prepare the learner for a vocation. To some extent, the tertiary component - level N4 to N6 and the National Diploma programmes - link up with technikon education. Some colleges offer Diploma courses in collaboration with external bodies, for example the Institute of Administration and Commerce.

The following table indicates the colleges that offer predominantly Higher Education in the Western Cape. From the 15 colleges in the Western Cape, 9 offer predominantly HE.

**Table 2.2 Colleges: Provision in Higher Education**

Colleges specialising in HE in the Western Cape	% HE
• Cape	65,7%
• Paarl	85,5%
• Protea (both campuses)	77,85%
• Strand	58,4%
• Stellenbosch	100%
• South Peninsula	60,8%
• Southern Cape	56,5%
• Tygerberg campus	96,5%
• Tygerberg (Parow campus)	71,5%
• Worcester	89,9%

(NBI 1999:53)

According to 1998 statistics, 55% of the students in the Western Cape who are enrolled for national education department programmes are actually enrolled on Higher Education band programmes and 45% on the further Education band. Further statistical data are contained in Chapter 4 Table 4.5 and 4.6. From this tendency in the Western Cape, it seems that there is definitely a need for the HE programmes.

Demonstration and practical learning experiences form a key component of technical college

education. This sector has to a certain extent already achieved the integration of theory and practice in certain programmes as recommended in the 1995 White Paper on Education. However, due to the absence of laboratories and workshops at some colleges, many of their students receive very little practical training.

### **2.2.8 The scope of the task of technical colleges**

The task of a technical college is to provide instruction in 'post-school' education. According to Act 104 of 1981, the Act on Technical Colleges, post-school education is the type of instruction that is aimed at the practice of a vocation, or the development of specific skills. It is aimed at persons who are no longer subject to compulsory schooling (Williamson 1992:103).

In particular, technical colleges make provision for the vocational education of the following groups of students and the following types of programmes:

- those who, on the basis of their aptitude and interest, already want to study in a specific vocational area after standard 7 (grade 9);
- those who only want to follow a vocational course in engineering, business studies, or a general field of studies after standard 10 (grade 12);
- the mature employee who, through in-service training (apprentices) or retraining, wants to follow a course which is offered by a college, or a corporate course which is specifically designed and offered for the purposes of an organisation;
- those persons who wish to acquire or develop a manual or social skill, or life skills; and
- those persons who wish to study through the medium of distance education, or even through the correspondence programmes offered by certain colleges (Williamson 1992:103).

Technical colleges offer both formal and non-formal programmes. Some colleges also offer non-departmental programmes at secondary and/or tertiary levels, for example the Institute of Administration and Commerce diplomas, or internationally accredited certificates or

diplomas, for example, City & Guilds. Many colleges are already actively involved in offering life-long learning programmes. The colleges are extending their programmes in a variety of ways, for example through part-time instruction, interactive short courses, distance learning and correspondence courses with group sessions to meet the entrepreneurial and small business development challenges and to create opportunities for those who, for various reasons, cannot attend courses on a full-time basis.

The courses currently being offered at technical colleges fall under all three bands as set out by the National Qualifications Framework.

General Education band:	Adult Basic Education and the acquisition of skills such as, inter alia, literacy and numeracy.
Further Education and Training band:	National Intermediate and Senior Certificate programmes and equivalent programmes.
Higher Education band:	Tertiary programmes, such as the National N4-N6 Certificate and Diploma programmes, as well as the non-national programmes at this level.

### **2.2.9 Variety of study fields**

Technical colleges offer education in six vocational fields, viz. engineering, business, arts, agriculture, utility industries and social services, as well as in the field of business languages, which is not regarded as a separate vocational field as it forms part of the other programmes in the country (DoE 1997:20-22).

## **2.3 FURTHER EDUCATION AND TRAINING(FET)**

Technical Colleges, which offer mainly post-compulsory education programmes, form part of the centre of the proposed further education sector, whose information structure, governance,

financing and programme basis were investigated by the National Committee for Further Education and Training.

### **2.3.1 Programmes**

Further Education and Training consists of all learning and training programmes from NQF levels 2 to 4, or the equivalent of Grades 10 to 12 (previously known as Standards 8 to 10) in the current school system. It is the band within the NQF which follows directly on GET and precedes HE. Learners enter FET on completion of the compulsory phase of education at Grade 9 or Level 1 of the NQF.

### **2.3.2 Target groups**

FET is not compulsory education and has no age limit. However, its goal is to promote lifelong learning and education, as well as on-the-job training. It provides education to a diverse group of learners and stakeholders, including the pre-employed, unemployed and employed youths and adults (DoE 1998:3).

### **2.3.3 Goals**

FET will be an open learning system, responsive to the needs of the communities and contributing to the development of human resources to help meet the country's economic needs. It will make flexible, relevant, accessible, high-quality FET programmes progressively available to all eligible citizens who are capable of benefiting from them. This would contribute to the development of human potential, the redressing of past inequalities and the building of a just, democratic society.

### **2.3.4 Complexity of FET providers and stakeholders**

FET is the most diverse and complex phase of education and training comprising 13 types of providers, categorised into 4 main sectors: secondary schools, publicly- funded colleges,



private on-the-job providers and work-based education and training. FET is mainly the responsibility of the national and provincial education departments, but the Department of Labour (DoL) and other departments, private providers, including private companies, are also important role players (DoE 1998:4-5).

**Table 2.3 Comparison between the current technical colleges and the Further Education and Training (FET) institutions.**

	<b>Technical Colleges at present</b>	<b>Further Education and Training institutions</b>
<b>NQF</b>	GET, FET, HE band - unique characteristic.	Focus primarily on FET band
<b>Level of programmes</b>	1, 2, 3, 4 & 5	Level: 2, 3 & 4
<b>Target groups</b>	any proposed post-school learner	pre-employed, unemployed, employed
<b>Autonomy</b>	State-aided colleges are fairly autonomous / State-aided college shall be a juristic person	“greater institutional autonomy” different when part of a cluster / budget approved and monitored by provincial departments
<b>Funding</b>	Funding based on full-time equivalents , i.e. student numbers	Programme-based funding

**2.4 THE NEED FOR CHANGE WITH SPECIFIC REFERENCE TO THE COLLEGE SECTOR IN THE EDUCATION STRUCTURE AND SHORTCOMINGS IN THE CURRENT EDUCATION SYSTEM**

In our current education system, we have no clearly defined Further Education sector. From the complexity of the education providers and interest groups, the scope of this sector is clear. It is, however, impossible to evaluate a sector which does not yet exist. The various education providers, such as the technical and private colleges, have nevertheless in their own right achieved very good results and have in large measure been successful in achieving their specific objectives. If, therefore, one evaluates technical colleges according to their vision and mission, the outcomes would not appear as weak as the evaluation of our total further education system now indicates.

During the past decade, technical or vocational education figured very high on most of the agendas for the transformation of education. Technical colleges in particular were targeted as the institutions that will carry the burden of most of this transformation. How the colleges develop will be determined by the type of economic strategy and new forms of control that will emerge from the new government. There is little doubt that aspects such as growth, redistribution, effectiveness, equality and democratisation will drive the attempts at reconstruction in several spheres. The reconstruction of the social conditions of the urban workforce and the rural poor will indeed be an important priority. Provision for health, housing, *education and training* will form some of the central pillars of a stable and capable workforce. Within this framework, technical colleges, which currently have a poor reputation in South African education, can be expected to undergo drastic changes as a central pillar for a stable and capable workforce. *“Technical colleges will need to become highly flexible, dynamic and responsive to new conditions and demands. And yet other demands are also being made on technical colleges, particularly in relation to the role they can play in the education and training of unemployed and marginalised people”* (Chisholm 1992:1).

## **2.4.1 Shortcomings in the current Further Education and Training system**

### ***2.4.1.1 The government perspective***

Further Education and Training (FET) systems worldwide are measured, on the one hand, by the effectiveness of their articulation with the workplace and, on the other hand, by the extent to which they promote meaningful access to higher education and lifelong learning. In the opinion of the Department of Education, South Africa does not succeed in any of these areas as far as its current education system is concerned (DoE 1998:8).

The DoE Green Paper for FET of April 1998 highlights the following shortcomings of our current system as measured in terms of the FET objectives:

- *“A lack of coherence and co-ordination. The FET is fragmented and unplanned with no overall vision and strategy to guide its development or determine priorities.*
- *A lack of funding coherence. The funding of programmes is uneven across different*

*sites of provision.*

- *Poorly articulated programmes. Different FET programmes and qualifications are poorly articulated, inhibiting student mobility and leading to high levels of inefficiency. Programmes differ widely with respect to quality, standards of provision, outcomes and curriculum.*
- *Separate education and training tracks. FET provision reflects rigid and outmoded distinctions between 'academic' education and 'vocational' training.*
- *Weak linkages with industry. Employers argue that many programmes offered by technical colleges and regional training centres are irrelevant and outdated. Equipment is antiquated and tuition is of a poor overall quality.*
- *The legacy of apartheid. Black technical colleges lacked meaningful linkages with industry and were largely disconnected from the local economy.*
- *Organisational ethos and the culture of learning, teaching and service. Adverse working conditions and a breakdown in the culture of learning, teaching and service are reflected in low morale, a poor work ethic and low professional self-esteem among many educators. An authoritarian management culture still pervades many institutions, which accentuates race and gender inequality within the sector.*
- *Distorted labour market. This is perhaps the most visible legacy of apartheid. This is particularly evident in the poor articulation between education, training and work, in the phenomena of mass unemployment, in continuing race obstacles to occupational mobility and in the collapse of the youth labour market. These problems are exacerbated by low enrolments in science, engineering and technology - fields essential to the achievement of higher levels of technological innovation and productivity"*  
(DoE 1998: 8-9).

In terms of the conceptual framework of the Department of Education, the above-mentioned indicators suggest an enormous crisis. The Department of Education is of the opinion that a national attempt should be made to correct these past aberrations, to provide for the needs of our people and to create a basis for successful co-existence and a globally competitive economy for the 21<sup>st</sup> century.

Government is moreover of the opinion that the transformation requires a strong political

consensus for the need for change. What will be needed to make a success of the transformation are strategic intervention by government and the private sector, the development of new partnerships and radical shifts in the conduct of the government, industry and individual learners (DoE 1998:11).

#### **2.4.1.2 The NBI perspective**

In March 1999, Brian O’Connell, Head of the Western Cape Education Department, invited the National Business Initiative (NBI 1999:1) “*to review and assess the work of the 15 technical colleges in the province*”. Mr O’Connell is of the opinion that the colleges can make a substantial contribution to improving the opportunities for the individual, as well as making a positive contribution to the development of the economy in the province.

The objective was, first, to investigate and evaluate this group of colleges in terms of their effectiveness, efficiency and responsiveness with regard to the learners, employers and the needs of the broader community. Furthermore, all the colleges are also under pressure from the national policy to focus mainly on Further Education and Training and the development in this area was also highlighted. The final aspect that received attention was the measure of awareness and development at the colleges concerning the skills strategy (NBI 1999:1).

The NBI has already completed the process with Gauteng (1998) and the Western Cape (1999) respectively and intends doing it with the other provinces as well. This process was funded by a Danish sponsor, DANIDA. The conclusion drawn by the NBI was based on their situation analysis undertaken in Gauteng in 1998 and the Western Cape in 1999 to determine the sectors’ responsiveness to the transformation of education. Clearly the conditions, history and working patterns of the colleges differ, besides differing substantially from province to province: for example, in the Western Cape only one in five colleges is situated in a black residential area, while in Gauteng the situation is very different. But there are nevertheless a fair number of correspondences between the colleges. Table 2.4, on overleaf, reflects the observations with regard to Gauteng and Western Cape provinces made by the NBI.

**Table 2.4 NBI's observations: Comparison between Gauteng and the Western Cape**

<b>Gauteng:</b>	<b>Western Cape:</b>
<ul style="list-style-type: none"> <li>• "Gauteng Department of Education (GDE) does not have a shared vision for the future development of the Technical Colleges</li> <li>• GDE does not have the resources at present to administer the colleges effectively and to help them anticipate the far-reaching changes in the macro-policy that will affect them</li> <li>• College governance remains ineffective</li> <li>• Although there are good managers within the colleges, there is a lack of expertise and experience to effect fundamental change and guarantee dynamic management to meet the inevitability of continuing change</li> <li>• The racial composition of staff must be addressed</li> <li>• All colleges should be student-centred, with greater emphasis on support services and sporting and cultural interests</li> <li>• Lack of a proper tracking system to prove that programmes result in jobs, and colleges should be more responsive to employer needs</li> <li>• Engineering courses, where examination results are the poorest, and where there are poor linkages between theory and practice</li> <li>• Colleges pay insufficient attention to life-long learning concepts and to the vocational education and training needs of those in jobs and of other people</li> <li>• The curriculum is too narrowly focussed and fails to provide in the skills needed and in innovative approaches</li> <li>• Information systems, analysis and an understanding of labour market trends are all areas that must be improved" (NBI 1998: xi)</li> </ul>	<ul style="list-style-type: none"> <li>• The WCED has proposed a major reorganisation of the college network. Progress in the implementation is slow due to the sectoral mistrust between the colleges and the WCED</li> <li>• Colleges' responses to economic needs are patchy and, with the slow programme development, much of the provision is outdated and irrelevant.</li> <li>• Lack of finance is the main problem faced by students. Only 11% of students are sponsored by industry.</li> <li>• Lack of on-programme counselling and support mechanisms</li> <li>• Colleges should be more learner-centred and should lay foundations for life-long learning</li> <li>• Colleges face major challenges at all levels of their operation in terms of equity</li> <li>• Colleges continue to work in isolation from one another</li> <li>• Examination results are well above the national average, but wastage rates are alarmingly high</li> <li>• Some involvement in the development of NQF, but curricula do not reflect genuine learner-centeredness</li> <li>• Need to develop skills for those already in jobs and the unemployed must be addressed</li> <li>• Colleges offer predominantly (55%) HE programmes, it is questionable, given the national focus and the budget allocations towards the new FET focus</li> <li>• The sector cannot be characterised i.t.o. its enthusiastic endorsement of quality assurance strategies (NBI 1999:vi-x)</li> </ul>

### **2.4.1.3 Directorate: Vocational Education and Training**

According to the Directorate: VET (1997:29-30), technical colleges have the following weaknesses:

- *“lack of linkages with other training organisations;*
- *lack of an integrated approach to Human Resources Development;*
- *have favoured whites in the past;*
- *public perception that technical / vocational education is inferior and has low status compared with academic education (stigma);*
- *associated with being more suited to the slower learner and those who cannot be accepted by universities and technikons;*
- *name “technical college” has negative connotations;*
- *associated with training for low skills / low wages;*
- *low student numbers (80 000) compared with universities(300 000) and technikons (200 000) - 1997 figures;*
- *employers more favourably disposed towards university / technikon graduates;*
- *provincial dispensation leads to fears regarding standards and lack of an own focus for technical colleges;*
- *lack of national legislation;*
- *long time needed to develop new curricula;*
- *too few colleges and spread unevenly, especially in black areas;*
- *dwindling number of apprentices;*
- *lack of machinery and equipment for practical training (at many colleges);*
- *lack of financial support in form of sponsorship to institutions and bursaries to students; and*
- *lecturers lack practical experience in commerce and industry”.*

**Table 2.5 Different perspectives: Government, NBI and Directorate: Vocational Education (national)**

<b>GOVERNMENT PERSPECTIVE (Green Paper FET 1998)</b>	<b>NBI PERSPECTIVE ( Gauteng - 1998)</b>	<b>Directorate: FET (1997:29,30)</b>
<ul style="list-style-type: none"> <li>Lack of coherence and co-ordination - fragmented, unplanned, no overall vision/strategy</li> </ul>	Gauteng - lack of shared vision <ul style="list-style-type: none"> <li>Ineffective administration and governance</li> <li>Lack of expertise and experience to effect fundamental change</li> </ul>	<ul style="list-style-type: none"> <li>Lack of national legislation</li> <li>Too few colleges, spread unevenly</li> <li>Provincial dispensation leads to fears regarding standards and lack of an own focus</li> <li>Lack of integrated approach to Human Resources Dev.</li> </ul>
<ul style="list-style-type: none"> <li>Lack of funding coherence - uneven funding</li> </ul>		<ul style="list-style-type: none"> <li>Lack of financial support and sponsorship</li> <li>Lack of machinery and equipment for practical training</li> </ul>
<ul style="list-style-type: none"> <li>Poorly articulated programmes - differ with respect to quality, standards of provision, outcomes and curriculum</li> <li>Separate education and training tracks</li> </ul>	Gauteng - Engineering courses have poor examination results - poor linkages between theory and practice	<ul style="list-style-type: none"> <li>Lack of linkages with other training organisations</li> <li>Associated with being more sui for slower learner</li> <li>Long time to develop new curricula</li> </ul>
<ul style="list-style-type: none"> <li>Weak linkages with industry - some programmes irrelevant and outdated / equipment / antiquated as well as poor quality of instruction</li> <li>Distorted labour market - poor articulation between education, training and work - mass unemployment / race obstacles to occupational mobility / collapse of youth labour market</li> </ul>	Gauteng - Lack of proper tracking system / not responsive to employer needs <ul style="list-style-type: none"> <li>Curriculum too narrowly focussed - fails to provide in the skills needs and innovative approaches</li> <li>Must improve information systems, analysis and understanding of labour market trends</li> </ul>	<ul style="list-style-type: none"> <li>Employers more favourably disposed towards university / technikon graduates</li> <li>Perception of public that technical education is inferior</li> <li>Name "technical college" has negative connotations</li> <li>Associated with low skills/wages</li> <li>Dwindling number of apprentices</li> <li>Low student numbers (period before 1997)</li> </ul>
<ul style="list-style-type: none"> <li>Legacy of apartheid - black colleges lacked meaningful linkages with industry and were disconnected from local economy</li> </ul>	Gauteng - racial composition of staff must be addressed	<ul style="list-style-type: none"> <li>Have favoured whites in the past</li> </ul>
<ul style="list-style-type: none"> <li>Poor organisational ethos and the culture of learning, teaching and service- adverse working conditions leading to poor morale and work ethic / low professional self-esteem / authoritarian management</li> </ul>	Gauteng- must have student-centred approach, more emphasis on support services and sporting/cultural interests	<ul style="list-style-type: none"> <li>Lecturers lack practical experience in commerce and industry</li> </ul>

#### **2.4.1.4 Viewpoints of technical colleges**

The Directorate: VET (1997:29) mentions the following aspects as being the forte of technical colleges:

- Technical college graduates are able to obtain employment easier and become productive in the workplace sooner (employable skills).
- Technical colleges are centrally positioned to provide for the immediate human resources development needs of the country, from operational level to middle-management level in various fields.
- They offer a wide variety courses and subjects.
- The flexibility of course duration: trimesters, semesters, years, full-time, part-time, distance education;
- national examinations for technical college subjects;
- ability to respond to needs of employers;
- support of business leaders; and
- prepare learners for self-employment and entrepreneurship.

The NBI report (1999:61-80) of the Western Cape mentions the following aspects among others:

- The standard of the provision of education and of the facilities is better than in some of the other provinces.
- The average examination results of the combined Higher Education subjects, as well as of the further Education subjects, are about 6% higher than the national average.
- The Western Cape has the highest percentage of trained educators.
- Most (12) of the colleges are in a position to appoint and fund additional staff members, over and above the posts allocated by the WCED. The colleges are currently supporting 30% of the total posts in this manner.
- Ten of the colleges have already shown the initiative to become involved in non-national programmes.
- Affordable programmes.
- Colleges are accessible for learners.
- The general infrastructure of the colleges is sound and most of them also make their facilities available for community activities.



