

## Mission Statement

The University of the Western Cape is a national university, alert to its African and international context as it strives to be a place of quality, a place to grow. It is committed to excellence in teaching, learning and research, to nurturing the cultural diversity of South Africa, and to responding in critical and creative ways to the needs of a society in transition. Drawing on its proud experience in the liberation struggle, the university is aware of a distinctive academic role in helping build an equitable and dynamic society.

In particular, it aims to:

*Advance and protect the independence of the academic enterprise.*

*Design curricula and research programmes appropriate to its southern African context.*

*Further global perspectives among its staff and students, thereby strengthening intellectual life and contributing to South Africa's reintegration in the world community.*

*Assist educationally disadvantaged students gain access to higher education and succeed in their studies.*

*Nurture and use the abilities of all in the university community.*

*Develop effective structures and conventions of governance, which are democratic, transparent and accountable.*

*Seek racial and gender equality and contribute to helping the historically marginalised participate fully in the life of the nation.*

*Encourage and provide opportunities for lifelong learning through programmes and courses.*

*Help conserve and explore the environmental and cultural resources of the southern African region, and to encourage a wide awareness of them in the community.*

*Co-operate fully with other stakeholders to develop an excellent and therefore transformed higher education system.*

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# Executive Summary

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This report concerns the vision and mission of the University of the Western Cape regarding commitment to Lifelong Learning. It sets out to give content to that commitment. The vision of Lifelong Learning underpins the new approaches to education and training in South Africa as reflected in new and emerging legislation. The Draft White Paper on Higher Education, like the National Commission on Higher Education's Framework for Transformation, insists that the transformation of higher education in South Africa must have increased participation, with students recruited from a broader distribution of social groups and classes and it must be more responsive to societal interests and needs. Massification and diversification in higher education is required. As in many parts of the world, students will increasingly be part-time and older and needing to continue to learn throughout life. Resources are not likely to increase therefore innovative teaching and learning strategies will be required to meet the needs.

The new mission statement of the University of the Western Cape reflects similar commitments both implicitly and explicitly. It commits the university to 'encourage and provide opportunities of lifelong learning'. The notion of lifelong learning is visionary. It provides a new and challenging conceptual framework for thinking about education and training provision at all levels. But the concept is also in danger of becoming something of a multipurpose cliché in fashionable educational discourse and clichés can hinder clear thinking. Its familiarity can give an illusion of common understanding which can obscure the tensions it embodies, and can lead to confused practices.

Compounding the national and international trend of diminished resources and increasing demands, South Africa's added legacy of exclu-

sion and inequality puts on an added dimension . All South African institutions are tenuously balancing the question of access, equity and quality. In the emerging policy environment, in which there are simultaneous calls for massification and quality assurance, it is important for UWC to clarify the relationship between access and quality, because ultimately, the university will be judged not by how many students it admits, but by the quality of its educational performance. It will become ever-increasingly important to ensure that access leads to success, not only in specific courses but in programmes of study. In the parlance of 'quality' discourse, the outcomes of teaching and learning will generally have to become more competitive, particularly in the arena of economic development. Holding this tension between the attainment of equality, academic quality and economic development creatively will be one of the major challenges for a Lifelong Learning Programme at UWC.

The report draws on findings from an investigation into the feasibility of a university-wide Programme of Lifelong Learning. The survey was completed by three Task Groups of the Rector that investigated Lifelong Learning, Distance Education and Resource-based Learning and Continuing Professional Education. They consisted of surveys and interview of RBL and DE practices on the one hand and of CPE on the other. There was a 38% return rate of questionnaires of RBL and DE and 42 submissions received on CPE.

The report accepts, as a point of departure, Lifelong Learning as an over-arching organising principle, that strives to produce lifelong learners and to provide for continuing learning throughout life. It accepts that Lifelong Learning has implications for the system as a whole, for individual units, for courses or programmes of study, and for individual members of both academic and support staff.

The focus on learning rather than teaching is new and the move to Re-

source-based Learning and Distance Education reflect the paradigm shift from teaching to learning.