## 2.5 CONCLUSION

It is clear that the technical college sector in its current form must change to accommodate the pressures of globalisation and the further demands of the time. No technical college or any other education institution can continue to proceed successfully on the premise of “*business as usual*”. The strengths and areas of excellence at the colleges must, however, enjoy the necessary recognition and these strengths and this infrastructure could be further developed to the benefit of the community and education as a whole. There is a perception at some of the colleges that they are now being subjected to and evaluated in terms of brand new criteria and standards (exclusively FET) and that they are being found to fall short of these expectations. They also believe that much of the work that has been done and many of the programmes that have been developed on the various education bands during the past few years, are now no longer taken into consideration. Instead they are simply being dismissed. It has even been alleged that the colleges’ development on the Higher Education band has been a mistake.

Several indicators have already been communicated during the transformation of education and it is the researcher’s opinion that the strengths of the extent of the development of the college sector should be viewed with more circumspection. Changes have already taken place in a number of critical areas and although there is considerable scope for development, any rigid distinction between education and Further Education and Training should be treated with caution. The reason is that, ultimately, it could impact negatively on the development of higher-level skills and the optimum usage of higher-level sources currently at technical colleges.

## **CHAPTER 3      TRANSFORMATION PROCESSES AND STRATEGIES OF IMPLEMENTATION**

### **3.1      INTRODUCTION**

The pressure for the transformation of the South Africa education system originated from a broad spectrum of social and economic conditions. Some of the reasons why the establishment of the National Qualification Framework and a better integrated education system are currently being spotlighted are that the current education system is fragmented. In addition, there is a lack of articulation of learners from one system to another and the current education system fails to address the country's socio-economic needs effectively.

Fundamental social changes are currently taking place in a new post-apartheid society. These changes are making new demands on the FET systems, which include subjects such as redress, lifelong learning, nation-building and the creation of a new relationship between the State and its citizens. New economic realities are also posing new challenges, such as the challenge to FET to address local needs, as well as those of the global economy. Globalisation puts pressure on our national economy to be responsive to industry, technology, knowledge and skills in a rapidly changing world economy.

### **3.2      THE NATIONAL QUALIFICATIONS FRAMEWORK (NQF)**

The NQF is designed to promote the integration of education and training, theory and practice, and the academic and practical. Furthermore, it offers multiple entry and exit points to learners and to ensure learner mobility and the portability of credits. This will improve the articulation between the different providers of education and training, as well as between the formal and informal sectors. The NQF provides a framework for the development of a new integrated FET curriculum, which will offer a flexible mix of fundamental, core and elective learning to meet the needs and requirements of learners, employers and HE institutions (RSA 1998a:32).

The NQF as a coherent and single entity was also designed to overcome the major divisions within the education system at national level. The White Paper on Education and Training (RSA 1995b:26) gives details of the NQF and the South African Qualifications Authority (SAQA). SAQA will be the national body which will, inter alia, define levels, formats for unit standards and requirements for the registration of qualifications. On 4 October 1995, the SAQA Act (Act 58 of 1995) was passed, giving it the power to set up and maintain the NQF.

### **3.2.1 The key principles of the NQF**

In the document entitled *Ways of Seeing the National Qualifications Framework* (HSRC 1995:11), a comprehensive list of key principles that inform the NQF is provided. These principles include the following:

- the integration of education and training;
- legitimacy;
- relevance to national development needs;
- credibility, national and international value and acceptance;
- coherence - consistent framework of principles and certification;
- flexibility between different forms of learning;
- standards of acceptable outcomes;
- access and ease of entry to appropriate levels of education and training;
- articulation to enable learners to move between different components of the delivery system;
- progression through different levels;
- portability from one learning situation to another;
- recognition of prior learning and
- guidance for learners.

Table 3.1 on overleaf is indicating the structure of the various bands and levels of the NQF.

**Table 3.1 The structure of the NQF**

NQF Level	Band	Type of qualification and certificates	Locations for learning for units and qualifications			
8	Higher Education	Doctorates Further research degrees	Tertiary / Research / Professional institutions			
7	and Training	Higher degrees Professional qualifications	Tertiary / Research / Professional institutions			
6		First degrees Higher diplomas	Universities / Technikons / Colleges / Private institutions			
5	Band	Diplomas Occupational certificates	Universities / Technikons / Colleges / Private Workplace, etc			
<b>Further Education and Training Certificate</b>						
4	Further Education	School / College / Trade Certificates Mix of units from all	Formal high schools/ Private/ State schools	Technical/ Community/ Police/ Nursing/ Private colleges	RDP and Labour market schemes, Industry Training Boards, unions, workplace, etc.	
3	and Training	School / College / Trade Certificates Mix of units from all				
2	Band	School / College / Trade Certificates Mix of units from all				
<b>General Education and Training Certificate</b>						
1	General Education and Training Band	Std 7 / Grd 9 (10 years)	ABET Level 4	Formal Schools  (Urban / Rural / Farm / Special)	Occupation / Work-based training / RDP / Labour Market schemes / Upliftment programmes / Community programmes	NGOs / Churches / Night schools / ABET programmes / Private providers / Industry Training Boards / Unions / Workplace, etc.
		Std 5 / Grd 7 (8 years)	ABET Level 3			
		Std 3 / Grd 5 (6 years)	ABET Level 2			
		Std 1 / Grd 3 (4 years)	ABET Level 1			
	1 year Reception					

### 3.2.2 Bands of NQF

The NQF is divided into three main bands, each of which deals with a different grouping of the provision of education and training:

- The Higher Education Band deals with NQF levels 5, 6, 7 & 8 diplomas, degrees and post-graduate learning.
- The FET Band deals with all post-compulsory and pre-tertiary learning with NQF levels 2, 3 & 4 certificates.
- The General Education Band includes Adult Basic Education and Training (ABET), as well as the years from reception class up to grade 9 NQF levels 1 (include ABET level 1-4).

The NQF therefore provides a framework within which the gradual process of transformation and restructuring of the education system can take place. Two bands that will affect the formation and functioning of the technical college sector are the FET and the HE sectors. The development of policy within these sectors has been going on amidst the complete restructuring of the education system.

### 3.3 TRANSFORMATION OF HIGHER EDUCATION

S M E Bengu, then Minister of Education, said that the Higher Education system must be planned, managed and funded as a single, national co-ordinated system. This would enable us to overcome the fragmentation, inequality *“and ineffectiveness of the past and to create a culture of learning that will release the creativity and intellectual energy of all our people”* (RSA 1997a:59).

Die transformation of HE forms part of the wider process of South Africa’s political, social and economic transition, which includes political democratisation, economic development and the equitable redistribution of all policy directions. This national agenda is pursued within the demands of globalisation and a late-twentieth century syndrome.

Globalisation in the above-mentioned connection refers to interrelated social, cultural and economic relations that are further affected by the impact of several aspects such as the information and communications revolution, the growth of international specialised and scientific networks, the accelerating integration of the world economy and the scramble for markets by the various nations.

Higher Education must provide education and training to develop the skills and innovations needed for our national development, as well as for our international competitiveness in the world economy (RSA 1997a:65). According to White Paper 3 (RSA 1997a:67), the transformation of the Higher Education system and its institutions requires the following:

- **Enhanced and broader-based participation.** Successful policy should conquer a historically determined pattern of fragmentation, inequality and ineffectiveness. It should be more accessible and generate new curricula and pliable learning and education models. It should also accommodate a more diverse student population.
- **Sensitivity to the interests and needs of the community.** The policy should be adapted to provide for the needs of the technology-orientated economy. It should also generate the required research, highly trained people and knowledge to equip a developing community to react successfully to national needs and develop the ability to participate in a rapidly changing, competitive international context.
- **Co-operation and partnerships in management.** Successful policy should re-conceptualise the relations between HE and the State, the community, interested parties and between institutions. In this manner, an institutional environment and culture should be created that will be sensitive to diversity and promote a sense of common humanity and destiny.

Documents concerning the restructuring of Higher Education have also made positive contributions with regard to the future of the technical college sector. The National Commission on Higher Education (NCHE 1996:157) uses the term “*further education colleges*” to make a distinction between the multi-purposed technical colleges and colleges such as colleges of education, which have to slot in with universities and technikons.

Strong emphasis has also been placed on a co-ordinated and extended further education sector. The NCHE has also offered strong support for the wide variety and levels of programmes offered by the sector: *“It should offer a wide range of educational programmes, from general and adult basic education and training, through further education, to higher education programmes. Further education colleges should be given the appropriate levels of financial and management autonomy to enable them to fulfil this role. The higher education programmes offered by colleges in this sector should be co-ordinated, planned and funded as part of the single co-ordinated higher education system via a form of aggregated further education college plan”* (NCHE 1996:159).

The legislative transformation process of HE was completed with the promulgation of the Higher Education Act (No. 101) of 19 December 1997 (RSA 1997b).

### **3.4 TRANSFORMATION OF THE FURTHER EDUCATION AND TRAINING INSTITUTIONS / TECHNICAL COLLEGES**

Most of the post-1994 literature that describes technical colleges does so from the perspective of the FET band and the colleges are already being evaluated according to FET criteria, while the shift in emphasis is still in the process of transformation. This is also the drift of discussions at all the forums where technical college matters are discussed. There is virtually no literature available on the effectiveness and meaningfulness of technical colleges outside the boundaries of FET. This hampers the researcher’s task of evaluating the full extent and activities of colleges in these HE bands.

#### **3.4.1 The transformation of the Technical College sector into a Further Education and Training sector**

Some of the aspects of the changing of technical colleges into Further Education and Training (FET) institutions have elicited extensive discussions. These include the concept of an FET system, the definitions of sectors or groupings of programmes and/or the institutions involved and the boundaries of FET.

Such a comprehensive single FET system therefore has a bearing on the description of a critical concept, viz. that of a 'sector': *"A sector may be the appropriate mechanism for allowing a meaningful discussion about the diversity of the FET system, diversity with respect to target groups, programmes, funding and governance. Sectors need to be clearly identified and defined so that the implications of the sectoral boundaries for an integrated approach to education and training, for articulation and transfer, for parity of esteem between different education and training routes, for funding and governance, are clearly spelt out"* (NCFE 1997:7).

If FET is seen as a band for NQF levels 2-4 and FET as a system consisting of providers operating mainly (but not exclusively) in the FET band, what would the boundaries of the FET system then be?

The implications that could result from this are:

- The funding of programmes should not pose any problems. A college which, for example, offers both HE and FET can be funded through both mechanisms.
- The control and co-ordination could possibly create problems. Decisions as to which institutions should be included in the FET system, when they offer programmes above or below NQF levels 2-4, will depend on whether or not the majority of the programmes are FET.
- It is claimed that there is currently a skills gap between the standard 10 certificate and the admission level of several of the programmes of HE institutions. However, access programmes to fill this gap have implications for the FET programmes and their providers.

The National Commission for Further Education suggested the following answers to the implications above:

First, the advantages of all FET provision within a single system overshadow the disadvantages. The main advantage is the opportunities for these providers to develop a national human resources development strategy and an integrated approach to education and training. However, this approach will have to be thought through carefully, with specific reference to the sectoral boundaries and relations within the FET.



Second, sectoral distinctions within FET should be recognised, especially if attention is to be given to the current constitutional arrangements, the different organisational funding and control arrangements of schools, colleges and education providers, etc., as well as the needs and interests of the various stakeholders. With the recognition of the significance of the sectoral boundaries, there is an important proviso that the boundaries will be permeable or penetrable and that the methods of co-ordination will be established to bridge the sectors. In this case, the NQF offers an important mechanism to ensure articulation, equivalence and portability of programmes right across FET. Furthermore, the co-ordination of national and provincial bodies will ensure greater coherence within FET.

The following four FET sectors will be recognized: secondary schools, publicly-funded colleges, ‘on-the-job-trainers’ and ‘work-based education and training (including NGOs, private institutions)’ (NCFE 1997:7,8).

### **3.4.2 The process of implementing FET**

#### ***3.4.2.1 National Council for Further Education and Training***

The newly constituted National Council for Further Education and Training was inaugurated on 4 June 1999 by the Minister of Education, S M E Bengu and introduced to the public. The functions of the Council are set out as follows by the Department of Education: “*The National Board for Further Education and Training (NBFET) is a statutory body that forms part of the programme for transformation of the FET sector. The board will also provide independent, strategic advice to the Minister of Education on matters relating to the transformation and development of FET in South Africa*” (DoE 1999b:1).

Although policy matters will continue to be determined nationally, specific powers are delegated to the provinces: “*As provided for in the constitution, the Minister of Education will determine the national policy, norms and standards for FET. Provincial MECs for Education will be responsible for the provision of FET in FET institutions under their jurisdiction and for the funding and administration of institutions*” (DoE 1999b:2).

The researcher is of the opinion that effective articulation between the HE and FET bands will to a large extent depend on the agreements to be negotiated between the Committee for Higher Education and the NBFET. The permeability of the boundaries between the two bands will be determined largely by the national bodies to finally bring about non-threatening co-operation and proper articulation between these education sectors.

### **3.4.2.2 National Strategy for the implementation of FET**

As part of the implementation process of FET, a three-year plan was proposed to introduce legislation in 1998 and the introduction of funding and control structures in 1999. On 4 June 1999, the latest “*National Strategy for Further Education and Training 1999 - 2001*” was released, which spells out the medium-term strategy of the new FET policy in priority actions for the following three years.

The overarching objective of the strategy is: “*To establish the foundation for building capacity and systems across all levels of FET in order to effect the desired programmatic, institutional and cultural changes that are necessary to achieve a flexible and responsive FET system*” (DoE 1999a:2).

Important initiatives for 1999 include:

- the creation of control structures in terms of the FET Act;
- the determination of national guidelines for the development of learning programmes and qualifications;
- the re-organisation of institutions, funding, quality assurance and the establishment of relevant agencies of accreditation in FET;
- the creation of national infrastructures and a system for information management;
- the establishment of criteria for the declaration and registration of private FET institutions and
- the determination of national guidelines for the provision of programmes for education, training and the development of educators (DoE 1999a:5).

In the three-year period until the year 2001, the Department wishes to focus on strategic objectives in the areas of organisational development, learning and instruction, FET resources and the development of a system for co-ordinated planning, monitoring, evaluation and reporting. The general aim with the strategic objectives as set out in the policy documentation is as follows: *“To establish the foundation for building capacity and systems across all levels of FET in order to effect the desired programmatic institutional and cultural changes that are necessary to achieve a flexible and responsive FET system”* (DoE 1999a:7).

As part of the implementation exercise, the following key priorities have been identified in support of the four strategic objectives (DoE 1999a:6):

- *“The creation and staffing of FET units in national and provincial departments of education.*
- *The establishment of the NBFET and provincial boards for advising the Minister and MECs.*
- *The development of criteria for the declaration of FET institutions.*
- *The development of national policy on learning programmes and qualifications, assessment and guidelines for learning support materials.*
- *The development of a strategy for improving learner participation and achievement, particularly in mathematics, science, technology and engineering.*
- *The development of national guidelines for programme-based funding.*
- *The development of a strategy for the provision of relevant youth programmes and the necessary learner support services.*
- *The establishment of an FET Quality Authority and the development of a quality assurance framework.*
- *The development of norms, standards and procedures for the registration of private FET institutions.*
- *The conduct of research and the design of an EMIS for FET.*
- *The briefing of the public on learner performance at technical colleges.*
- *The review of the implications for schools of their incorporation into the FET system.*
- *The development of national policy on learning programmes and qualifications for educators”.*

**Table 3.2 Summary of the transformation activities of 1999 - 2001**

OBJECTIVES	1999	2000	2001
1. <b>Organisational development</b>	<ul style="list-style-type: none"> <li>• Development of management systems</li> <li>• Development of regulations and provincial acts</li> <li>• Implementation of advocacy for FET</li> <li>• Development of criteria for declaration of FET institutions</li> <li>• Development of norms, standards and procedures for the registration of private FET institutions</li> <li>• Development of a strategy and programme for HRD and COLTS</li> </ul>	<ul style="list-style-type: none"> <li>• Capacity building among governing structures</li> <li>• FET advocacy</li> <li>• Declaration and registration of FET institutions</li> <li>• Implementation of HRD and COLT strategies and programmes</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluation of governance and management structures</li> <li>• Evaluation of public response to new FET system</li> <li>• Declaration and registration of FET institutions</li> <li>• Implementation of HRD and COLT strategies and programmes</li> </ul>
2. <b>Learning and teaching</b>	<ul style="list-style-type: none"> <li>• Development of new curriculum management</li> <li>• Development of new learning programmes and qualifications framework(s)</li> <li>• Development of a national assessment policy</li> <li>• Development of guidelines for learner support</li> <li>• Development of guidelines for re-aligning public colleges and school exams</li> <li>• Development of guidelines for articulation</li> <li>• Improvement of learner performance</li> </ul>	<ul style="list-style-type: none"> <li>• Generation of unit standards</li> <li>• Establishment of a co-ordinated system for learner support in collaboration with the Department of Labour</li> <li>• Introduction of new assessment procedures</li> <li>• Facilitation of articulation between GET, FET and HE</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluation and consolidation of new learning programmes and qualifications, learner support and assessment</li> <li>• Piloting of new programmes</li> <li>• Evaluation of articulation framework and barriers</li> </ul>
3. <b>Resourcing FET</b>	<ul style="list-style-type: none"> <li>• Development of a formula and procedures for programme-based funding</li> <li>• Development of a strategy and guidelines for student financial aid</li> <li>• Alignment of earmarked funding with strategic priorities</li> </ul>	<ul style="list-style-type: none"> <li>• Pre-testing of programme-based funding</li> <li>• Introduction of the first phase of financial aid</li> <li>• Provision of resources for strategic priorities and transformation initiatives</li> </ul>	<ul style="list-style-type: none"> <li>• Introduction of programme-based funding in the 2001/2 budget</li> <li>• Review and realignment of student financial aid</li> <li>• Review of investment in FET transformation</li> </ul>

<p><b>4. Planning, monitoring and evaluation</b></p>	<ul style="list-style-type: none"> <li>• Development of national, provincial and institutional strategies and plans</li> <li>• Research and design of FET management information systems</li> <li>• Setting up of national targets for transformation and development of multi-level indicators through participatory processes</li> <li>• Development of guidelines and capacity for quality assurance</li> </ul>	<ul style="list-style-type: none"> <li>• Evaluation and approval of national, provincial and institutional plans</li> <li>• Establishment of IT and of a database for an EMIS for FET</li> <li>• Implementation of monitoring structures</li> <li>• Establishment of a national agency for quality assurance (FETQA)</li> </ul>	<ul style="list-style-type: none"> <li>• Implementation of institutional plans for the 2001/2 budget</li> <li>• Consolidation of EMIS for FET and review of information priorities for the next development phase</li> <li>• Review of monitoring and report systems and structures</li> <li>• Review of FETQAs</li> </ul>
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( DoE 1999 a:8-9)

### 3.4.2.3 *A few aspects extracted from the National Strategy 1999-2001:*

#### Public FET colleges

A few aspects that are directly applicable to colleges have been highlighted in the national strategy 1999-2001, viz.:

- Training facilities will have to be brought much more in line with the needs of industry and community development and changes will have to be made with regard to the presentation methods or modes of delivery.
- The amalgamation and application of existing facilities, rather than the establishment of new facilities, will be a priority.
- The greatest challenge to FET will be to improve the effectiveness and efficiency of the mode of delivery of education/training programmes.
- Attention will also have to be given to aspects such as equality and the optimum usage of existing facilities. This, inter alia, will involve the joint usage of resources and joint planning between the providers.
- Another challenge is the provision of new information technology and equipment to support the flexible modes of delivery. During the following three years, investments will be made to accomplish the upgrading of telecommunications, computer and management information systems.