The institutionalisation will provide an important change to the imbedded culture of teaching and learning of the university. But, as with all education, it is not an easy answer to a complex question and should not be seen as a cheap alternative. If cost effectiveness refers to providing the best quality, and not necessarily the cheapest, education to the greatest number of students within given financial constraints, then the Resource-based Learning and Distance Education approaches should be encouraged throughout the higher education system in South Africa.

From the survey, 29 departments are engaged in RBL and there are three DE programmes running. The general feeling is that RBL has enhanced quality and 91% of respondents believe that UWC should support and develop RBL on campus.

The report also investigates the need for provision of continuing, life-long education and training within a framework of Continuing Professional Education.

The rationale for Continuing Professional Education at universities internationally relates to the fact that universities are public institutions and need to interact with the communities around them. The social purpose of community or public service means that the university must respond to public issues, problems and needs. There is an imperative to meet the needs of the changing labour market and to contribute to economic and democratic development and therefore to have mechanisms which enable the institutions to be responsive, to meet short and longer term training needs.

Within institutions, professions, and the state are indications that Continuing Professional Education may become a mandatory require-

ment for a growing number of professions to keep up with education and training needs. There are a wide range of CPE activities that operates on the margins of the university. Several proposals for the development of new programmes to respond to the training needs within the new environment are currently under discussion. A key decision for UWC will be whether it wishes to position itself to access new resources and deliver Continuing Professional Education in response to these demands.

This report makes a number of proposals for consideration. These include:

- that strategies be devised to change the embedded culture of the institution to one which is concerned with Lifelong Learning including Resource-based Learning and Distance Education, on the one hand, and Continuing Professional Education, on the other;
- that a policies are developed and adopted on RBL/ CE and CPE which affirm their critical role in delivery of lifelong learning opportunities;
- that support and development strategies for campus-wide Resource-based Learning and niche areas of Distance Education are devised which affirms the innovative work that is being undertaken;
- that support and development strategies for campus-wide Continuing Professional Education are devised which affirms the innovative work that is being undertaken;
- that the university enhances its part-time programmes and adult education as a niche area and should investigate the use of Resource-based Learning to do this;
- that mechanisms are found for UWC to keep in touch with developments nationally in relation to the NQF, and all related matters, and



to technological developments for enhancing teaching and learning;

- that policy in relation to community service for staff and students is developed in order to ensure that it is recognised and acknowledged as an essential part of the life of the university;
- that for the initiative to be successful it requires a clear policy framework, coherence in direction, ability of a central unit to plan and allocate resources;
- that a 'Division or Office of Lifelong Learning' which works across faculties is established with clearly-defined authority and with clout, is established;
- that a short-term 'programme of action', with a supporting infrastructure and framework is agreed to in order to investigate the longer term implications and strategies for implementations of the issues dealt with in the report.

This report was compiled by Shirley Walters drawing on the RBL/DE and CPE reports written by Irma du Plessis and Jos Koetsier respectively and with layout and editorial assistance from Minnie Venter-Hildebrand.



# Lifelong Learning at UWC by 2001

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## Preamble

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The concept Lifelong Learning (LLL) implies a broad approach to knowledge and takes on a holistic view of education, in which formal and informal types of learning are integrated with one another and considered in one context. South Africa's new and emerging legislation underpins this vision of Lifelong Learning and a fresh approach to education and training is emanating in line with international trends.

It is accepted that the notion of Lifelong Learning is visionary as it provides a new and challenging conceptual framework for thinking about education and training provision at all levels. It is, however, in danger of becoming something of a multipurpose cliché in fashionable educational discourse because its familiarity can give it an illusion of common understanding which can obscure the tensions it embodies. This can lead to confused practices. To clarify this, an investigation into the feasibility of a university-wide Programme of Lifelong Learning<sup>1</sup> was completed by three Task Groups at the University of the Western Cape.