- Partnerships between FET institutions and industry and the communities will be of cardinal importance to provide relevant and appropriate training.

### Public FET schools

The school sector will increasingly play a role in the provision of vocational education and training. Currently, pilot programmes, for example Food Services and Tourism, are already being offered at schools countrywide. In the next three years, these pilot projects will be extended to cover the other sectors of the economy as well. A co-operative approach to planning, programme development and modes of delivery should be encouraged between the schools, colleges, industries and local communities (DoE 1999a:12).

The 15 technical colleges in the Western Cape form only a small section of the overall number of education institutions in the province that will eventually be part of the FET compared with the 287 secondary schools (grade 8-12). When the colleges have finally completed the process of clustering and/or amalgamation, it is possible that only about 8 or 9 colleges in the Western Cape will remain. When the public schools have been incorporated into the FET band, there will no longer be any difference between a former technical college and a secondary school. The colleges are therefore apprehensive that they will be swallowed by the school sector.

### Articulation and learner mobility

In the National Strategy 1999-2001, it is mentioned that the Department is working on the establishment of a strategic interface between the FET and HE sectors. The aims of this interaction are to ensure that the two sectors will complement each other rather than function competitively, that maximum levels of articulation or fluidity will facilitate the learner's mobility, that resources will increasingly be shared, and that mutual initiatives, access to and transfer between the FET and HE sectors will take place.

Emphasis is also placed on the necessity to form co-operation agreements and partnerships between educational institutions and the employers, communities and public (DoE 1997a:18).

### Uncertainties over the HE component currently being handled by the technical colleges

It is a source of concern that the one important facet of the current technical college setup, which constitutes a very large component of the college sector (that is, the HE programmes), is nowhere addressed in this important national strategy. No indication is given of what will be done with this large component. From an institutional perspective, this is an enormously important aspect, because the infrastructures, trained personnel and students, management planning and income of the current technical colleges are directly affected by it. Even so, nowhere in the latest policy documents of the national Department of Education is it mentioned how the phasing out or the handling of this component in the medium term and in future is to take place. This places enormous pressure on colleges and, in particular, those colleges which, since their inception, have specialised in this field.

Mention is only made with regard to the Higher Education component in Table 3.2 at item 2./2000. Here it is only mentioned that attention will be given to the articulation between the General Education, Further Education and Higher Education bands.

### Institutional development

Without transformation within the FET organisations and the restructuring of the institutions, it will not be possible to realise the new co-ordinated system. Several of the policy documents, such as the Report of the National Committee for Further Education (DoE 1997) and the Green Paper for FET (DoE 1998), address the urgent need for systematic and institutional change.

Attention is given to the effective and efficient management of the current technical colleges. The challenge, according to the policy-makers, does not lie in preserving the so-called centres of excellence, but in unleashing the full potential of all FET institutions and staff. According to the then national Minister of Education, S M E Bengu, there are four major challenges to develop a “*coherent, co-ordinated and responsive FET*” system (DoE 1997:iv).

Institutional capacity must be developed, the organisational culture must be changed, staff and management development must receive close scrutiny, so as to achieve new institutional co-operation agreements and the re-organisation of the institutional landscapes, such as the amalgamations or closures of institutions.

As part of the institutional development, mention is also made of the clustering of various institutions. Various forms of amalgamation or clustering are being investigated in accordance with the needs of the current situation. In the Green Paper for Further Education and Training (DoE 1998a:85), the objective of this kind of development is seen as follows: *“New institutional linkages, in the form of partnership and consortium arrangements and new institutional groupings, in the form of clustering or mergers, may in certain cases serve to promote redress, strengthen institutional capacity, encourage necessary changes in the institutional culture and enable institutions to extend their programme mix to meet new demands or opportunities. Clustering arrangements, partnerships and consortia, the establishment of multi-campus institutions and institutional mergers and closures are all possibilities”*.

The Western Cape is currently the only province that has already begun to implement this concept of clustering with regard to the colleges. The province of Gauteng put their process of clustering on hold early in 1998 to await feedback from the NBI on conclusion of their situation analysis conducted in the province on the instructions of the Gauteng Minister of Education. There are also certain national structures that have to be put in place and that have to design certain national policies, such as the criteria for the registration of an FET institution. Gauteng was of the opinion that clustering at that stage would be premature for the province.

From a discussion with the Rector of Pretoria College, Ms Mollie Venter, who is also the Gauteng chairperson of the CTCP, it emerged that the colleges, inter alia, first wanted to see which recommendations would be made by the NBI, as these could indeed have an impact on the institutional development in the province (Venter 1999).

### **3.5 CONCLUSION**

The transformation process for Further Education and Training / College sector has made slow progress during the past year. In the course of the year, the national strategy for FET was made public. This strategy mainly spelled out the objectives the new institutions should pursue, but the phasing out of current HE programmes and implications for implementing



many of the new processes are still unknown. It would also seem as if the various departments of education do not have the capability or capacity to drive these processes and national objectives at provincial level.

The colleges receive reminders and encouragement concerning the transformation process from several of the ministerial discussions with the sector, but there is little support and leadership, even as regards basic services and communication, forthcoming from the provincial departments of education, which leads to great frustration and uncertainty at institutional level.

In the Western Cape, for example, the Department of Education has given attention mainly to institutional reform, viz. the amalgamation of colleges. Other important aspects of education, such as the curriculum of programmes, the building of management capacity in the former State colleges and training in changing didactic approaches, were very low on the priority list of the Department of Education.

## **CHAPTER 4 TRANSFORMATION OF TECHNICAL COLLEGES IN THE WESTERN CAPE WITH REFERENCE TO TYGERBERG COLLEGE AS EXEMPLAR**

### **4.1 INTRODUCTION**

It is clear that, qualitatively and quantitatively, the provision of technical education in the Western Cape, as well as nationally, will determine whether the objectives of the national policy will be achieved. This is necessitated by the phenomenal advances that have taken place in technology and global competition, as well as by the accelerating speed of the transformation process.

This chapter will examine the progress of education transformation in the Western Cape province. Specifically, the type of institution represented by Tygerberg College, which is regarded as a leading college in the province but which, in contrast with the new education policy, offers mainly Higher Education band programmes, will be examined. In the light of the new education focus, it would seem that some colleges in the Western Cape will have to undergo more radical transformations or arrive at extremely creative solutions to successfully continue their existence.

### **4.2 THE CONTEXT OF TRANSFORMATION IN THE WESTERN CAPE**

In keeping with the times, there are several central influences that will directly affect the future work and development of each of the technical colleges in the Western Cape. These include, inter alia, the following:

- national policy initiatives;
- the economy of the Western Cape and
- the role of the WCED.

### 4.2.1 National policy issues

There are three national policy initiatives that will have an impact on the evolution of technical colleges. They address the international competitiveness, the poor investment in the development of human capital and the need to redress the inequalities of the past.

#### Policy development: Further Education and Training

The development policy with regard to FET is evident from several of the policy documents of the government and in particular from Education White Paper 4 (1998:28-36) as well as from the Further Education and Training Act (1998:3,4). The objectives contained in this policy documentation include, inter alia, the following:

- a more cost-effective and efficient FET system;
- better control and restructuring of institutions;
- positive climate for learning and instruction;
- development of a learner-centred approach;
- more responsive programmes with NQF and flexible modes of delivery;
- improved student-support mechanisms;
- a new FET Certificate and better linkages between different role players;
- new funding mechanisms, programme funding;
- planning, monitoring and evaluation to ensure the ongoing improvement of standards and quality assurance and
- a more systematic planning and reporting and the creation of a new management information system.

The implementation of the Skills Development Strategy and the related legislation requires new institutions, funding and approaches to improve the skills of the total population. The National Skills Authority has been mandated to develop the skills plan and, simultaneously, to identify the priorities for its development.

About 27 Sector Education and Training Authorities (SETAs) are responsible for the development of sector plans to improve the standards of training within the NQF and for the

design and implementation of a new kind of apprenticeship, viz. learnerships and for the quality assurance of the providers of the programmes. The majority of employers will have to pay a levy and prepare work-based skills development programmes. These could create opportunities for the colleges to provide new programmes for employers and to assist employers to fulfil their legal requirements. Act 55 of 1998, the Employment Equity Act, requires that discrimination in recruitment and employment practices be removed and that the inequalities of the past be redressed. The profile of an institution, on all levels, should reflect that of the wider community (NBI 1999.iii - v).

**Table 4.1 Teaching posts by college by race**

COLLEGE	RACE				TOTAL
	Black	Coloured	Indian	White	
Athlone Technical College	2	61		10	73
Bellville Technical College	1	39		2	42
Cape College	4	17	1	102	124
Paarl College	1			38	39
Protea Campuses	44			17	61
Sivuyile Technical College	11	7	1	4	23
South Cape George				20	
Mosselbay				11	
Oudtshoorn				13	
Outeniqua		3		8	55
South Peninsula College	13	16		42	71
Stellenbosch College				37	37
Strand College		1		10	11
Tygerberg College		9		176	185
Western Province Technical College		7		58	65
Westlake Technical College		11		39	50
Wingfield Technical College		12	1	44	57
Worcester College		1		33	34
<b>Analysis based on :</b>					<b>927</b>

(NBI 1999 Report 2: Staffing details)

The legislation requires each employer to prepare an equity plan to effect this equality at all levels and in all areas of the workforce. In terms of Article 20 of Act 55 of 1998, this plan must contain certain measurable objectives and action plans that:

- implement corrective measures;
- address poor representation of the population profile with numerical objectives;
- spell out a time schedule for the achievement of these objectives;
- envisage the strategy for the achievement of these objectives and
- ensure that the duration of the plan for the achievement of objectives may not be shorter than one year or longer than five years.

Procedures will determine what the implementation of the plan will evaluate and to what extent the organisation or employer will redress the inequalities of the past.

**Table 4.2 Population breakdown by race**

	Western Cape Numbers	Western Cape %	RSA Numbers	RSA %	W.Cape as a % of RSA
<b>African (Black)</b>	826 691	20,9%	31, 127 631	76,7	2,7
<b>Coloured / Asian</b>	2, 186 485	55,3%	4, 646 042	11,4	47,1
<b>White</b>	821 551	20,8%	4,434 697	10,9	18,5

Census 1996 (Wesgro 1999:16)

#### 4.2.2 The economy of the Western Cape

Kruger (1986:211) already expressed the opinion in 1986 that the effective combatting of unemployment in South Africa is only possible if, by the year 2000, about 1 000 employment opportunities a day can be created. This implies that the speed at which the training of skilled workers for commerce and industry must take place will be such that it will satisfy the demand for manpower. This will require an economic growth rate of between 4,5% and 5% a year.

Currently *training* is the most obvious bottleneck in the manpower question.

### Public funding policy

The government is of the opinion that it is currently impossible to increase public funding to support the development of the FET in the short term. Colleges and schools will simply have to fulfil their functions more efficiently and cost-effectively, besides searching for alternative sources of income (NBI 1999:15)

The Medium Term Expenditure Framework (MTEF) has identified *job creation* as an important priority for government through improvements to the country's skill base. The suggested short-term objectives to achieve this should be:

- programme development;
- the building of management capacity;
- the implementation of improved management information and
- programmes-based funding.

For the achievement of medium-term objectives, the MTEF recommends the following:

- improvement of the quality and relevance of the programmes in partnership with commerce and industry;
- re-orientation of expenditure away from academic to vocationally-focussed programmes;
- greater emphasis on outcomes and results;
- more efficient ways of generating income by FET institutions and
- use of targeted funds to address priorities to improve skills development of young adults in particular.

The current public funding policy, as described in the Medium Term Financial Strategy, emphasises the necessity for FET to become more efficient and cost-effective. A more competitive approach to the funding of the HE band poses new challenges to the colleges in the Western Cape, especially because of the financial constraints imposed by the WCED (NBI 1999:16).

The population of the Western Cape is just under 4 million (10,9% of the total population of SA) and the province contributes 14,2% of the country's gross domestic product. The

economically active population of the Western Cape constitutes 15,1% of the total national workforce. Compared with the other provinces, this province is economically fairly strong, moreover, the workforce enjoys a higher standard of education and higher skills levels. Only 6,7% of the population is unskilled. Per capita expenditures in the Western Cape are the highest in the country and most of the amenities and facilities are better than in the other provinces (NBI 1999:18).

It may be concluded that there is a correlation between the per capita investment in education and the standard and results of education. In the light of the financial constraints in this province in the medium and short term, it is imperative for all education institutions to function more cost-effectively and to search creatively and purposefully for alternative sources of funding and to develop them.

Wesgro has identified as many as 27 potential areas of growth in the economy of the Western Cape. Some of the areas that colleges could focus on are the following: ‘Agro-processing’, clothing and textiles, information technology, film and media, medical equipment and services, financial and related services, as well as tourism and conferences (NBI 1999:xi).

#### **4.2.3 The role of the Western Cape Education Department (WCED)**

The Department has a unit, the Directorate for Technical Colleges, which supervises all colleges and which is responsible for budgetary allocations and planning. In a document entitled “Master Plan”, this unit has proposed the restructuring of the sector in the light of the new legislation. Although the implementation of the processes has been partially completed, the implementation process as a whole has progressed very slowly as the result of the increasing disintegration of the relationship between the colleges and the WCED. By virtue of its task, the WCED should also drive the development of outcomes-based programmes, instead it would seem that the officials of the Western Cape Education Department involved in this are not properly trained to execute this task. One should, however, not lose sight of the fact that it is also the purpose of the Directorate for Technical Colleges to implement and accompany the

national strategy 1999-2001 at provincial level and that, given their own shortcomings and the shortage of manpower, their attempts should be viewed within this framework.

Another important factor affecting the work of technical colleges is the increase in the growth of Further Education and Training providers in the private sector. They include, inter alia, the NGO's, private colleges and private training institutions. In other words, institutions that are not exclusively dependent on private funds. There are currently 130 private providers in the province. The new legislation, however, requires that all providers should be registered and quality assured, which not only contributes to the increased competitiveness of the quality of the provision of education, but increases the competitive position of the non-publicly funded institutions (NBI 1999:iv-v).

### **4.3 TECHNICAL COLLEGES IN THE WESTERN CAPE IN THE LIGHT OF THE NATIONAL TRANSFORMATION OF EDUCATION**

The examination of the background and scope of technical colleges in the Western Cape will be undertaken in the light of the measure of transformation that has already taken place in this province at this stage. Attention will also be given to the following aspects to take into account the responsiveness of the institutions to the national strategy.

#### **4.3.1. Staff**

There are currently 15 technical colleges in the Western Cape, with a combined teaching staff of 927 and 426 administrative and support staff. The WCED supports only 70% of the teaching posts and the balance are funded by the colleges themselves. For more than 10 years, the colleges have not received any duty sheet for non-teaching staff. No additional administrative or support posts have been allocated during this period. Colleges have to carry the growth of the past decade with posts funded by themselves. This is an indication of the measure of autonomy and the capacity of college managements to manage the institutions according to business principles. In the light of the current trends and demands made on educational



institutions, this is a positive change. There are, however, still inequalities as regards the colleges' ability to finance these additional posts themselves (NBI 1999:xiii).

The age profile of the staff at the colleges is balanced, which is indicative of the stable situation with regard to expertise and education experience. In spite of the uncertainties in education peculiar to this period, it does seem as if there was no large exodus of lecturers during the period of voluntary severance packages at technical colleges. The staff at technical colleges are well qualified, more than 36% of lecturing staff have a university degree and 14% have a post-graduate qualification (NBI 1999:xiii).

#### 4.3.2 Student support mechanisms

The majority of the 40,000 college students in the Western Cape are young students who are studying full-time. The most popular programmes are engineering and business studies which comprise 87% of all learners.

**Table 4.3 Headcounts by programme type: Colleges Western Cape**

	DNE Programmes			Non-DNE Programmes			Total
	Yr	Semester	Trimester	Yr	Semester	Trimester	
Engineering	82	0	13 678	19	5 253	0	19 032
Business Studies	3 601	10 876	224	675	409	905	16 690
Arts	149	458	0	0	98	0	705
Utility Industries	464	1 486	0	74	248	190	2 462
Social Services	433	919	116	0	14	0	1 482
<b>TOTAL</b>	<b>4 729</b>	<b>13 739</b>	<b>14 018</b>	<b>768</b>	<b>6 022</b>	<b>1 095</b>	<b>40 371</b>

(NBI 1999: Report - Student details)

More attention should therefore be given to the other two groups, viz. the employed as well as the unemployed youth. The racial profile of students has changed substantially during the past three years and is more representative of the national community profile than previously (NBI 1999:45).

The next Table 4.4 indicates the total full-time equivalents (FTEs), the uniform formula for the number of students in terms of which the colleges' duty sheets are prepared. In the calculation of FTEs, the practical components (for example, laboratory work, workshops and the practical components in the haircare, food services and clothing production programmes) are more heavily weighted and therefore carry a higher FTE value in terms of student numbers in these programmes. For safety and logistical reasons, these programmes can only handle a limited number of students.

**Table 4.4 FTEs by College - 1997 vs 1998**

COLLEGES	1997 - FTEs			1998 - FTEs			
	Theory	Prac	Total	Theory	Prac	Total	Research Total *
Athlone	1 388	152	1 540	1 068	186	1 254	1 106
Bellville	104	299	403	146	615	761	761
Cape	1 949	233	2 182	2 047	301	2 348	2 358
Protea	1 081	41	1 122	1 403	70	1 473	1 421
Sivuyile	441	66	507	378	79	457	457
South Cape	979	3	982	1 182	139	1 321	1 206
South Peninsula	1 120	0	1 120	1 062	30	1 092	1 206
Stellenbosch	609	17	626	698	18	716	700
Strand	199	0	199	191	0	191	188
Tygerberg	1 847	75	1 922	2 077	127	2 204	2 208
Western Province	1 165	63	1 228	1 049	177	1 226	1 226
Westlake	230	215	445	240	311	551	516
Wingfield	4 55	422	877	500	524	1 024	1 236
Worcester	387	11	398	397	47	444	363
			<b>14 326</b>			<b>15 913</b>	<b>15 776</b>

(NBI 1999: Report on Student details)

\* Total FTEs based on analysis of COLTECH data and other data provided by colleges

Lack of funding is the single greatest problem that students have to contend with. Colleges will this year lose about 14% of their budgets (R1 million) to unpaid student fees. Colleges therefore have no way of systematically monitoring and following the successful progress of students who have managed to complete their studies (NBI 1999:xiv).

Consequently there is still considerable scope for the improvement of student-support mechanisms in the province. There is a danger that, without the necessary support mechanisms, the frantic search for students and massification by the colleges could degenerate and damage the quality of instruction and the establishment of a culture of learning and teaching. This danger is reflected in the following statement by a senior member of staff at one of the colleges: *“If he breathes, doesn't have money, but qualifies for a bursary, we take him”* (NBI 1999:48).

At many colleges, there is a growing concern about student discipline, poor attendance and punctuality. Most members of staff attribute it to the following factors:

- relatively cheap cost of the programmes;
- a decline in educational standards of students, with poor literacy and numerical skills;
- the absence of a culture of learning and
- the lack of support mechanisms at several institutions, for example a lack of libraries, well-equipped cafeterias and learning-support facilities.

Approximately 20% of the colleges have formal academic development centres and more than 50% have *ad hoc* learning-support mechanisms. Students have limited access to psychological and academic counselling, although a few colleges have succeeded in making provision for it (NBI 1999:49). The development of student-support mechanisms is therefore something the Western Cape should place on the list of priorities for the college sector.

A few colleges have implemented orientation programmes to accommodate the needs of previously disadvantaged students. The National Certificate in Orientation was developed as an induction programme which could lead to further study at Westlake Technical College. This college also offers a Basic Engineering skills training course as an introduction to the practical training offered there. Tygerberg College has offered several modules additional to

the formal instructional programmes for the students to acquire specific life skills, but as yet there is still no structured strategy to establish a support network for students at institutional level. The scope and type of service offered to students differ from college to college (NBI 1999:48).

### **4.3.3 Programmes and curriculum development**

#### ***4.3.3.1 Higher Education vs Further Education and Training programmes***

About 55% of the 40 000 college students are registered with the Department of National Examinations (DNE) and 60% of all these DNE-programmes at colleges in the Western Cape are in the HE band. Table 4.5 shows the comparison between FET and HE of the number of students who were enrolled in the national programmes in 1998. From this it is clear that 45% of the students were registered for programmes in the Further Education band and 55% for programmes in the Higher Education band (NBI 1999:52).

In the Western Cape, the colleges offer a significant number of programmes on the Higher Education band and most of the students follow the programmes at this level. The changing focus of the colleges to FET programmes and the new competitive funding mechanisms will therefore have a tremendous impact on colleges.

The Table 4.5 and 4.6 on overleaf display the comparison of FET and HE of the Western Cape and of colleges nationally.

**Table 4.5 FET and HE comparison of enrolments (Western Cape)**

COLLEGES	FET		HE	
	No. of Learners enrolled	%	No. of Learners enrolled	%
Athlone	10 544	79,9	2 652	21,1
Bellville	3 524	100	0	
Cape	4 977	34,3	9 530	65,7
Paarl	744	14,5	4 394	85,5
Protea	2 415	22,2	9 866	77,8
Sivuyile	1 534	52,1	1 407	47,9
South Cape	3 313	43,5	4 309	56,5
South Peninsula	2 255	36,6	3 764	63,2
Stellenbosch			5 583	100
Strand	512	41,6	717	58,4
Tygerberg	1 110	16,3	1 098	83,7
Western Province	8 687	72,1	3 361	27,9
Westlake	2 708	100	0	
Wingfield	4 401	78,3	1 218	21,7
Worcester	330	10,1	2 921	89,9

(NBI 1999:53,54)

*Based on COLTECH data and other data provided by Colleges***Table 4.6 Enrolments as per instructional offerings: FET vs HE (National)**

FET Instructional Offerings	1997	1998	HE Instructional Offerings	1997	1998
Engineering	134 073	140 385	Engineering	50 326	51 942
Business Studies	72 558	105 527	Business studies	186 661	200 855
TOTAL	206 631	245 912	TOTAL	236 987	252 797
TOTAL % GROWTH		15,97 %	TOTAL % GROWTH		6,2 %

*Please note that Business Studies includes General studies, Art, Utility Industries and Social Services*

(VENTER 1999b)

The statistics in Table 4.6 show that, at colleges nationally, 49,3% of the total number of DNE instructional offerings are at the FET level and 50,7% at national level. There are also several developments for the presentation of other unique non-national programmes not contained in these tables.

The questions resulting from this are the following:

- Is it possible that the role that colleges play as providers at this HE level is underestimated?
- If the tendency of the percentage HE vs FET appears only in the Western Cape, is it not then coupled to demand-driven provision?
- Should the HE level be left to the technikons and universities only and how then would students be accommodated who do not qualify for admission to these institutions and/or who cannot afford their fees?
- Why not colleges? Why could the colleges not simply make adjustments to their programmes to comply with the necessary requirements?
- Is the skills training for which colleges have been earmarked not also essential at HE level?

The HSRC has published the following interesting statistical data with regard to one of the groupings of colleges' clients (1999a):

**Table 4.7 Statistics: matriculants**

•	Grade 12 enrolments rose by 6% p.a. totalling almost 570 000 by 1996.
•	Senior certificate passes without exemption grew almost as rapidly, i.e. by 5,8 % p.a.
•	Of all candidates, an average of 38,3 % obtained a senior certificate without exemption between 1991 and 1996.
•	Senior certificate passes with exemption grew by only 1,6 % p.a. totalling just under 80 000 by 1996.
	<i>This implies a declining trend in the % of candidates obtaining a senior certificate with exemption:</i>
•	18,1 % with exemption - 1991
•	54,9 % without - 1991
•	15,4 % with exemption - 1996
•	12,4 % with exemption - 1997 ( <i>results particularly poor in this year</i> )
•	34,6 % without - 1997

(HSRC 1999a:93)

Developments in the issuing of senior certificates with/without matriculation exemption as indicated in Table 4.7 is an important determinant for the opportunities for further study for the student. The declining trend in matriculation exemptions may in part account for the decline in student numbers at technikons and universities and, at the same time, for the increase in student numbers at colleges. Another important factor is also the large number of students who fail the Grade 12 / Senior Certificate examinations and who therefore make their second attempt at colleges. This then is also a fairly strong market currently being serviced by the colleges.

Table 4.8 Projections: Matriculation exemptions 1998 - 2005 (National)

Year	School-leaving	University exemption	Total
1998	211 598	78 883	290 481
1999	224 901	84 742	309 643
2000	241 315	92 694	334 009
2001	247 020	98 356	345 376
2002	257 230	104 142	361 372
2003	262 236	106 879	369 115
2004	272 323	111 781	384 104
2005	285 200	115 933	401 133
<b>Annual growth rate</b>	<b>4,07 %</b>	<b>4,24 %</b>	<b>4,12 %</b>

(HSRC 1999a:104)

From the above-mentioned projections, it is clear that there are large numbers of students whom the universities will not be able to capture. Unless the technikons adjust their admission requirements, they will also not be able to absorb much of the balance of school-leavers. The questions that now arise are:

- In the light of these projections, how meaningful is the view of policy-makers that technical colleges should focus largely on Grade 10-12 of NQF levels 2-4?
- Who will capture the rest of the school-leavers if the colleges are not given the necessary financial support to absorb this large group?
- Is this not a good enough indication that there is indeed a need for technical colleges to also offer HE programmes? If the colleges are indeed able to make a difference at this

level with regard to the manpower needs of our country/Western Cape, why then the restrictive legislation?

Colleges criticise the relevance of the national programmes. They are also of the opinion that some of the programmes are too theoretical and that the process of updating the curricula is most unsatisfactory. Staff members at some of the colleges have already become involved in the development of NQF pilot programmes and are involved in the writing of unit standards for this purpose. The experiences in this field have, however, not influenced curriculum design in general any further. In general, there is still a lack of initiatives to become more demand-driven with regard to the wider variety of college programmes and to adopt a learner-centred and outcomes-based approach (NBI 1999:52-55).

#### ***4.3.3.2 National Qualifications Framework***

##### **Pilot programme**

The only curriculum that the Western Cape Education Department has driven with regard to the college programmes concerns the NQF level 2,3& 4 and the four pilot programmes in haircare and business studies that were approved by HEDCOM and implemented in January 1998. A few colleges were invited to take part in the pilot project and to become involved in the curriculum and development of the programmes to have them comply with NQF requirements. This also emphasises the shift towards outcomes-based education. To facilitate this, a partnership was entered into with the National Access Consortium Western Cape (WCED 1998:3).

#### ***4.3.3.3 National Access Consortium Western Cape (NACWC)***

The reason for the establishment of the NACWC in mid-1997 with Peninsula Technikon, Khanya College and LEAF College as the core partners, was that it should be a pilot or model for a youth / community college. Its key objective was to achieve systemic change and develop, not only sustainable partnerships between the government, community and employers to achieve a coherent FET sector at provincial level, but also to make a significant



contribution to Adult Basic Education and Higher Education (NBI 1999:Appendix 2:i,ii).

Its principal funder was DANIDA and the agreement with them was based on aid funding being made available to launch the NACWC and to sustain it during its early years. The WCED was then required to support the organisation in a substantial way (that is up to 60% of its expenditure). The WCED is, however, unlikely to be able to contribute significantly to the NACWCs costs until 2001 or 2002 (NBI 1999:Appendix 2:i).

From the NBI Report (1999: Appendix 2:xvi), it is obvious that the NACWC enjoyed a close and privileged relationship with senior figures in the WCED. The Superintendent-General, his predecessor and the senior department official responsible for technical education, are all members of the NACWC Board. This close association of such senior departmental figures with a single organisation and one which is in competition for resources with other FET providers, is highly inappropriate, to say the least.

From the researcher's point of view, the NACWC 's attempt at establishing an FET model was not all that successful on the whole. The colleges have ignored the activities of the NACWC to some extent. The double role that central figures in the Western Cape Education Department have adopted in relation to the NACWC is also regarded with suspicion in the sector.

#### **4.3.3.4    *Integration of practice***

The supposed relevance of the existing national programmes gives cause for concern. The national instructional programmes provided by the Department of National Education are not regularly revised and updated. As previously mentioned, the process of adapting these DNE programmes is time-consuming and makes it extremely difficult for them to remain relevant and market-driven. A lecturer in engineering programmes was overheard to remark, "*It is quite embarrassing to be teaching things that are irrelevant. It is very frustrating. I started here in 1983 and complained about things in the motor industry syllabus... It's 1999 and nothing has been done*". Another comment that was made, viz. "*If we offer stale bread, we*

*cannot sell it*" (NBI 1999:55), speaks for itself and highlights the dilemma faced by the colleges with regard to the DNE.

The partnerships with employers and co-operative education, as mentioned subsequently, offer development possibilities for this problem, provided that the Education Department's curriculum processes can take place more effectively.

Engineering Studies staff complain that, due to the lack of facilities, the students are not given sufficient practical exposure. There is currently also too little involvement of commerce and industry in curriculum development to achieve a better integration of theory and practice (NBI 1999:57). There are, however, other programmes, as in the case of haircare and food services, where a sound integration of theory and practice has been achieved.

Attention is being given to the development of workshop facilities to provide for industrial needs. More programmes are being accredited by the training boards in recognition of this. The South Cape Skills Training Centre is an example of this and was established in July 1997. The development of similar models is currently in the pipeline in Khayelitsha (Good Hope Community College), as well as in Atlantis. In addition, entrepreneurship and its inclusion in a variety of programmes is currently enjoying priority at technical colleges. The Western Cape Centre for Entrepreneurship Development was launched in May 1998 (WCED 1998:4).

#### **4.3.3.5 Demand-driven initiatives**

The existing Department of National Examinations (DNE) programmes, as discussed in the section 'Integration of practice', paragraph 4.3.3.4, fail to meet the current needs. If colleges are to reposition themselves rapidly - so as to offer relevant and updated market-driven programmes which include a proper integration of the workplace and the input of industry - they cannot afford to wait for the Department. The Department is currently only driving a few FET programmes nationally, as well as two other programmes: Afro Haircare and Business Studies NIC / NSC, in the Western Cape. There is currently no national Departmental initiative for the development of the existing N4-N6 Higher Education programmes, because

these HE programmes do not form part of the new focus of the new national government's strategy.

It follows from the above-mentioned facts that there is an urgent need for colleges to develop non-national programmes in response to the needs identified by someone in the market-place. This will require sound liaison with the community and with commerce and industry in the area of the college. The interpretation of economic incentives is also an important factor in this process.

Due to certain financial implications, colleges are experiencing problems regarding the curricula of programmes. The current funding of staff by the WCED is insufficient. The problem that colleges are faced with is that they already have to contribute members of staff out of their own funding to carry the growth in student numbers. The following problems are encountered by the colleges:

- Firstly, to free members of staff from their teaching responsibilities to work on curricula will place further financial pressure on colleges.
- Secondly, members of staff are not necessarily versed in curriculum development, which could therefore still necessitate having to train the relevant staff members.
- A third problem currently being experienced by colleges concerns the inadequate support by the SAQA structures. The feedback on curricula inquiries to the NSB's and SGB's of SAQA is unsatisfactory.
- Finally, there is little leadership at institutional level with regard to curriculum design.

In spite of these conditions, 10 of the 15 colleges in the Western Cape are actively developing non-national programmes and have developed several other new programmes since 1996. A non-national programme is therefore any programme that does not form part of the approved programmes in the Departmental 191 document. Such a non-national programme is therefore also not examined or certified by the Department of National Examinations (NBI 1999:78).

#### 4.3.3.6 *Learner-centred approach*

A learner-centred approach means that the learner is no longer spoon-fed by a lecturer, but that the entire learning approach is focussed on actively involving the learner in the learning process. The student him-/herself takes responsibility for the learning process, an approach which stimulates the development of independent, critical thinking. The learner must, for example, also learn by exploring things on his/her own, rather than having the lecturer research and summarise everything for him/her. This approach represents a new learning curve for both students and learners and the NBI report shows that as yet no systematic change-over to the new approach has taken place.

There is a need for the total retraining of staff in terms of all the innovative teaching practices with regard to the outcomes-based curricula, the learning materials, the learning approach and instructional methods, as well as to the assessment of the student's performance. As yet there is still no national or provincial initiative to empower the total staff corps in this respect. There are sporadic development at a few colleges, which have financial implications for the colleges concerned. The staff at colleges experience pressure to change their teaching practices, but the empowerment for change has not yet taken place.

The urgent question therefore arises who should drive and co-ordinate this empowerment and development in all these areas at colleges, for example:

- curriculum;
- the empowerment of staff in new teaching practices;
- the background to flexible delivery methods;
- the interpretation of economic indicators in the provision of market-driven programmes and
- the new management approach.

Whose responsibility is it and who should bear the costs involved? National Education, the Provincial Education Departments, or the colleges?

#### **4.3.3.7 Flexible delivery modes**

A few colleges are attempting to amend the delivery modes to make them more flexible and suited to the needs of the current learner. The following are examples (as determined by telephonic inquiries) of attempts at a few colleges in the Western Cape to make available such flexible delivery modes:

- distance education;
- a combination of distance education and correspondence;
- a variety of short-term, medium-term and proper full-time classes;
- crash courses offered to traditional correspondence students at universities and technikons;
- corporative, short, modular programmes offered on demand for any type of training, such as training in computer programmes, Internet literacy and bookkeeping;
- programmes offered over a broad spectrum of possible times: morning sessions, afternoon or evening sessions, Saturday sessions, holiday sessions, etc.;
- venues are the college campus or the client's home, depending on logistical needs and
- education, in a few instances, is taken to the community, for example to prisons or disadvantaged communities.

These developments are taking place sporadically, with the result that the colleges in the Western Cape are faced with a great challenge in this area.

### **4.3.4 Governance and management**

#### **4.3.4.1 College Councils**

The main function of college councils is to exercise control over financial aspects and the appointment of staff, to advise in the development of strategic and operational plans and to exercise overall control. The college councils have only a small role to play in operational and academic matters, although they do render a valuable contribution with input from commerce and industry with regard to the relevance of programmes and curricula.

All colleges have college councils whose structures are 58% white and 75% male. In the light of the community profile and gender-equity norms proposed by the Equity Act, this composition does not yet reflect the expected norms. There are no proper training of and support for the college councils as yet and their effectiveness varies from college to college. All colleges have academic boards, but there is no general pattern with regard to their functions and roles. The college councils have an important role in so far as they represent commerce and industry within the college structures. It is in this capacity that these ‘captains of industry’ become involved in the activities of the colleges, thereby communicating the needs and trends of the market and monitoring the adjustments made by the colleges to make provision for them.

#### **4.3.4.2    *The Western Cape Education Department (WCED)***

The Western Cape Education Department is the appropriate authority to implement State policy with regard to the transformation of education in the Western Cape. For certain reasons, the WCED is apparently not able to drive the process of transformation. Some of the observations of the NBI in this regard can be summarised as follows:

- infrequent contact and inadequate communication of the WCED with the relevant colleges;
- as the result of certain problems in the curriculum of pilot programmes, the expertise of subject specialists was questioned by the staff to whom they had to provide training with regard to the NQF and outcomes-based approaches to learning and
- the colleges are sceptical about the Department’s handling of the amalgamation process and see this exercise largely as a cost-cutting measure on the part of the Department. Effective provision of education is thereby made subordinate to cost-saving measures: *“There is a widespread sense that the WCED failed to conduct a consultative exercise and impose its solutions on the colleges and has subsequently not provided the guidance and support that might have been expected”* (NBI 1999:100).

The officials of the WCED are currently very frustrated with those colleges who did not want to co-operate with the amalgamation processes. There is currently a strong feeling of mistrust

between the WCED and the colleges, which is however not relevant for the purposes of this thesis (NBI 1999:100).

#### **4.3.4.3 Management capacity**

The Western Cape Minister of Education, Helen Zille, on one occasion pointed out that there is an element of truth in the statement, “*The Western Cape is not under-resourced; it is under-managed*” (Zille,1999). The researcher is of the opinion that this statement could apply equally to the management and co-ordination of the Western Cape Education Department as well as the management and co-ordination of the college sector.

The unity and driving force of the Committee for Technical College Principals is also being questioned. The lack of strategic impetus characterising this statutory body driving the college sector on the part of the colleges was recently highlighted during the amalgamation process. The roles and influences of the rectors and other members of the senior-management team differ to a large extent from college to college and are also determined by the individual management style of the rector in each case. Two-thirds of the colleges claim that decisions are made jointly by management and the college councils. There is a lack of comprehensive and visible evidence of the on-going planning, evaluation and reporting that is supposed to be conducted by the colleges, nevertheless, most colleges do have a strategic plan or are in the process of preparing one.

The NBI investigation revealed that in 17% of the decision-making processes concerning strategic plans students were involved. Increasingly more senior management and staff (44%) are involved in these processes (NBI 1999:60). This is already indicative of a positive change and the measure of transparency and democracy developing at the colleges.

The management capacity of the former State colleges is in many cases not as developed as that of the State-aided colleges, hence the building of this capacity is essential. It has already been mentioned that a large amount of money was made available to the WCED during 1999 for this kind of capacity building. The fact that the WCED, Directorate: Technical Colleges,

has not yet given any attention to this reflects their own lack of manpower and capacity to manage these essential processes for the development of the college sector.

#### **4.3.4.4 *Systematic planning and reporting and the establishment of an Education Management Information System (EMIS)***

Individual colleges develop their own strategic plans and some colleges are obviously well managed. However, the ethos of the colleges as a sector does not yet reflect the enthusiasm of the new policy initiatives. *“The colleges do not have a culture of setting targets and reviewing and monitoring performance in an aggressive way. They are not responsive institutions in the main and the management styles tend to remain authoritarian”* (NBI 1999:101).

Only a few colleges have allocated specialised roles to drive functions such as strategic planning, Information Technology and Human Resources Management. More attention is, however, given to functions such as marketing, publicity and the generation of funds.

#### **4.3.5 Partnerships or co-operation agreements**

In the current technocratic setup, changes are continually taking place, which makes demands on education and, therefore, on the educational institutions themselves. This clearly emphasises the necessity for co-operative education. Such co-operation could be three-fold and should involve the student, the educational institution and the employer (Bisschoff in Kruger 1986:164).