The Task Groups focused on

1. Lifelong Learning (LLL)
2. Distance Education and Resource-based Learning (DE/RBL)
- 3.
4. Continuing Professional Education (CPE)

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<sup>1</sup> This was based on a proposal submitted by Professor Shirley Walters 'Proposal for a programme of Lifelong Learning at UWC by 2001' which was generated during her study visit to the University of Missouri and shaped in consultation with colleagues at UM and UWC.

The Lifelong Learning group was the 'parent group' which ensured coherence in the process.<sup>2</sup> The following report is the result of this investigation. It aims to give clear institutional direction to the vision of Lifelong Learning at UWC. The report will serve as the discussion basis for a meeting convened by the Rector on the 17 September 1997.

The report's purpose is to provide:

1. Contextual and conceptual clarity on all three discussion topics;
2. An overview and analysis of related activities at UWC and
3. Options and implications for action for the continuation and implementation of a Lifelong Learning Programme.

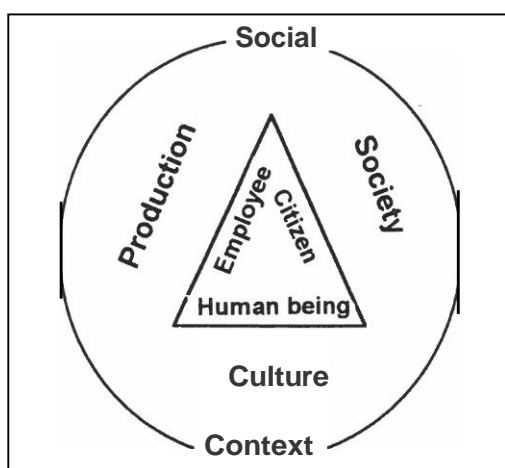
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<sup>2</sup> The Distance Education/ Resource-based Learning Task Group was convened by Professor Colin Bundy. Membership included Professors Bundy, Sanders, Walters, Herman, Dr Groener, Messrs Baijnath, Volbrecht and Ms Glennie (from South African Institute of Distance Education); The CPE Task Group was convened by Professor Shirley Walters and its active membership included Professors Walters, Pretorius, Sanders, Kritzinger, du Toit, Tapscott, Drs Naidoo, Koetsier (as research assistant), Messrs Samuels and Baijnath. The Lifelong Learning Task Group was convened by Professor Cecil Abrahams and its membership included Professors Abrahams, Bundy, Walters, Christie and Dr Darch. Financial and logistical support was obtained from SAIDE and CACE for which we are very appreciative. Ms Sonia Wanza of CACE provided administrative back-up with Ms Irma du Plessis of SAIDE and Mr Jos Koetsier of CACE providing research assistance.

## Lifelong Learning: An Introduction

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The Draft White Paper on Higher Education, like the National Commission on Higher Education's Framework for Transformation, insists that the transformation of higher education in South Africa must have



increased participation, with students recruited from a broader distribution of social groups and classes and it must be more responsive to societal interests and needs. Massification and diversification in higher education is thus essential.

Both documents emphasise the importance of expansion of student enrolments, feeder constituencies and programmes in line with the principles of equity and redress. Expanding the student constituency and 'massification' does not mean only an increase in enrolments, it refers to a 'series of concomitant changes that must accompany greater numbers. These include the composition of the student body, the diversification of programmes, curricula and qualifications, the introduction of multiple entry and exit points, new relations between study and the workplace and shifts in institutional functions and missions'.<sup>3</sup>

As in many other parts of the world, South African students will increasingly be part-time and older and needing to continue to learn throughout life. It is a reality that because resources are not likely to increase, innovative teaching and learning strategies will have to be developed to meet the expanded needs.

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<sup>3</sup> 'NCHE: A Framework for Transformation', 1996.

Driven by the imperatives of late capitalism, Lifelong Learning has become a key concept in the thinking about education and training world-wide. Candy<sup>4</sup> points to the extraordinarily rapid pace of social, technological, cultural, economic, legal and educational changes throughout the world, combined with the increasing global connectedness of many societies and economies, which emphasise the need for people who are adaptable and responsive; in short, who are capable of continuing Lifelong Learning.