The need expressed in the Education Renewal Strategy of 1992, as well as in the recent education legislation, is that there should be a better integration of theory and practice and of the formal and non-formal sectors. Not only would it prepare the learner for the workplace but, through co-operative education and other forms of co-operation agreements, it would integrate theory and practice. Exposure to relevant practice, in addition to theoretical education, contributes to a better final result in the ‘product’ of education.



The colleges are developing different forms of partnerships and co-operation agreements in four core areas: with commerce and industry, their communities, other educational institutions nationally and with international bodies. Most of the colleges in the province have good linkages with various training boards and usually involve these training boards in the accreditation of programmes and in the development of the practical programmes. This liaison also has a positive influence on employers. The liaison with secondary schools, Higher Education institutions and private institutions is, however, not well developed. Even in cases where colleges have amalgamated, there is no effective co-operation.

The nature of the collaborative relationship between colleges and commerce and industry can be classified as follows.

- Visitors from commerce and industry communicate their specialised knowledge to the students and staff in a formal instructional context.
- Commerce and industry become involved in giving bursaries to students in specific and relevant fields of study which also sometimes results in the prospect of a job offer at the end of the period of study.
- College staff act as entrepreneurs, that is, those who in addition to their college obligations manage their own related businesses, which has an enriching impact on the business experience of the member of staff.
- Employers offer colleges their expertise with regard to quality assurance.
- Training of business operational staff for specific firms - colleges which develop and offer job-specific programmes.

**Table 4.9 Advantages of co-operative education for various role players**

Community / Employer	Student
<ul style="list-style-type: none"> <li>• It enables education to develop skilled manpower for which there is a demand in the economy.</li> <li>• Employer gives continual input in the instructional programmes to keep them relevant.</li> <li>• The period between the need of the economy and the adjustment to it by the education system becomes considerably shorter.</li> <li>• It provides an opportunity to render an important public service.</li> </ul>	<ul style="list-style-type: none"> <li>• The student develops through direct contact with the business world and forms an understanding of the employment opportunities and responsibilities involved.</li> <li>• He/she is provided with a realistic learning situation within which to develop his/her interests and capabilities.</li> <li>• He/she develops attitudes and working habits for work competence.</li> <li>• The meaningfulness and importance of all phases of the education programmes are enhanced.</li> </ul>

(Bisschoff in Kruger 1986:170,171)

The quality of the contact the colleges have with their communities differs, but on the whole it is still unsatisfactory. Despite the fact that co-operation with other educational institutions, especially within the same province, tends to be viewed as competition rather than co-operation, there are, however, formal articulation routes in some programme areas. A fair number of colleges already have good co-operation agreements with schools. Except in the case of Stellenbosch College and Stellenbosch University, which have a good agreement involving the sharing of facilities and services, colleges generally have little contact with universities. At present, negotiations are taking place at national level between technical colleges and technikons to investigate possibilities for joint curricula and further co-operation (CTCP 1999c).

Some colleges already have formal agreements with international institutions in the form of accreditation of programmes, student and/or staff exchanges, benchmarking and other quality-assurance initiatives. Colleges have also been successful in obtaining international funding (NBI 1999:67). Athlone college has strong ties with a Canadian college, Algonquin College, which has made available a large sum of money in the form of the sharing of expertise, as well as the exchange of, and visits by students and management with the aim of developing, not just a single college, but the college sector as a whole.

The partnership and co-operation agreements in the sector are, however, unequal and fragmented. From the NBI report it also seems that the kind of linkage is specialised, for example Westlake College has excellent linkages with industry and the training boards, but not with other educational institutions. Most colleges are progressively developing in this direction. The majority of former State colleges did not previously have to be responsive to external demands and opportunities (NBI 1999:69).

#### **4.3.6 Achievement, evaluation, standards and quality assurance**

The average pass rate of college students for national examination subjects in 1998 for all subjects enrolled for in the Western Cape was 68,9%. In the FET band, the pass rate was 62% and in the HE band, it was 74%. The aggregate attained for examinations in both the FET and

HE bands was 6% higher than the national average. In spite of the good examination pass marks, there is a relatively high attrition rate. More than a third of all enrolled students fail to pass their examinations and at a quarter of the colleges about 50% of the student do not complete their course successfully (NBI 1999:69-76).

Some college programmes enjoy accreditation by training boards and international bodies. Certain specialised college programmes in engineering, haircare and food services require accreditation by the relevant training boards. The colleges offering these types of programmes therefore have to meet the requirements laid down by these training boards.

No single college currently has a comprehensive quality assurance strategy. Quality assurance and the advantages of continuous monitoring and revision of achievement, are not currently part of the professional development at colleges (NBI 1999:79). It is, however, crucial in the light of so much change and the formulation of new standards and norms with new curricula, didactic approaches, modes of delivery, restructuring and corrective actions.

Attention should be given to the non-national programmes that are currently not accredited or quality assured, but funded by the province (NBI 1999:76). The question is whether these courses offer value for money and whether they furthermore satisfy the needs of commerce and industry and the community.

Management information systems in the college sector must be further developed. At present there is quite a number of shortcomings in this regard. The current Student Data and Financial System, Coltech, which is used by most of the colleges, is still not being used to its full capacity by all colleges and can therefore not be used to obtain a wide spread of information. Coltech is not being used to determine the achievement indicators. The system is, however, being adjusted for greater efficiency.

Programmes and instruction are only sporadically evaluated by students. Staff appraisals are not systematic. Only a few colleges make use of their own internal appraisal system. There are few instances where peer assessment is done. Colleges are also not expected to publish their results. Therefore there is no pressure on colleges to become answerable to the public

with regard to service orientation and quality instruction. Colleges should adopt a service-oriented approach and become publicly accountable.

Colleges currently have no proper follow-up system to keep track of former students' progress in the workplace or in their further studies so as to determine the relevance of the existing programmes effectively. Student achievements and managerial competence seem to be the two main criteria for evaluating the quality of a college (NBI 1999:76).

#### 4.3.7 Equity

The staff profile of colleges on the whole currently does not reflect the racial composition of the Western Cape. (Please refer to Tables 4.11 and 4.12.) There are also clear historical inequities between the previous State-aided and State colleges. Except for the Western Cape Education Department's rationalisation strategy, the colleges still have to operate within the framework of the Employment of Educators' Act. The redress of historical inequities is not a change that can be brought about quickly. First, the appointment of staff is subject to the specific requirements of the abovementioned legislation. Second, there is a low turnover of staff within the college sector, which therefore influences the process negatively. Third, the number of applicants from minority groups for posts at colleges is very scarce. The researcher is of the opinion that even a perfect equity plan will not be able to radically change the turnover of staff within a period of two to five years. It is a process that has to take place naturally.

**Table 4.10 Teaching staff: gender by post levels**

	Total	Lecturers	Sen. Lecturers	H of D	Vice-Rectors	Rectors
	927	771	81	38	22	15
Male	488	386	38	30	19	15
Female	439	385	43	8	3	0
% Male	53	50	47	79	86	100
% Female	47	50	53	21	14	0

(NBI 1999:38)

Table 4.10 reflects the balance between male and female staff at colleges in the Western Cape. Holistically, there is a healthy balance between men and women in the sector in the Western Cape. At junior levels, there is also a reasonable balance between men and women. In senior positions, however, men are more prominent and fill 85% of the senior posts. There is consequently still scope for redress and equity in senior posts in the sector. At the individual institutions, the balance between men and women differs from college to college.

Table 4.2 on page 54 indicates the significant differences in the comparison of the distribution of races in the population of the Western Cape as compared with the national total.

**Table 4.11 Teaching staff: Post levels by race**

	Total	Lecturer	Senior L	H of D	Vice-R	Rector
	927	771	81	38	22	15
<b>Black</b>	31	29	2	0	0	0
<b>Coloured</b>	229	191	20	8	6	4
<b>Indian</b>	3	3	0	0	0	0
<b>White</b>	664	548	59	30	16	11
<b>% Black</b>	3	4	2	0	0	0
<b>% Coloured</b>	25	25	25	21	27	27
<b>% Indian</b>	0	0	0	0	0	0
<b>% White</b>	72	71	73	79	73	73

(NBI 1999:38)

The racial composition of teaching staff does not reflect the profile of the Western Cape as a whole, with the college profile currently at the level of 25 % coloureds and Asians, 3 % blacks and 72 % whites.

Table 4.12 Racial composition of students

	% Blacks	% Coloureds	% Whites	% Other
<b>ALL COLLEGES</b>	31	33	35	1
<b>Athlone</b>	16	83	1	0
<b>Bellville</b>	5	90	3	2
<b>Cape</b>	43	24	30	3
<b>Paarl</b>	7	41	50	2
<b>Protea</b>	51	49	0	0
<b>Sivuyile</b>	99	0	0	0
<b>South Cape George</b>	29	26	40	5
<b>Mosselbay</b>	13	34	50	3
<b>Oudtshoorn</b>	0	40	60	0
<b>Outeniqua</b>	49	41	10	0
<b>South Peninsula</b>	38	34	27	1
<b>Stellenbosch</b>	2	21	77	0
<b>Strand</b>	29	26	45	0
<b>Tygerberg</b>	27	21	51	0
<b>Western Province</b>	40	30	30	3
<b>Westlake</b>	10	35	55	0
<b>Wingfield</b>	13	0	86	0
<b>Worcester</b>	1	37	60	2

(NBI 1999 Report on student details)

Colleges find it problematical to consistently treat each and every student fairly in accordance with the principle of equity. The lingua franca at the colleges, as well as the fact that the first language of most teaching staff is Afrikaans, creates problems for students and may be discouraging for Black students for whom Afrikaans is a third language, or sometimes a foreign language.

In Table 4.12 the racial composition of students at the colleges seems to be generally positive on the whole. Some colleges take trouble to accommodate racial diversity and, to give but one example, even go to extra lengths to accommodate different cultures at social activities. When a 'sokkie' is held for Afrikaans students, a 'bash' is held for Xhosa students.

The provision of facilities and support for students with disabilities is very poorly developed and there is also no strategy in place to offer support to students with disabilities (NBI 1999:76-78).

#### 4.3.8 Restructuring of institutions

The restructuring of colleges to achieve, inter alia, a most cost-effective and efficient system is currently high on the list of priorities of the WCED. The WCED has a master plan which, *“among other things presented broad assumptions to justify changing the network of colleges and set out a number of ‘clusters’ designed to bring groups of colleges together”* (NBI 1999:81). The two core documents that have influenced thinking with regard to the reorganisation of technical colleges in the Western Cape are:

- The Synopsis *Master Plan*, Technical College Education in the New Millennium, which was prepared by the Chief Planner: Technical College Education, in July 1998 and
- the *Model* for the Development of Technical College Education in the Western Cape (with specific reference to Southern Cape Implementation) compiled by the Sub-directorate: Technical Colleges in March 1997.

The Department’s analysis of the technical colleges in the province came to the following conclusions (NBI 1999:82,83):

- the systems for the provision of programmes are fragmented and unco-ordinated;
- there is unnecessary duplication and an ineffective use of resources;
- the colleges operate under totally different systems of control;
- there is an unequal distribution of colleges and facilities and
- colleges are currently being prevented from complementing the needs of their staff.
- There is currently a shortage of 134 posts according to the lecturer-learner relationship which are only coming into operation in 2000, viz. 20:1. The same applies to non-CS educators.

Against this background, four broad objectives have been identified:

- the promotion of FET and the acquisition of marketable and useful skills;
- the co-ordination and usage of resources by means of partnerships;

- a massive expansion over a two-to-three year period to enable 100 000 people to be exposed to FET opportunities and
- the stimulation of learner recruitment for programmes from ABET to NQF level 4.

To achieve these objectives, the Master Plan has identified quite a number of initiatives that will be required. These include curriculum changes and design, but the principal focus for the purposes of bringing about significant change is institutional reform. Fundamental to the thinking of the WCED is the belief that the *status quo* in the current education design in the Western Cape is unacceptable.

The Master Plan describes a range of college amalgamations, but the term ‘clustering’ is used to demonstrate that the campuses and individual institutions will enjoy a large measure of delegated authority in the new structures. The principal criterion for the amalgamation is, in the delivery of programmes, to provide for the needs of the market. The new institutions will then have to strive to become national and international centres of excellence. If there is only a few larger colleges it might then be in a better position to negotiate benefits in a more effective and collaborative manner (NBI 1999:80-83).

At a special meeting between the WCED, the colleges and the NBI at Protea College in Bellville on 15 October 1999, to give further substance to stabilising the amalgamation between colleges and determining the future course of events, it was decided that Tygerberg College, that was previously excluded from the amalgamation, could amalgamate meaningfully with the Northern Metropole. The possible amalgamation of Protea College’s city campus with Cape College was also proposed at the meeting. In spite of the decisions that were made at the abovementioned meeting, the scenario is still changing as this document is being prepared.

The *Model* document referred specifically to the implementation of the amalgamation process in the Southern Cape. The *Model* document spells out its mission of bringing about a doubling of student numbers within the next four years, of improving the relevance of programmes through enhanced accreditation and co-operation agreements and, finally, of promoting enterprise education.



The researcher interprets enterprise education as follows:

Several vocational education programmes lend themselves to establishing business units in which the student will be exposed, within a protected environment, to the full extent of a specific job. An additional benefit for the college is the opportunity it offers to generate funds. This is already being implemented at several colleges in the Western Cape, for example a cafeteria or restaurant managed by the Food Services department, a clothing factory in the Clothing department and an Interior workshop in the Interior Decorating department. This is an extremely valuable addition to the student's experience and knowledge, besides also being outcomes-based.

With the exception the legal aspects, the Model document highlights certain essentials for the achievement of its vision:

- the generating of funds by colleges to help finance the transformation;
- greater autonomy so that colleges can act more responsively towards the needs of the community and
- community-based initiatives so as to have more areas with a variety of offerings and active community involvement.

#### Commentary with regard to the progress of amalgamations

With the institutional reform in the Western Cape, only very slow progress has so far been made. In spite of the strong motivation for college rationalisation, the whole process of amalgamation has become a major source of frustration and torture for the role players. The colleges, on the one hand, complain about the process - or the lack of it - as well as about a lack of transparency, proper communication, a poorly defined process and a lack of leadership with regard to the strategies of implementation on the part of the WCED.

The cluster of the Southern Cape, which the WCED regards as the flagship of the processes in the Western Cape, does not seem to be the exemplar of success it was made out to be. As yet, there is no significant difference in the method of work and approaches and 'business as usual' is at the order of the day. There is also no proof that the core rationale for college amalgamation, that is, the rationalisation of programmes, has been achieved.

There is a perception that the WCED embarked on the specific rationalisation of colleges in the Southern Cape mainly as a cost-saving measure. Substantial ad hoc subsidies which the colleges used to receive when they had fewer than a certain number of FTEs (Full-time Equivalents) will fall away as soon as the respective colleges' total FTEs are higher than 750. Depending on the size of the college, this could easily bring about a saving of R1 million. There is currently a perception that educational and development initiatives in the Southern Cape grouping are subject to financial savings, as only few promises by the WCED in this agreement have been honoured. This would also account for the scepticism at most of the colleges with regard to the manner in which the WCED is driving the process.

The WCED, on the other hand, is frustrated with the lack of active participation on the part of the colleges in the process of amalgamation. According to the WCED, the colleges only complain, without being able to devise an own strategy.

The process of amalgamation had reached an impasse by September 1999 as the result of the poor relationship of trust between the colleges and the WCED. The NBI, as an independent party, attempted to revive the process by means of special consultations with the various roleplayers. A special meeting entitled "Critical Review WCED & Principals - Clustering & Amalgamations" was held with all the roleplayers at Paarl College on 1 October 1999. Joint decisions were taken with regard to the future course of the amalgamation process in the sector. At this meeting, the following objectives received attention:

- to develop a new set of tools to drive the process of amalgamation;
- to try to reach agreement on criteria for amalgamation and
- to consider various scenarios (NBI 1999c).

The NBI also proposed five criteria as a point of departure. Geographical considerations will also play a decisive role in providing a better service to industry and the community. It will be possible to determine the criteria for amalgamation on the basis of the following aspects:

- financial viability and the sharing of resources;
- creation of larger institutions to exercise a better economic influence and to address the challenges of redress and equity more effectively;

- amalgamation of strong and less strong colleges to create opportunities for developing specialist managers in marketing and quality assurance;
- colleges' ability to achieve better programme diversity and
- capacity to compete with public and private institutions (NBI 1999c).

Against the background of these criteria, it was proposed that the Western Cape should ultimately attempt to establish six new mega colleges:

**Table 4.13 Proposed six new mega college amalgamations**

New College	Existing colleges to be considered for merger	
South Cape	Oudtshoorn Mossel Bay South Cape Institute and Skills Training Centre	George
Boland	Strand Paarl	Stellenbosch Worcester
West Coast College	Vredenburg Citrusdal	Vredendal Atlantis campus of Protea
North Metropolitan	Tygerberg Protea (Bellville campus)	Bellville Wingfield
Central Metropolitan	Western Province Cape College Protea (Cape Town city campus)	Sivuyile Athlone
South Metropolitan	Good Hope Westlake	South Peninsula

(NBI 1999:123)

The following matrix has been used in the joint workshops with the stakeholders to assess the proposed new colleges in terms of their: size, financial viability, levels of equity, programme mix and competitive ability.

**Table 4.14 Matrix: College amalgamations according to the specified criteria**

Merger	Size	Financial Viability	Equity	Programme mix	Ability to compete
South Cape	1 000 FTEs	Good	Reasonable	44% FET Provision: * B / e / u	Good as it has a monopoly on provision in region
Boland	1 600 FTEs	Good	Poor	80% HE; 20% FET Provision: * B / U	Good to fair: Future competitiveness is dependant on ability to diversify into FE provision
West Coast	500 FTEs *there are only satellite campuses - much growth potential	Weak	Reasonable	95% FET Provision: * b / e	Currently weak: Capacity will need to be built
Northern Metropolitan	5 000 FTEs	Good	Good	44% FE Provision: * B / E / U	High
Central Metropolitan	6 600 FTEs	Good	Good	55,5 % FET Provision: * B / E / U	High
South Metropolitan	1 800 FTEs * substantial potential for growth into-Cape Flats	Good	Medium	58% FE Provision: * B / E	Good

**Provision:**

\* **B** - Business studies    **E** - Engineering    **U** - Utility studies    - LARGE-SCALE PROVISION

**b** - Business studies    **e** - Engineering    **u** - Utility studies    - SMALL- SCALE PROVISION

(NBI 1999:124,125)

At a recent follow-up meeting between the colleges and the WCED concerning amalgamation (Protea College, Bellville, 15 October 1999), the process was once again revived in its second

and final phase and the implementation date for the amalgamation in the Western Cape was set for 30 June 2000.

### 4.3.9 Funding

#### 4.3.9.1 Programme funding

The phasing in of programme-based funding will influence the liaison and relationship between the colleges and the provincial Education Department. In the future, a formal agreement will be entered into between the two role players and the colleges will be expected to develop strategic plans. Greater emphasis will also be placed on the monitoring and revision of the individual institution's achievements. Departmental allocations in certain instances will be coupled to the outcomes and achievements of the college (NBI 1999:13). From this it can be deduced that funding will be used as a lever to ensure that institutions meet certain requirements and to pressure them into a certain direction.

The specific outcomes and achievements and details of this new funding method are not yet known to colleges and from the inquiries made it seems that the provincial Department also has not yet been informed about this process and its details.