The dramatic changes in the South African society render it particularly important for the current education system, including higher education, to produce lifelong learners and to provide opportunities for continuing learning throughout life. The imperatives for Lifelong Learning in South African are driven by its reinsertion into the global economy and by the political and social necessities of equity and redress after the years of colonialism and apartheid.

By its nature, Lifelong Learning is cross-sectoral; it is not limited to formal education -- general, further, and higher education and training -- but includes adult and community education as well as workplace-based learning, along with access to other learning opportunities including libraries and electronically transmitted and stored data. In fact, Lifelong Learning includes all types and levels of learning irrespective of its content, form or location. As Candy states, embracing and endorsing principles of Lifelong Learning have implications for all aspects and facets of education and training.

Reading education policy documents from various parts of the world, including South Africa, Lifelong Learning often seems a panacea: it will help career development, cure unemployment, encourage flexibil-

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<sup>4</sup> Philip C. Candy 'Lifelong education and the university sector', a discussion paper for the National Commission on Higher Education (no date), provides a very useful framework which we draw on substantially in this report.

ity and change, raise personal and national competitiveness, help personal development, etc. It has become 'policy speak' which assumes multiple meanings and interpretations. As Soobrayan<sup>5</sup> argues, at one extreme, it is employed as a conceptual framework which presents a comprehensive and particular understanding of educational priorities, the strategies required to address these and a fundamental assertion of a radically different and distinct pedagogy. At another level, its more simpler expression places emphasis on the temporal plane, making education available throughout the lifecycle. In this form, the major questions posed relate to access and provision rooted in a discourse of equity. In this latter dimension there is no explicit focus on pedagogy; the main emphasis is on expanding present education provision. It is not possible here to present a history of the concept and to elaborate the competing ideological tenets and understandings of the term, but it is essential that we recognise that Lifelong Learning can mean different things to different people<sup>6</sup>.

The argumentation for Lifelong Learning has varied in the course of history. It has addressed the needs of production (employee), society (citizen) and culture (human being) to different degrees at different times. In adopting the term we need to clarify its meaning based on our analysis of the political, social, cultural and economic needs of the country and how we see the university serving those needs. The newly-adopted UWC Mission Statement is a useful reference point in this regard.

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<sup>5</sup> Bobby Soobrayan 'From apartheid education to Lifelong Learning: assessing the ameliorative potential of emerging education policy in South Africa', a paper presented at Lifelong Learning Conference, July 1997, University of Surrey, England

<sup>6</sup> Useful texts which provide background to the term and its use include : A special edition on lifelong education of International Review of Education 1994 Kluwer Academic Publishers, The Netherlands; 'Lifelong Learning: Reality, rhetoric, and public policy', Conference Proceedings 4-6 July 1997, University of Surrey, Dept of Educational Studies; Berndt Gustavsson 'Lifelong learning reconsidered' in GLOBALISATION, ADULT EDUCATION AND TRAINING, edited by Shirley Walters, Zed Books, UK 1997

Put simply, there are two different and important theoretical and ideological strands in Lifelong Learning: the human capital school, mostly supported by neo-liberal ideology, and the humanistic school which is concerned with a democratic, holistic approach to education and training. The human capital school talks of education in terms of the market and investment in human capital and reduces education to the needs of the economy.

Lifelong Learning historically has been more closely associated with the humanistic strand which considers education from the perspective of the individual and the democratic citizen. Within the debates about Lifelong Learning both strands exist but the drive to the marketisation of education and training within a human capital perspective holds sway both globally and, increasingly, in South Africa.

*In the South African context equality cannot be achieved without economic development and economic development amongst the majority of people cannot be achieved without a large measure of equality. Therefore the majority to benefit, an approach to economic and social development must recognise the interrelatedness of society and the economy where human values **not** human capital predominate.*

At UWC there has been a rigorous debate about the importance of not juxtaposing economic development with the achievement of social justice as contained in the notions of equity and redress. There has been a convincing argument that we must recognise the competing claims of both equality and economic development which inevitably are in tension.<sup>7</sup>

The university's mission statement reflects its commitment -- both implicitly and explicitly -- to 'encourage and provide opportunities of Lifelong Learning'. The mission statement further captures this orientation in its commitment to being 'a place of quality, a place to grow',

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<sup>7</sup> This debate was driven by colleagues in the Education Policy Unit including the late Harold Wolpe, Saleem Badat and Zenariah Barends.