**Table 4.15 Funding of posts: Established and non-established**

Colleges	Total	WCED posts 1998	Non-WCED posts	WCED establishment
Athlone	73	73		74
Bellville	42	42		35
Cape	124	102	22	106
Paarl	39	25	14	35
Protea	61	61		50
Sivvuyile	23	23		26
South Cape	55	35	20	42
South Peninsula	71	45	26	48
Stellenbosch	37	29	8	28

Strand	11	11		9
Tygerberg	185	79	106	86
Western Province	65	52	13	56
Westlake	50	30	20	32
Wingfield	57	28	29	52
Worcester	34	17	17	18
	927	652	275	697

(NBI 1999:40)

#### **4.3.9.2 Skills Levy Fund**

As from April 2000, employers will be expected to pay a percentage of 0.5% of their salaries and wages into a skills levy fund. This fund will then carry the implementation of the national skills development. The skills strategy is based on the partnership between the government, the unions and employers. The levy-based income will also be used to fund the activities of the Sector Education and Training Authorities (SETAs). The main purpose of this is to provide incentives for encouraging employers to invest in their employees. A proportion of the fund can therefore again be paid back to employers in the form of a subsidy to encourage the training of their employees.

This strategy generates new funds to stimulate training and skills development in our country. It is a potential source of income and a source of programme development and delivery for technical colleges. The colleges can position themselves to assist the employers with the setting up of skills plans and furthermore the colleges could also become involved as service providers in the training to be done for these organisations. Every employer will be expected to appoint a skills facilitator. The colleges could also cater for the training of these facilitators. If colleges were to succeed in obtaining some of this funding, they would help alleviate the financial burden of the government and the provincial education departments.

The national Department of Education will also provide special funds that will possibly be made available on a competitive basis as incentives to thus stimulate management development and other innovations in FET (NBI 1999:13).

#### **4.4 TYGERBERG COLLEGE AS EXEMPLAR - THE IMPACT OF AND RESPONSIVENESS TO EDUCATION TRANSFORMATION IN SA**

##### **4.4.1 Geographics**

Tygerberg College is a State-aided college which is geographically situated in the northern suburbs of Cape Town, with a satellite campus in the light industrial area of Parow some 5 km from the main campus. Both campuses are situated in historically white areas. The main campus is poorly served by public transport, but the Parow campus is easily accessible by public transport and is therefore more representative of the historically disadvantaged communities. The college has two students' residences accommodating about 300 students in total.

##### **4.4.2 History**

Tygerberg College was founded in 1969 by the business community, in accordance with Act 40 of 1967, as an evening institute attached to a Commercial High School. Since then it has been drastically transformed. The main campus is situated in Welgelegen, an up-market residential area. The Parow campus, by contrast, is on the site of a former secondary school close to public transport in an industrial area. Together, the college has grown into a leading college in the Western Cape and nationally. Jaff & Harris (1999: 26) have characterised this development as follows: *“Our belief is that this college has a wealth of talent and expertise, It is highly effective.. and has developed beyond many colleges because of its networks and local support structures and because it is not afraid to plan strategically and to take initiatives”*. The corporate ethos of the college is reflected in its central concerns with income generation, self-sufficiency and a business approach in its managerial activities and strategies. Tygerberg's innovative and pro-active approach is confirmed by students, staff and the community in projects such as: the development of a Sport Management and Coaching

programme, Golf School and a customised Information Technology programme.

Furthermore, the development of a restaurant and conference centre for business as well as training purposes indicates the motivation for a self-sufficient and integrated approach to theory and practice in the education it provides.

#### **4.4.3 Institutional governance**

Being a State-aided college, Tygerberg functions with a large measure of autonomy. The audited statements of the college show that the college attracts sufficient income to be financially viable. However, the current staff establishment, based on the CS educators' norms of the WCED, is insufficient for the needs of the college. The college is currently (1999) funding 25% of its own posts. This results in the plough-back of funds into the funding of salaries instead of the upgrading of technology and the development of programmes, human resources and facilities.

Tygerberg has well-established and functioning governance mechanisms in place. The composition of the College Council complies fully with the stipulations of the Higher Education Act, 1998. Business and industry is well represented on the College Council. The Student Representative Council (SRC), the staff, as well as the Student Union and Alumni Association, have representation on the Council. The principal responsibility of the Academic Council is to monitor the quality and academic standards of the institution and regulate the processes of maintaining and improving the goals of the college. Each campus has an SRC with an overarching executive structure. SRC members have regular meetings and are fully involved in the day-to-day activities of the college. Leadership training and the experience gained during their 'office period', provide them with excellent opportunities to develop self-confidence and leadership skills.

The concern spelled out in the Tygerberg Case study of the NBI (1999b:3) is the lack of representation of all race groups on the College Council, in management and among the staff.



#### 4.4.4 Provision of programme

At the Tygerberg campus, 95% of the college curriculum is at the Higher Education level, at the Parow campus it is 70%. Although the college operates mainly at post-matriculation level, during the last five years there have been some developments in the field of FET. Despite the changing demand of the new policy directives for colleges to change their focus to FET, the growing demand at Tygerberg College is for HE programmes.

Over the past four years, the full-time equivalent's (FTEs) of Tygerberg have increased by an average of about 16% a year (Coetzee 1999). There is therefore a definite demand for the courses currently being offered and not least of all because of the considerable success that is being achieved in the job placements of so many students. Most of the students, if not all, are placed in relevant jobs in the fields of secretarial services, medicine and dentistry, law, accounting, food services and educare.

Programmes vary in length, from N4 - N6 Certificates and 2-3 year IAC Diplomas to 'quick-response' courses of 1-2 weeks in duration. Although the majority of courses are full-time, there is a growth in part-time and distance-learning opportunities and increased flexibility in delivery.

**Table 4.16 FTEs per campus - 1998: Tygerberg College**

Programmes	Offering registrations (subjects)	FTEs
<b>PAROW CAMPUS:</b>		
<b>FET</b>		
Non-DNE	1122	92,05
Bus. Studies	1966	387,69
Social Services	251	62,75
	<b>3 339</b>	<b>524,49</b>
<b>HE</b>		
Bus. Studies	4 182	522,75
Social Services	416	52,50
	<b>4 598</b>	<b>574,75</b>
<b>TOTAL: PAROW CAMPUS</b>	<b>7 937</b>	<b>1 117,2</b>

<b>TYGERBERG CAMPUS:</b>			
<b>FET</b>			
Non-DNE	2 777		522,18
Bus. Studies	131	<b><u>2 908</u></b>	16,38
			<b><u>568,55</u></b>
<b>HE</b>			
Non-DNE	49		8,19
Bus. Studies	3 060		382,50
Social Services	46		5,75
Utility Industries	886	<b><u>4 041</u></b>	126,17
			<b><u>522,61</u></b>
<b>TOTAL: TYGERBERG CAMP.</b>		<b>6 949</b>	<b>1 091.2</b>
<b>TYGERBERG COLLEGE</b>		<b>14 886</b>	<b>FTEs - 2 208,4</b>

(NBI 1999)

The average pass rate of students is as high as 85%. Given the better academic basis that the majority of students have, most of them complete their studies within the prescribed time, therefore levels of repetition are low.

In the light of the new policy demands, on the one hand and the commitment and success of this institution in the Higher Education band, on the other, Tygerberg (as well as other colleges such as Paarl and Stellenbosch, who are in a similar situation) is hedged in between Further and Higher Education. It seems like a waste of excellence, specialised knowledge and practices, to drastically change focus from what seems to be demand-driven education.

#### 4.4.5 Staff

The significance of Tygerberg, as well as that of some of the other colleges in the Western Cape, is its ability to appoint teaching staff directly and in addition to the number of established posts funded by the WCED. Tygerberg has a total of 185 staff members, 86 of whose posts are funded by the Department and 106 (including the support staff) from resources generated by the college itself (NBI 1999:40).

The majority of the staff are well-qualified and experienced. The race profile of the staff is, however, not yet representative of all groups. The slow staff turnover, coupled with the lack

of applications from persons of colour, is seen to be a major obstacle in this regard. The salaries of educators, compared with those offered in the private sector, may contribute to the lack of interest in applying for a teaching post nowadays.

#### **4.4.6 Students**

In terms of student numbers, Tygerberg has 2300 FTEs. It is the second largest college in the Western Cape and about the fourth largest nationally. In 1998, the student race profile was 27% black, 21% coloured and 51% white.

Tygerberg College is very responsive to its students. As Jaff and Harris (1999:22) note, *“They are initiated into business networks and linked to the world of work through placements and exposure to industry. The flexible fee structure is a further sign of responsiveness”*.

The Alumni Association has played a significant role in ensuring that former students remain part of the community of the college and has supported the job placement of numerous graduates.

#### **4.4.7 General**

According to the NBI, the following six critical areas of innovation reflect the measure of responsiveness towards the current transformation in education (Jaff & Harris 1999:24):

##### ***4.4.7.1 Amalgamations - institutional reform***

In terms of the WCED's *Master Plan*, Tygerberg is required to merge with Protea College (similar programme mix as Tygerberg and also majority of students at HE level) and Bellville College (FET engineering programmes). In financial terms, merging should result in the sharing of resources. The programmes should be rationalised and not duplicated at the different campuses. However, the fact that the merger will impact on each college's identity

and autonomy fails to make the process an easy one. At the time of writing, the process of the proposed merger between the above-mentioned colleges is still in the embryonic stage.

#### **4.4.7.2 *Linkages and partnerships***

Tygerberg has established firm partnerships and linkages with business and industry through various channels and professional bodies. Linkages with other colleges regarding curriculum and staff development could improve the atmosphere among the colleges in the Western Cape. Wider community partnerships, more broadly viewed and based on equality, could further enhance this profile of Tygerberg (Jaff & Harris 1999:25).

#### **4.4.7.3 *Assessment of new arrangements regarding autonomy***

Tygerberg is highly autonomous, with an effective council, strong leadership and pro-active dynamics. As Jaff & Harris (1999:25) point out: *“Our belief is that the college has all the capacity it needs to continue to develop as an efficient and responsive institution - and could support others in this regard”*.

#### **4.4.7.4 *Curriculum innovation***

This institution makes use of creative ways to integrate theory and practice. Tygerberg has made a real effort to ensure exposure to industry and hands-on experience to prepare students for the world of work. However, recognition of prior learning (RPL) could still be investigated to widen the access to new curricula. Participation in the National Access Consortium Western Cape pilot projects has enhanced curriculum skills and permeated beyond the pilot sites to the rest of the college (Jaff & Harris 1999:25).

#### **4.4.7.5 *Appropriateness of (EMIS) COLTECH***

The EMIS system is reasonably satisfactory and capable of representing student and financial data accurately, as well as processing it for management usage. The effectiveness of the Coltech system depends on the operational knowledge of the supervisor and the users. There

is still scope for improving the effectiveness of and the extent to which, the system can support strategic planning and effective management.

#### **4.4.7.6 Leadership and management development**

Tygerberg is regarded as a leading college in terms of its leadership and management development, as well as in the degree of specialisation within management. The clear strategic thinking about the future of the college and the understanding and addressing of local economic needs, command high levels of respect, faith in and support for its leadership. However, one of the most significant challenges the college must face is to ensure equity (Jaff & Harris 1999:25).

## **4.5 CONCLUSION**

Against the background of macro and micro environmental tendencies, it is obvious that 'business as usual' is no longer acceptable in terms of the new transformation norms. At face value, it is actually only the college buildings that will continue to remain the same. The level of the programmes has to change to an FET focus, the curricula as well as the study materials must change according to SAQA standards, the method of delivery must change to a learner-centred and outcomes-based approach, with flexible delivery modes, the composition of the staff must change to a more equitable representation, the funding mechanisms will have to change to a programme-funding system and the institutional form must change to a larger, amalgamated group of colleges,

Over and above these direct changes, most of which are of a structural nature, there are also tendencies resulting from globalisation that bring about change, such as people's mind sets which are changing from a modernist to a post-modernist perception of things. To survive as an educational institution nowadays, colleges will have to take cognisance of all these impacts that necessitate change. Moreover, for an educational institution to demonstrate visionary leadership, it not only has to take cognisance of these facts, but it has to make a progressive and purposeful attempt to prepare and position itself to meet challenges pro-actively, locally as well as internationally.

## **CHAPTER 5 THE REPOSITIONING OF TECHNICAL COLLEGES DURING THE TRANSFORMATION OF EDUCATION**

### **5.1 INTRODUCTION**

Transformation is a comprehensive process which takes place over many years. In the South African community at large, in which transformation is high on the priority list of policy-makers, education is used as a channel for this process. It is important to distinguish the different factors which exert pressure on this process and to respond pro-actively to them. Researchers can research the same aspect and yet view and experience it from a different perspective each time. The current processes affecting the transformation of education in South Africa are researched from two angles: first, that of transforming the education system in accordance with the government's political and ideological aims; second, that of adapting the education system to the challenges of the international economic and political situation in the next century.

The various theories and practices of education, from the apartheid era through to the current "new South Africa", have been and continue to be deeply interwoven with various historical and ideological developments. The transformation of education in South Africa must be viewed within the political and socio-economic context in which it is taking place.

The effectiveness and purposefulness of a country's or region's education and training system depends on a large number of factors. The same applies to South Africa, where the current levels of achievement have been affected by historical, political, demographic and socio-economic forces.

In order to make significant progress on the road to achieving the goals of this national transformation, economic competitiveness in the international arena is essential. Any attempt at effecting transformation in education must take cognisance of the challenges of

globalisation. In addition, it should also not lose sight of the scientific paradigm of post-modernism and its current impact on education.

## **5.2 SOME EXTERNAL FACTORS IMPACTING ON EDUCATION AND, THEREFORE, ALSO ON TECHNICAL COLLEGES IN SOUTH AFRICA**

### **5.2.1 Post-modernism**

This changing scientific approach also has an influence on education and training. Post-modernism is a style of thinking, a scientific approach originating from a reaction to modern scientific theory, that is, to modernism. In the course of the 20<sup>th</sup> century, scientists became increasingly sceptical about the modernistic view that *“facts are always clear-cut and that hard facts are measurable like a brick”* (Steyn 1998), that is, the belief that everything that can be proved scientifically is knowledge.

Post-modernism takes issue with this claim, arguing that modernism actually results in the relativism of science. Post-modernism implies that *“truth is relative: it embraces subjectivity, unpredictability and uncertainty as a part of science”*, that it is socially constituted, transient and that it can be challenged. It is also regarded as the new-age science of ‘anything goes’ (Steyn 1998).

The practical impact of this can be experienced in the emphasis on decentralisation in the management of education. Post-modernism, also known as the *“New Science Movement”*, emphasises the importance of decentralisation: *“Many voices should be heard, local communities ought to assume greater responsibility for the kind of education control and policy that they prefer for regional and local levels”* (Steyn 1998). A top-down approach is being abandoned and a diversity of standpoints is recognised and appreciated, a trend which reflects decentralisation. Over and above the financial benefits, a decentralised system can empower people at local and regional levels to prevent education from becoming a political lever. Conflicts can also be defused at local level, where they originate. It is easier to resolve complex social issues with sensitivity at local level. This decentralised approach also creates

less scope for personal mastery, one of Senge's (1995) principles of success and favours opportunities for the individual and entrepreneur to develop.

Recent education policy documentation reflects a bias in favour of a social-democratic and, therefore, decentralised approach, particularly with regard to management and control in education. With concrete issues such as redress, equity, equality and transformation, centralisation would, however, be a more effective approach, as it is better positioned to provide "*general basic education for everyone*" (RSA 1996 art. 2.29(1)).

Post-modernism also has distinct implications for curricula and learning content. The question of curricula or learning content and the value of knowledge is a controversial issue from a post-modernist point of view. This perspective begs the following questions:

- Whose knowledge is worth most?
- Whose knowledge is legitimate?
- Whose knowledge is being transmitted and why?
- In whose interest is this knowledge?
- Most importantly, who has access to this knowledge?

The curriculum has a specific function, viz. to transfer knowledge (truth) to learners to empower them to live a meaningful life. Forces such as the economy, global tendencies and socio-political issues may make demands and exert pressure on the curriculum, hence "*the struggle for knowledge power*" (Steyn 1998).

As a result of the notion of knowledge-transfer, the content of learning has been over-emphasised at the cost of skills education. In South Africa, critical objections are being raised about so-called academic, Euro-centric and irrelevant curricula. For many years the school curriculum has been perceived and used as a tool of either domination or discrimination and, concomitantly, as a sight of hegemonic struggle between those who favoured its perpetuation for that purpose and those who bitterly resisted it.



A characteristic of post-modernist thought, which is important for the purposes of this study, is the departure from structuralism and regularization. This characteristic favours a largely unregulated approach advocating freedom of action, scope for own initiative and an entrepreneurial spirit. It creates scope for education institutions to determine their own future.

The economy depends on the ability of each individual to be self-sufficient and generate an own personal income, which therefore also has a bearing on the mastery of knowledge. A economy-driven curriculum is of the utmost importance to empower the learner to earn an income and achieve social power. Therefore knowledge should be sensitive to the economic needs of the country/region to be at all competitive in the marketplace. The demands on education require it to provide relevant knowledge to achieve social prosperity, economic productivity and global competitiveness.

The post-modernist motivation for wanting to make adjustments to the learning content is that the legitimacy and relevance of curriculum content is determined by the underlying social and economic structure of society (Steyn 1998).

### **5.2.2 Globalisation**

Globalisation implies the interconnectedness of international communities, so that events in one part of the world immediately impact on the rest of the international community and vice versa. New, improved technology has contributed to this radical development in worldwide communication, which not only promotes global traffic and the impact of information systems, but which also contributes to the integration of international trade. These developments have played a significant role in helping to make the borders between countries seamless.

It must be emphasised that the nature of the demands for education is increasingly being judged from a global perspective. The reason is that it is becoming more obvious that *“growth opportunities lie in the diversifying of the service sector rather than [in] the expansion of established enterprises”* Du Plessis (1998:12). As the result, the standardisation

of educational institutions and learning content is receiving attention. It is essential that the quality of education should not suffer and that core aspects such as independent argumentation and decision-making should be cultivated. Du Plessis (1998:12) stresses the importance of the quality of education when he says: *“The danger exists that an education dispensation which does not understand the changed thinking and social patterns could cause serious injury to the total group of children for which it is responsible. As the result of this neglect, many children suffer from a conflict of values..., with a concomitant social and identity crisis”*.

The opening up of the South African economy to global forces is one of the core influences of the current development of economic growth. Globalisation also has a critical impact on training needs and certainly on the training process as well. In the economic process of the Western Cape, globalisation has a direct impact on the following sectors:

- tourism, recreation, sport and cultural activities attracting foreign visitors;
- trade, in particular the import / export trade;
- manufacturing, directly influenced by import pressures and/or the need to export an increasing portion of the total output;
- education and research;
- agricultural and fishing products (with regard to health standards, world supplies and competitive pricing);
- construction (with regard to new techniques);
- arts-and-crafts aimed at foreign buyers / exhibitions;
- professional, financial and business services - often linked to international firms;
- transport and communication and
- multilateral / international public-sector activities (Wesgro 1999:33).

It is therefore essential for all the training programmes in the mentioned sectors to be developed in this way to equip the mature learner for meaningful employment or self-employment so as to be able to handle the challenges of globalisation.

Expertise and skill in handling modern technology, in particular computer technology, is a priority in education. New occupations demanding special skills are developing almost daily. Du Plessis (1998:12) refers to the importance of guarding against “brain work” at the expense of manual labour and stresses that *“the global employee of the 21<sup>st</sup> century will have superior education, a strong aptitude for technology, extremely effective communications skills, an ability to excel in team environments with minimal supervision and the capacity to cross boundaries within the organisation, especially between labour and management”*.

Globalisation moreover pays special attention to the cultural aspects of education. In this regard, South African children have an advantage over children elsewhere since they (the former) grow up with the necessary sensitivity to other cultural groups and the diversity of the South Africa community. Sharing, tolerance, understanding, respect for diversity and tact are attributes of character that are in universal demand.

Curriculum planning therefore has to be undertaken in a manner that will take into account not only the unique economic and political circumstances of our time, but will prepare the child with broader horizons to demonstrate - when he/she becomes mature - sound beliefs, norms and values, economic independence and intellectual capacity (Du Plessis 1998:12).

### **5.2.3 South African ideological/political, social and economic objectives**

- The provision of education is closely linked to the provision of national human resources.
- Programme approach implies that a learner is trained for the specific work situation instead of a general basic education that will probably result in his/her having to be retrained later.
- Increasingly the emphasis in the curriculum is being placed on independent thinking and new methods of learning.
- The comprehensive restructuring of all curricula in order to obtain SAQA accreditation ensures a well-integrated system to stimulate lifelong learning.
- Africanisation comprises the comprehensive desire to empower the African. It fills the political vacuum left by the withdrawal of the colonial powers from Africa. The shift in

the political balance of power is the result of the decolonisation of the Third World. In the latter half of the 20<sup>th</sup> century, colonial power was displaced by the rise in Africanism, which articulates the expectations of the African for a period of prosperity in all areas. According to Thabo Mbeki, President of South Africa, the Africa Renaissance has already begun and he expresses the desire of the African for the next millennium to belong to Africa (Du Plessis 1999:7).

### **5.3 THE REPOSITIONING OF COLLEGES SUCH AS TYGERBERG COLLEGE**

The challenge of change is real and colleges will no longer be able to continue functioning in the same way - not least of all because of the changes in policy, the changing demands of the market, as well as of global forces. It is true that technical colleges constitute the one sector in the structures of education that is most affected by the transformation process. It is ironic that, on the one hand, Tygerberg should be criticised for its responsiveness to the new focus with regard to the demand for Further Education while, on the other hand, it has not yet been given the opportunity, the support and the empowerment by the authorities implementing provincial policy to properly implement and fulfil this new role. This is also emphasised in the White Paper on FET (1998:12): *“Despite the existence of some excellent institutions and innovative programmes, FET provision today is characterised by fragmentation, poor co-ordination, inefficiency and inequality. In fact, it is difficult, in the present context, to talk at all of an FET system”*.

It is easy to criticise colleges by claiming that they are slow to adjust their programmes to the changing forces and needs of the marketplace, but it is much more difficult to offer solutions, particularly in the light of the restrictions mentioned below. Nevertheless, changes have already taken place in several critical areas and the colleges would like to believe that they have already made much more progress than other institutions with regard to their repositioning in the next millennium.

In the course of this long transformation process, it is important that the management corps of the colleges set themselves clear objectives within the framework of the unavoidable external

realities. The playing fields for competition among technical colleges nationally now become part of the larger international arena.

World-class education

The necessity for technical colleges to be driven more according to business principles has been stressed on many a platform, therefore it now becomes appropriate to elucidate the recommendations (“WHAT?”) for repositioning by means of the following principles of success (“HOW?”) as applied by world-class manufacturers:

**Table 5.1 Principles of success of world-class manufacturers**

PRINCIPLES	PHILOSOPHIES	PRACTICES
<ul style="list-style-type: none"> <li>• SERVICE</li> <li>• QUALITY</li> <li>• PRICE</li> <li>• DELIVERY</li> </ul>	<ul style="list-style-type: none"> <li>• Continuous improvement</li> <li>• Elimination of waste</li> </ul>	<ul style="list-style-type: none"> <li>• Employee involvement</li> <li>• Right first time</li> <li>• Fast reactions</li> </ul>

(Riches 1999a)

**5.3.1 Service**

**5.3.1.1 Clients: Students - service orientation towards their needs**

Learner centeredness

A provider must watch out for the needs and expectations of his/her clients, which appear to increase in line with their options. Teaching best practice will increasingly focus on ‘learning’, rather than ‘teaching’ and provide the person with the best possible learning experience. This also means giving learners greater control over what they learn, when and how they learn it.

To achieve this aim, colleges will have to make a concerted effort to obtain regular feedback from the student about core achievement areas, such as instructional methods, study materials, curriculum, administrative support, college communication, examination and general student support so as to ensure continuity of improvement. This therefore addresses the need identified in Chapter 4, 4.3.2 to fill the gap in student support mechanisms at the colleges.

Student service

Colleges could attempt to establish Student Customer Services to drive this continuous process. Feedback by means of questionnaires could be obtained at regular intervals. Student Councils could also play an important role by facilitating and offering more services (life skills and others ) to the students. The following are some examples of additional services rendered by Australian Student Councils (Hinchcliff 1999). These councils make available a very simple, user- friendly leaflet to indicate the various available services, contact numbers, hours, etc. In many cases the services are not free (the income is ploughed back by the SC to the benefit of the students).

**Table 5.2 Services to students**

<ul style="list-style-type: none"> <li>• CV services - at a price</li> <li>• Fax / laminating services at competitive prices</li> <li>• Phone cards / post shop and post services</li> <li>• Typing services</li> <li>• Health services - a nurse once a month - at a price</li> <li>• Counselling services - in many cases only for referrals</li> <li>• Website- for advertising / info / advice / etc.</li> </ul>	<ul style="list-style-type: none"> <li>• Internet facilities - indicating where / how / when / cost</li> <li>• Bursary advice person</li> <li>• English language support - organised by students</li> <li>• Advocacy Support Person (any one with complaints / problems - usually the Student Liaison lecturer</li> <li>• List of negotiated discounts for students</li> </ul>
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**5.3.1.2 Clients: Commerce and industry**

The South African future labour market demands (1998 - 2000)

The HSRC (1999b:8-9) mentions the following interesting facts about the national labour market scenario that colleges should take cognisance of in repositioning for future demands. Although the facts below only reflect the future of the formal sector, the significance for colleges may lie in having to train about 12 000 artisans for the formal sector within the next five years. This would mean that the 71 000 semi-skilled and unskilled positions are likely to be decreased. Could the training and/or retraining of these people at technical colleges make a difference, or does it imply that the need for those jobs will disappear?

**Table 5.3 South African labour market demand**

<ul style="list-style-type: none"> <li>• The total number of formal positions in the SA agricultural labour market amounted to 5 951 000 in 1998.</li> <li>• Total employment in the formal economy (excluding the above-mentioned) is expected to increase by about 45 000 job opportunities (1998 - 2003) - less than 1% growth over the entire period.</li> <li>• Highest growth rate is expected among <table style="margin-left: 40px; border: none;"> <tr> <td style="padding-right: 20px;">professionals</td> <td style="padding-right: 20px;">(9,6%)</td> <td>- 93 000 additional posts</td> </tr> <tr> <td>managers</td> <td>(6,2%)</td> <td>- 16 000 additional posts</td> </tr> <tr> <td>artisans</td> <td>(3,9%)</td> <td>- 12 000 additional posts</td> </tr> </table> </li> <li>• A substantial decline is expected at the level of semi-skilled and unskilled workers (-3,4%). An estimated 71 000 semi-skilled and unskilled positions are expected to be lost over the period 1998-2003.</li> <li>• There are considerable differences between employment forecasts in the government (central, provincial and local government) and non-government sectors. Whereas total employment in the private economy is expected to grow by almost 3% during this period, it is expected to decline by 4,5% in government as the result of budgetary constraints coupled with a commitment to downsize the public service.</li> </ul>	professionals	(9,6%)	- 93 000 additional posts	managers	(6,2%)	- 16 000 additional posts	artisans	(3,9%)	- 12 000 additional posts
professionals	(9,6%)	- 93 000 additional posts							
managers	(6,2%)	- 16 000 additional posts							
artisans	(3,9%)	- 12 000 additional posts							

(HSRC 1999:8,9)

The economy and the labour dynamics in the Western Cape

Colleges should be geared to serve the overall vision and goals of the economic development of the province. These economic goals should influence their programmes, outreach initiatives, the contents of their courses and the overall dynamics and management style of the institutions. Some of the needs of commerce and industry identified at this stage comprise generic topics to be included in programmes, such as practical or business English, some foreign languages, customer service, communication skills, internet and website literacy,

labour relations and/or workplace challenges and issues, entrepreneurship and self-employment, basic business skills, including elementary accounting, computer skills and aspects of numeracy, life skills, as well as inter-cultural relations and globalisation challenges facing South Africa.

The following crucial training needs have not yet been met by technical colleges. By way of example a few more obvious challenges for technical colleges (Wesgro 1999:76-78) can be listed here:

*Technical trades.* The modular range should be broadened to include complementary business, entrepreneurial, computer and communication courses. Crucial in this regard would be to transform old-style, outdated curricula into new job contents.

*Technology and information technology.* This is essential. As Kader Asmal, (1999:2), Minister of Education, pointed out: “*Like it or not, we are living in a time of immense technological change. The world of education is being asked to grapple with challenges and opportunities which test the imagination*”.

*Textiles, daycare and hair care.* Colleges offering only a narrow modular range may have to phase out non-viable courses, while those with a wider range and strong demand could expand to meet the expected growth in the demand for improved healthcare, care of the elderly and social welfare.

*Commercial trades.* These programmes enjoy the highest currency at technical colleges (as indicated in Chapter 4, par.4.3.2). In the light of private-sector competition in this training segment, technical colleges would benefit from closer co-operation between general business clusters and sector-focussed modules.

*Publishing.* “*The Western Cape has a 35% (significant) share of the South African publishing market*” (Wesgro 1999:60). Although a major segment of the publishing industry



is located in the Cape, formal training is mainly done in Gauteng. To date colleges play no role in these spheres of training.

*Art, interior decorating and the film industry.* There is a growing need for craftsmen in the Western Cape. Given the Western Cape's niche in the tourism industry, there is major potential for developing these programmes or shorter modules to address the needs of tourists. These programmes lend themselves to excellent college-based enterprises which can add not only value to the student's experience, but help to generate income as well: "*Arts-and-crafts has the potential for significant growth and substantial job creation*" (Wesgro 1999:59). The colleges have not yet been involved in providing training for the film industry, hence there is potential for broadening and deepening the sector and generating substantial income.

*Tourism and catering.* These programmes are vital to the competitiveness of the Western Cape, which is well-positioned in the global market. Tourism-related activities impact on a wide range of sectors and stimulate many different types of consumer and investor spending. Thus, training for improved quality service is essential to maintain growth and momentum in the industry. Unfortunately, the impression is created that training in the tourism sector is primarily concerned with marketing issues and with the particular needs of tour guides, travel agencies and tour operators. The range is, however, much wider: many accommodation facilities are as much in need of trained staff as are the restaurants catering for tourists, the various travel and tour operators, sightseeing destinations and many other tourism-related service providers. "*There is a need for travel-related expertise (from drivers and transport-logistics to maintenance and managerial skills), for expertise related to the handling and management of recreational activities, major events, exhibitions, conferences, etc., and for the running and management of accommodation and catering establishments of different types*" (Wesgro 1999:42).

*Sports disciplines.* Sport-related training offers a host of opportunities which, at the dawn of a new millennium, are still under-exploited.

*Other areas.* Other areas with potential training opportunities worth mentioning include: agriculture and horticulture, environmental topics, fishing and marine-related courses, financial services such as banking and insurance, broadcasting, human resources and communication, journalism, transport and communication-related courses, security services, crime prevention and related topics, as well as NGO management and administration-related topics.

*Informal sector.* All in all, the informal sector contributes about 20% of the GRP. This significant figure clearly indicates that there should be training needs associated with the different sector segments and that colleges could play an vital role in meeting these needs (Wesgro 1999:62). The skills training that can be offered in this sector include:

- the transfer of sector-focussed technical or vocational skills to trainees and
- entrepreneurial, financial and other business skills, including basic (business) literacy, costing, elementary bookkeeping, business practice, labour and industrial relations and life skills.

It has been suggested that the colleges should strive to develop customised training in partnership with commerce and industry, as well as by means of international linkages. This would enable them to address these needs and implement the process. In Chapter 2, the underlying goals of the NQF (SAQA 1999) are applied to the integration of practice and theory through the creation of improved linkages between education and industry.

### ***5.3.1.3 Customer focus - responsiveness towards clients***

A college should base its practices and decisions on the needs of students and employers.

#### **Students**

The National Strategy for FET 1999 - 2001 (1999:7) indicates, as part of its strategic objective 2, to set up effective learner support mechanisms and to articulate the needs of communities. According to the NBI (1999:142) analysis, the majority of colleges are neither learner-centred nor do they have the resources to immediately develop a range of learner

support services, such as counselling and continuous support. It has been suggested that, in order to eliminate wastage and to improve client support, colleges should introduce learner agreements to specify the programme and curriculum being offered, as well as the availability of support and access to facilities. Such agreements should also set out the individual college's expectations and the learner's requirements. More emphasis should be placed on the development of policies to widen access to learners with disabilities.

Furthermore, the following suggestions to improve learner-centeredness (client focus) could be included in the action plan of the individual college's overall business plan: Treat students as clients and prepare for flexible enrolment with credit transfers. To facilitate this, develop a system of recognition of prior learning, which should be a joint effort between colleges. Create accessible entry policies that allow for alternative routes, pre-course guidance and proper student support mechanisms to combat attrition. Stagger patterns of intake to accommodate employed youth, and use different time slots and modes for programme delivery to help implement flexibility and learner-centeredness. Some of the many options would include correspondence courses, a combination of correspondence and contact sessions, crash courses and on-line courses.

Language policies must accommodate, in particular, the needs of black students who struggle with their second and third languages. Different policies for administration and teaching purposes might be an option, depending on the college's student profile and student needs. The recommendations with regard to learner-centeredness are linked to the values and principles of the education policy as set out in the White Paper for Education and Training (RSA 1995:21,22).

Student Councils should be involved in decision-making at all levels. Not only would this be consistent with the democratisation of education, but it would help determine the needs of students on a regular basis. The aim of a learner-centred approach is to provide students with dynamic life-skills and the basic tools for the global market and a rapidly changing job-market.

### Commerce and industry - partnerships

Technical colleges will never be able to meet the challenges of the competitive and constantly changing job market all on their own. Partnerships with commerce, industry and other educational institutions is necessary to build the internal capacity of the college and help facilitate the transfer of experience and the best business practices to meet the challenges indicated in Chapter 4, 4.3.5, pages 73 to 75.

The following are suggestions for improving partnerships and linkages with commerce and industry: Make sure that industry is well represented on all the colleges' governing councils, as well as on other committees and invite industry to visit the colleges. This would help build relationships and facilitate insight into the various developments and practices at the college. Encourage college staff to visit employers to keep abreast of the latest developments in business practice and the rapidly changing world of work. Provide professional services and customised in-service training for commerce and industry staff, encourage the establishment of joint programmes with the corporate sector or small business groups and forge links with new entrepreneurs in industry.

### Partnerships with other institutions

Partnerships with other institutions could only add value to the college's operations. Joint research and/or curriculum with local technikons and universities, as well as the joint development of new training programmes with other colleges, should be pursued. Establishing international partnerships would be very valuable as it would facilitate the exchange of students and staff, as well as the accreditation of programmes. This is an excellent way to open the global market to students and staff. During an interview with the President of the Auckland Institute of Technology (AIT), JC Hinchcliff (1999), the importance and value of international linkages became evident. Their institute attracts more than 750 international students from more than 46 nations every year. The main advantage for AIT is the considerable financial gain.

Forming partnerships with private institutions is worth investigating. Similarly, colleges could profitably engage in offering contact classes to traditional correspondence students registered with institutions such as UNISA and Technikon SA.

The strategic plan of a college should include the implementation of partnerships and linkages with various bodies in commerce and industry. Such a plan should clearly indicate the goals, as well as the formal agreement and institutional strategy, on which the partnership would be based. This would help the college to be pro-active in the development of the partnership and, ultimately, to be responsive to the opportunities in the market.

Such a structured partnership would provide commerce and industry with a platform to give input into the relevance of curricula, besides creating opportunities for students and staff to be exposed to the practical side of the world of work. Furthermore, these linkages would also help formalise learnership agreements and inculcate a culture of responsiveness to the needs of commerce and industry. Complicated issues in vocational education should be addressed collectively, which would be more cost effective. Care should be taken to avoid re-inventing the wheel. During the researcher's visit to TAFE institutions in Perth, Australia, in August 1999, it became clear that institutions within the same geographical area in Australia cooperate in providing the programmes needed in the area. This is done to cut costs and to provide affordable education to the population of the region.

#### ***5.3.1.4 Publicity - outcomes of service***

Transparency could be a powerful tool to encourage planning and to involve the business sector and the community in the activities of the colleges. Publicising or providing up-to-date and readily available statistics on actual student application and enrolment figures, pass rates and successful job placements for the benefit of all training bodies, as well as employers and other stakeholders, would greatly assist the colleges in their planning, as well as promoting their reputation in the "training market".

During an interview with L Brash, Deputy CEO of Christchurch Polytechnic, in 1999, the researcher realized the importance of the public accountability of an institution in its relationship with the business sector and the community. One way of addressing this issue could be through a 'Charter of Service' to which *all* employees should commit themselves. This would require drawing up a 'Customer Service Charter' in which relevant issues such as services, vision, mission objectives, instructional methods, commitments, responsibilities, opportunities (for instance in relation to equity) and a code of ethics are published. In this manner the institution would show its commitment to public accountability and a service-oriented approach. It is, however, important to introduce the necessary mechanisms to monitor or determine the effectiveness and appropriateness of the institution on a regular basis. To comply with the public and policy demands of the Employment Equity Act (RSA 1998b:12), colleges should prepare and implement a measurable equity plan "*to promote equal opportunity and fair treatment in employment through the elimination of unfair discrimination; and implement affirmative measures to redress the disadvantages of the past*". From the data in Chapter 4, it is evident that there are as yet many gaps in this regard.

We can learn from Australia (ANTA 1998) about how to go about building an institution's image via public accountability. Their government agreed to apply seven key performance measures (KPMs) to the national vocational education and training system. The KPMs provide the means to hold the system publicly accountable and to demonstrate the value of vocational education and training to the economy. The KMPs furthermore prompt improvements in vocational education and training products and services to clients.

KPMs (ANTA 1998) were designed to measure:

- the value in return for public money spent (on publicly-funded vocational education and training);
- the efficiency and effectiveness in the allocation of resources and in management and administration;
- how far and fast the system is moving towards specific goals and how registered training organisations rate compared with best practice and
- the performance of the system in the eyes of its clients, that is, students and employers.

The seven KPMs (ANTA 1998) are:

- skills outputs produced annually within the domain of formally recognised vocational education and training;
- outcomes of vocational education and training skills against desired levels;
- employers' views on the relevance of skills acquired through vocational education and training ;
- student employment outcomes and prospects before/after participation in vocational education and training;
- vocational education and training participation, outputs and outcomes achieved by client groups;
- (actual) public expenditure per publicly-funded output and
- (actual) public expenditure per total recognised output.

#### **5.3.1.5 On-line information**

##### Information and Technology utilisation

Information management is recognised as the key component of a learning organisation in a knowledge-based society. Information technology should be used extensively and regarded by the organisation as an essential enabler for efficient and effective operations and communication in the national and global marketplace.