'to nurturing the cultural diversity of South Africa', 'to responding in critical and creative ways to the needs of a society in transition', 'in helping to build an equitable and dynamic society'. Inevitably, embedded within UWC's mission are the same tensions between attainment of equality and economic development. These tensions will exist within its programme to 'encourage and provide opportunities of Lifelong Learning'.

*Holding the tension between the attainment of equality and economic development creatively will be one of the major challenges for a Lifelong Learning Programme at UWC.*

In the next section we begin to tease out what the consequences of Lifelong Learning are for higher education if we are to move from rhetorical commitment to action.

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## **Consequences for Higher Education**

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Unless spelt out, Lifelong Learning can easily be argued away as part of a populist discourse which has no relevance for higher education. It is therefore very important to state early on, as Wally Morrow argues<sup>8</sup>, that higher education revolves around the idea of 'the realm of higher knowledge' which, although part of a 'continuum of learning' is, nevertheless, distinct. He quotes:

*Higher education simply requires more detail, greater depth of insight and more intellectual mastery than do other levels of education.*

While this is not appropriate to enter into a debate on the meaning of higher education, it is important to state that Lifelong Learning in higher education needs to preserve 'the distinctiveness of higher learning'. As Morrow argues, this is particularly important in the light of the dual demands which need to be met by a higher education sys-

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<sup>8</sup> Wally Morrow 'Shifting the embedded culture of higher education', a working paper presented to a SAIDE Workshop in 1996

tern in the contemporary world. On the one hand there is the demand for 'increased participation', but on the other there is the demand for 'highly trained person power'. As he puts it, the trick is to develop a system which can satisfy both of these demands without betraying either. He argues that a changed culture in higher education can accomplish this. Lifelong learning, as argued here, is about changing the traditional culture of higher education.

It is customary to divide the work of higher education into three domains: teaching, research and community service. In each of these three areas, the purpose is to induce or facilitate learning. As Candy argues, since learning is never finished, it follows that the mandate of the university must therefore be to foster and support Lifelong Learning in each of the domains. If this argument is accepted, it has significant implications for many aspects of higher education. Broadly speaking, these implications can be divided into two categories:

- those to do with providing learning opportunities throughout life, including articulation with learning contexts beyond the institution, and
- those to do with assisting students and graduates to develop the skills and attributes of lifelong learners.

The *provision of learning opportunities throughout life* challenges the traditional culture of the university which has privileged the provision of education to students of between 18 and 24 years and the notion of contact-based teaching. Provision to older students has most commonly been in the form of post-graduate studies to a relatively small group. Particularly amongst South Africa's historically black universities (HBUs), there has been a large part-time provision to older students who attend classes in the evenings. While this has occurred, at times on large scale, the part-time provision has not challenged the dominant culture of services to students at universities which assume

that all students are young. Also, the dominant picture of teaching has privileged a notion of contact-based provision as opposed to notions of open learning which emphasise flexible, student-centred approaches to delivery.

Candy talks about 'downwards linkages', 'sideways linkages' and 'forward linkages' when discussing the provision of Lifelong Learning opportunities. The 'downward linkages' refer to the university's relationship to the school sector, with adult education and with various bridging courses. The 'sideways linkages' refer to the relationship that higher education institutions enjoy with contexts where part of the learning occurs in the home, the workplace or the community. And the 'forward linkages' refers to the relationships with graduates through postgraduate studies or, more commonly, through continuing professional education programmes, public lecture series and various forms of outreach.