On-line service is currently very relevant, besides also being a competitive marketing and information instrument. Programme information, examination results, enrolment dates, important events and other dates and valuable information can be readily available to everybody, locally as well as globally. Such a service could also streamline registration procedures if students can apply and enrol via the Web. This would also be a cost effective and efficient way to publish important data for public scrutiny.

## **5.3.2 Delivery**

### **5.3.2.1 Goal-oriented approach**

Greater emphasis must be placed on proper planning to help colleges become more responsive organisations. Not only would it improve the efficiency and effectiveness of the institution, but it would give the college a greater degree of autonomy. It would be advisable to set operational and performance targets that could be monitored and evaluated. All aspects of performance would need to be continually monitored. Each college should have a vision, mission, objectives and action plans encoded in a strategic plan to position itself in the sector and in the marketplace.

According to the objectives set out in the Education White Paper 4 (1998:28-36) on policy development (Chapter 4, 4.2.1), planning in the FET sector is one of the main priorities of policy-makers. The NBI report (1999:127) made the following recommendations with regard to a planning system: The college should prepare a three-year strategic plan and an annual business plan with measurable objectives as a basis for the provincial budget allocation. This process would involve having to review the previous year's progress. It would not only address core issues, but other important and relevant issues as well, for example: equity plans, skills plans, programme focus, quality assurance strategies and funding and marketing strategies. Both staff and students should be involved in the planning process and a set of principles should be determined democratically to lay the basis for a HRD strategy.

### **5.3.2.2 Delivery span (HE, FET, Skills)**

As indicated in Chapter 4, colleges are currently uncertain what, exactly, their modus operandi should be with regard to the programmes they may or have to offer and the answers forthcoming from the WCED and other education authorities have been unsatisfactory and inconsistent. Wesgro (1999) suggested four objectives for the provision of instructional programmes:



- provide continuity in the range of courses offered and still in demand or already in decline, if possible;
- expand the range of courses in a systematic, logical and cluster-focussed manner, rather than merely adding a few popular modules;
- add courses / modules in such a way that staff and related costs of new programmes can be recovered from fees, if the WCED is unable to fund the expansion and
- supplement courses in such a manner that duplication is reduced to a minimum.

### Programmes:

#### Higher Education

Some three years have passed since policy documents first stated that colleges would be required to focus mainly on FET, however without indicating what should happen to HE provision. In the light of these facts and unresolved issues:

- the HE programmes, particularly in the Western Cape represent a substantial proportion of the colleges' work and
- the preponderance of HE programmes may be appropriate given the changing nature of work.
- The question arises whether the bulk of the skills requirements are in HE or FET?
- Companies involved in high-tech processing indicated that the bulk of their human resources requirements were people with HE capabilities.
- Is the role played by colleges as the providers at this HE level possibly being underestimated given the following statistics on HE provision? If there is a demand for 55% HE in the Western Cape, is this demand then not indeed linked to demand-driven provision?
- Given the accelerating decline in candidates with matriculation exemption since 1991, how realistic is the view of policy-makers that technical colleges should focus entirely on FET?
- Who will capture the rest of the matriculants if the colleges are not to receive the financial backing to absorb this large group?

- If colleges are, however, still able to make a difference with regard to the manpower needs of our country / Western Cape, why then the restrictive legislation?
- The National Strategy for FET totally ignored this HE issue in its three-year strategy 1999 - 2001, which begs the question when and by whom these issues will be addressed?

The following two incisive questions therefore have to be asked: What is going to happen to the HE programmes at colleges? How should colleges reposition themselves with regard to the provision of HE and other programmes?

Colleges should not wipe out the past to start afresh. They could retain the current market-driven programmes and focus on improving their quality. Any expansion of Higher Education programmes must be either financially self-sustaining or they should be offered in collaboration with other HE institutions, such as the technikons. Currently, discussions between the technikons and technical colleges are taking place at national level to practice joint curricula, from which spontaneous co-operation agreements could result (CTCP 1999c).

Colleges are well-positioned and, by strengthening their bonds with commerce and industry, they could develop and implement new market-driven programmes. The opportunities and gaps in this market are legion as indicated by the Western Cape economy. The accreditation of the foregoing programmes, as well as of all the others, with the NQF is essential, however, there are excellent programmes offered by international institutions that could also be effectively implemented locally. Such international accreditation programmes / accreditation also strengthens the hand of the college to compete, not only locally, but also internationally. There is considerable potential in international exchange schemes and in catering for international students in formal as well as informal programmes.

The researcher is of the opinion that, in view of the demand for training in the market of the Western Cape, there is still scope for colleges to offer HE programmes. Indeed, the White Paper for Education and Training points out that the accreditation processes of new curricula by the NQF will be institutionally blind, which means that any institution can have any type

or level of programme accredited and offered, as long as it complies with the standards of SAQA. Therefore, the most important underlying factor is for colleges to reposition themselves to respond to changes in the funding of HE programmes.

#### Further Education and Training

Policy documents highlight FET as the primary focus of the new FET institutions. In order to expand this band, the following options should be considered:

Investigate the viability of and demand for offering some of the existing FET programmes in the local community. Offer a variety of options to the learners by creating flexible modes of delivery and part-time and shorter courses on demand. Investigate on-line programmes, which will not only open up the college to the global market, but will also remove all barriers to the national market. Strengthen linkages and partnerships with industry to keep abreast of the changing demand and develop demand-driven, customized programmes. In this global arena, Information Technology provides an enormous market for training.

Investigate the internationally accredited programmes that may already be in place and suited to the South African market. Establish partnerships with schools to offer additional subjects for their grade 11 and 12 pupils and develop mentorship agreements with schools to offer vocational courses under the auspices of the colleges.

#### Provision in skills as given in labour legislation

The implementation of work-based training plans and the introduction of learnerhips provide exciting opportunities for technical colleges to provide technical assistance and programmes, as well as forging and developing practical linkages with employers. Skills training is a new potential source of revenue for the colleges. As important suppliers of skills, technical colleges should strive to provide the training needed for the economic development of the province. Certain needs in the Western Cape were mentioned earlier on and the emergence of the Sector Education and Training Authorities (SETAs) will help identify skills demands in the business and informal sector as indicated in the Skills Development Act of 1999. The following options along the lines of skills supply can be considered:

Colleges can help to develop skills plans for organisations and become involved in the training of skills facilitators (each organisation should have one). Colleges should involve themselves via the SETAs in the provision of skills programmes for organisations. The colleges should also negotiate with organisations to establish learnerships for students. Work-based enterprises or business units can be developed at the college to employ their own students (graduates) by means of ‘internal’ learnerships.

Colleges can provide for the needs of industry by developing more flexible training modules and offering professional services to the business community, for example corporate courses. Another area with potential is Adult Basic Education and Training (ABET). Colleges can become involved in providing skills training in this field, especially for the communities the college is serving (Constitution of RSA 1996, section 2.29(1)).

### **5.3.2.3 Mode of delivery**

Learning opportunities should maximise learner access in time, location, format and style. Colleges should be flexible and accessible with their hours of operation and should not be bound by venue or time. Delivery should take place in various forms, formats and modes, for example:

- modular system, whereby students attend certain modules according to their own needs and in-service training on demand for specific modules;
- short courses offered at certain intervals or when in demand;
- full-time courses running from 6 months to 3 years;
- part-time on-campus courses running from 15:00 till late at night;
- distance courses, whereby students receive their study material for any of the aforementioned courses by mail or on-line and complete assignments on their own. Regular contact sessions at a suitable venue, or at the college, could be arranged under tutorship of an experienced and accredited lecturer. These sessions could be arranged to take place in the evenings or on Saturdays.
- correspondence courses, which are the same as distance courses, but without any contact sessions and

- on-line studies is another option that colleges may investigate. However, according to Australian experts, it is very costly and labour-intensive.

Global pressures are forcing institutions to become more flexible in providing access to learners. Satellite campuses will probably continue to increase in number, supplemented by even more diverse access centres in rural areas or other sites, as will other flexible delivery mechanisms.

### **5.3.3 Price**

To ensure that clients receive value for money, the focus should be on a few crucial aspects that a college should keep in mind in the planning and implementation of a cost-effective, business-oriented approach:

- proper planning - determining all costs and how to manage them;
- development of a cost-consciousness approach;
- involvement of employees in budgetary processes to promote a sense of accountability;
- encouragement of productivity, efficiency, waste reduction and optimal usage of resources;
- ensuring proper financial control and management, which is essential and
- focussing on income-generating efforts and fundraising.

All colleges must be financially viable, which is also a key criterion for accreditation as an FET institution. The implementation of new financial and funding schemes, as proposed by the National Department of Education (FET Act, 1998), will also provide the opportunity to introduce other incentives to support colleges in responding to the challenges of change.

Programmatic funding will require reliable and timely data. The growth of private sector provision will increase competition and the basis for funding. As HE programme funding has changed, colleges will therefore need to diversify their income sources. To improve the financial management of the college, management should undertake regular value-for-money

reviews of programmes and activities and prepare thorough annual reports, as well as income and expenditure statements. The colleges should focus on self-sufficiency, especially with regard to non-national programmes and should engage in income-generating activities, 'fees for services'. These would differentiate the colleges that are adopting the new business-driven approach in their operations from those which continue to do 'business as usual'.

Some examples of money-generating (fees-for-services) activities as observed by the researcher at West Coast College of TAFE, Australia, during August 1999, include the following: (Note that this College will pursue any business-like venture to generate money for other uses).

- A confectionery in a shopping mall run by Hospitality students and stocked with items prepared by students on campus.
- Tenders for any project, even if they do not have the manpower or expertise. They will then contract the work out to either companies and/or individuals who have the necessary skills to work for their profit by offering the programme / seminar on behalf of the college.
- Corporate marketing, which is regarded as extremely important. They have marketers who constantly consult with companies to assess their training needs. Should an existing course not satisfy a prospective client's needs, course developers (either lecturers or contracted experts) will tailor-make a new course and then sell it to the company.
- Sensitivity to happenings in the market place. Should new legislation be implemented, they will attract the top expert in such a field (e.g. labour relations) and will then offer, only a day after the promulgation of such legislation, a number of workshops and seminars to companies to get them up-to-date with the changes and their implications.

### Funding

Colleges should be encouraged to raise funds for sponsored courses, equipment and other needs. This could be done through either a system of 120 % tax deductibility for donations by the private sector, or through the WCED which can add incentives to the money raised by the college. Placement bonuses could be developed, whereby the WCED allocates (based on conventional criteria) a certain percentage of funding for the successful placement of

'graduates' in relevant jobs. Such an approach could be linked to a tracer mechanism at the college. The WCED should subsidise development work done by colleges with regard to curriculum design for the new outcomes-based and NQF programmes, as well as for any other developments beneficial to the sector. Worldwide, trusts are being used by publicly-funded bodies to mobilise additional funds.

#### 5.3.4 Quality

Quality refers not only to service, delivery, equipment, facilities, programmes and staff, but also to the prevailing physical environment and to principles and core values. Total quality entails systematic change. The key priority in quality management is the process of systematic change itself. *"The point is to develop the organisation as an integrated, organic set of relationships and to gain the ability to change the direction of improvement - as defined by the organisation's internal and external customers"* (Venter 1999c:14).

Venter (1999c:5) further highlights the differences in the application of quality management to education as oppose to the industry. The college is not a factory and the students are not a product: education is the product. The clients for the product are the students, parents, future employers and society at large. It is therefore important that the students should co-manage their own education. The situation in education is such that there is no opportunity for recalls - first time right!

However, quality management can make a significant difference in college education, as indeed it has in industry. Education can be improved, the productivity of teachers can be enhanced, the curricula can be adjusted and students' roles can be enhanced so that the culture of teaching and learning will be geared for excellence. All of this could contribute to the positive outcomes of quality management and public accountability for world-class education.

The following are suggestions for the practical application of Total Quality applications as successfully implemented at Pretoria College (Venter 1999c:12):

- Create and maintain constancy of purpose towards improvement of students and service.
- Embrace the new philosophy and practice leadership for change.
- Work to abolish grading and the harmful effects of rating people - focus on learning, not grading.
- Cease dependence on testing to achieve quality by providing learning experiences that create quality performance.
- Institute on-the-job- training for students, staff, including administrative and support staff.
- Provide leadership to help people use technology and materials to do a better job and set the pace for driving human creativity.
- Drive out fear, allow people to take risks and make mistakes.
- Break down barriers between departments / campuses.
- Remove barriers that rob people of their right to take pride and joy in their workmanship.
- Put everybody in the college at work to accomplish the transformation.

#### **5.3.4.1 Centres of excellence**

The above-mentioned suggestions are in keeping with the spirit of the Act on Further Education and Training (1998:2): *“Pursue excellence, promote the full realisation of the potential of every student and member of staff, tolerance of ideas and appreciation of diversity”*.

The college that strives for quality, service, value for money, flexible delivery and access to suit the client, within a sound set of principles and values, will taste the fruits of success. The emphasis should not be on magnitude or size, but on excellence through rapid responses, doing things right the first time and by involving all members of staff in the process.

The new developments of skills strategy, employment equity, the development of NQF-accredited curricula, new assessment methods, the extension of diagnostic services such as recognition of prior learning and experience, the fresh approach to partnerships and linkages with the business world and the global market, etc. All of these represent challenging opportunities for the colleges:



*“Those organisations that have made quality their most important goal will live to fight another day. Those that haven’t chosen quality as their goal face an uncertain future.”*

[Statement attributed to Daniel Seymour; source unknown]

#### **5.3.4.2 A new mission for colleges**

Given the impact of all the recent developments at colleges, it may not be inappropriate to propose a new tentative mission for technical colleges at this point:

**A technical college should strive to be a dynamic customer-centred training institution committed at all levels to the flexible delivery of high-quality education and training to the markets of the national and global environment through a system of productive alliances.**

### **5.4 RECOMMENDATIONS, REMARKS AND CONCLUSION.**

#### **5.4.1 Recommendations for practical implementation.**

One of the most important aspects to be addressed in educational practice, particularly during the current phase of educational transformation, is the management of change at all the colleges. An effective staff-support mechanism could be established or expanded to render ongoing support to members of staff and to keep them apprised of the development of the transformation processes, the rationale behind them, and the impact they have on the total educational practice of the staff members concerned.

Teaching staff are the role players most radically affected by the changes in the teaching arena. The researcher is of the opinion that both employers and policy-makers should look closely at capitalising increasingly on the human resources in education by means of training, conditions of service and by creating opportunities to improve their professional skills. The extent and quality of the guidance given to understand, to digest and effectively manage the transformation will ultimately determine how successful the process as well as its end result will be within the total national educational system.

A paradigm shift should be made away from the traditional ways of managing a college to planning and running it as a business. This can be achieved by applying sound business principles in all managerial practices. Visionary leadership is essential to manage the colleges as 'learning organisations' within the new dispensation of education and training. This developing leadership of the colleges should ultimately accept more responsibility for the output of each individual college, and should no longer be dependent on or waiting for the national or provincial education department to initiate and sustain developments. The growth that will take place in the control and management of the individual colleges could lead to greater independence and autonomy for the institution and to the improvement and expansion of the sector.

Colleges should no longer wait for the department of education or the State to act as instruments of change. In keeping with the spirit of the relevant national legislation, they should take the initiative to formulate a vision for the college, prioritise goals, systematically introduce innovations and improvements in the college, and systematically involve the business world. The end result of the college, namely the competence and marketability of the student in the labour market, will eventually positively influence the business world's attitude to the college.

The pressure of globalisation on colleges in our developing country could generate positive dividends if colleges purposefully enter into partnerships with corresponding organisations abroad. To effectively become part of the global village, colleges should consider availing themselves of the tried and tested attempts of their overseas counterparts. Colleges should also establish a corporate network with local commerce and industry, which would enhance the legitimacy of the relevant colleges and render their activities more market-related.

The researcher is of the opinion that each technical college should clearly determine the institution's strengths, build on them, and gradually but purposefully replace the weaker areas with better developments.

#### **5.4.2 Recommendations for training**

Early in the research study, mention was made of the extent of the changes confronting technical colleges and that, in effect, it is only the buildings that will remain unchanged. It follows that such comprehensive changes will make similar comprehensive demands on the staff concerned. These comprehensive new changes will lead to many new training needs of which only a few can be mentioned here.

As a matter of urgency, and in tandem with the recommendations for implementation mentioned in 5.4.1, close attention should be given to building the capacity of middle and top management to the level of visionary leadership. In spite of the centres of excellence, there is still a shortage of visionary leadership within the technical college sector, which is partly due to the loss of expertise as the result of rationalisation and right-sizing, and partly due to the kind of management expectations held for the management of the State colleges.

According to the draft criteria for registration as Further Education and Training institutions, there are several new expectations or managerial activities for the management of the colleges. Mention is made *inter alia* of strategic planning, a three-year rolling financial plan, a skills plan, an equity plan, a business plan, an institutional plan, etc., which have to be executed in and according to a specific format and standard. It is true to say that the management of Further Education Colleges is becoming increasingly complex.

Despite the training in the specifications of the mentioned management tasks, most of the rectors or members of management of the colleges commenced their careers as teachers or lecturers in the educational field. As the result of promotions, they climbed the promotional ladder to managerial position, without the necessary background in management to meet the new demands of their posts. It goes without saying that the same training is also of crucial importance for the officials of the education departments who, in turn, should be empowered to give direction in these multitude of domains.

In addition to the crucial training in, for instance, financial planning and management, as mentioned in the previous paragraph, it is also important to provide training to the management of colleges to read and interpret market tendencies correctly. College managements should learn to be more flexible and to adapt rapidly and effectively to the needs of the market.

From the research it is clear that the involvement of commerce and industry has declined during the last decade. A fresh attempt should be made to address this problem. It is therefore important to undertake training in the effective approach to commerce and industry to establish learnerships and maintain healthy partnerships for the college sector as a whole.

The establishment of quality-control systems at technical colleges is crucial and, as the examination system is actually the only form of formal quality control, this shortcoming should be addressed as a matter of urgency. Systems that have been tried and tested abroad, and which could be applied to the South African situation, could prove to be a meaningful consideration.

### **5.4.3 Recommendation for further research**

A few areas which, in the opinion of the researcher deserve attention in future research projects, are the development of an effective management information system to provide for the needs of colleges of Further Education and Training.

The funding of a college is of crucial importance for the continued existence and development of the institution. Research with regard to an effective approach for funding for the new FET colleges would benefit the sector. The change from a student-number funding mechanism to programme funding will have a great impact on each of the colleges. There are several factors that influence the funding. One of these is the successful placement of students who have completed their studies. Thus far the student-tracking system has been inadequate. Proper research in this field, with the aim of establishing an effective system, to

keep track of successful job placements would be of great value to the college sector as a whole.

#### **5.4.4 Conclusion**

Often it is asked if the existence of technical colleges is justified. This would seem to imply that other institutions, such as secondary schools and private providers of education, are able to render a better service to the community. In retrospect, it is clear that the exact opposite is true, nationally and internationally. Technical colleges have a crucial and indispensable role to play within the education and economic system of South Africa.

Technical colleges could make a crucial difference by alleviating the shortage of trained manpower, reducing the numbers of the masses of unemployed people and by training work providers and entrepreneurs. Economic indicators show that there is a wealth of training opportunities and that, together with the indispensable support of the business sector, the latent potential of technical colleges could be set free for them to develop into centres of excellence to become the pride, rather than the pariah, of the South African educational system.

Ultimately, the measure of success will depend on the support of the business sector and on the availability of dynamic, visionary leadership within the colleges to mine the wealth of opportunities in the local and global markets.



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