Accepting such a model as a guiding principle would have significant implications for higher education. For instance, in terms of 'downward linkages', it would imply multiple entry pathways from school and from adult education programmes and recognition of prior learning. With respect to 'sideways linkages' it would mean that those in geographically remote areas would have access to higher learning through flexible delivery. It would also imply that learners could obtain academic credit not only for studies completed elsewhere, but for a variety of learning undertaken at work, in home and through self-directed efforts.

Finally, under 'forward linkages' such an approach would mean not only greater ease of access to postgraduate and continuing professional education, but that institutions of higher education would increasingly be viewed as forms of 'community learning centres', whose lecture theatres, laboratories and libraries might receive considerably more intensive use than they do at present. Overall, such radi-

cally enhanced access to and use of higher education would have significant flow-on-effects to all parts of the culture and life of higher education institutions. This would need to occur without losing the distinctiveness of the higher education system.

*Developing learners through higher education*, Candy elaborates usefully by drawing on an influential study in Australia which was 'to identify whether and in what ways the content, structure, teaching modes and assessment procedures of undergraduate degrees, and the activities of student support services, are designed to lead to the formation of attributes which both enable and encourage graduates to become lifelong learners'. The study accepted that lifelong education can be based on both instrumental values such as the need to maintain professional currency and to have an internationally competitive workforce, and on more liberal and humane considerations such as the enrichment of society and people's fulfilment as individual citizens. Amongst others, they found that undergraduate courses which enhance Lifelong Learning have five basic characteristics:

- 1) they provide a systematic introduction to the field of study;
- 2) they offer a comparative or contextual framework for viewing the field of study;
- 3) they seek to broaden the student and provide generic skills;
- 4) they offer some freedom of choice and flexibility of structure;  
and
- 5) they provide for the incremental development of self-directed learning.

They also pointed to teaching methods that encourage graduates to become lifelong learners. They have the following characteristics:

- 1) they make use of peer-assisted and self-directed learning;
- 2) they include experiential and real-world learning;
- 3) they make use of resource-based and problem-based learning;
- 4) they encourage the development of reflective practice and critical self-awareness; and
- 5) when appropriate, they make use of open learning and alternative delivery mechanisms.

*Lifelong Learning as an organising principle, which strives to produce lifelong learners and to provide for continuing learning throughout life, can be seen to have many implications for the system as a whole, for individual institutions, for courses or programmes of study, and ultimately for individual members of both academic and support staff.*

Because of the broad ranging scope of the concept of Lifelong Learning, we decided on pragmatic grounds not to tackle all elements in the UWC investigation but to focus on two which seemed fundamental to shifting the embedded culture in the institution. These were Distance Education and Resource-based Learning (DE/RBL) and Continuing Professional Education (CPE).

Distance Education, Resource-based Learning and Continuing Professional Education are all located traditionally within the domain of university adult and continuing education.

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## **University Adult and Continuing Education**

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'Adult and continuing education' have a range of meanings. In the *International Journal of University Adult Education*<sup>9</sup>, adult education and continuing education at universities is used to include :

- general non-credit education (university extension),

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<sup>9</sup> International Journal of University Adult Education Vol. XXXV No.2, 1996

- professional continuing education,
- part-time degree credit study for adults,
- university level distance education,
- training of adult and continuing educators and
- research in adult and continuing education.

In South Africa, and at UWC, 'adult education' in universities has mainly referred to the latter two area of training adult educators and research. 'Continuing education' and 'extra-mural studies' have described university extension and continuing professional education. Part-time degree courses for adults have not been a distinctive programme with it usually being a duplication of what is offered in the day. There has been a rigid demarcation between 'distance' and 'face-to-face' modes of delivery with only a few universities being designated as 'distance education institutions'.

The way 'adult education' and related terms have been used has differed on the various campuses depending on their historical and ideological roots. For example, the English-speaking HWUs were strongly influenced by the British system while the Afrikaans-speaking HWUs were influenced more by some USA models. They mainly had administrative centres concerned with forms of continuing professional education which responded to needs of middle class professionals.

CACE, established at UWC in 1985, was the first department of adult education at an HBU and it prioritised 'adult education' by which it meant training, research, networking and support for 'adult educa-

tors'<sup>10</sup> who were located within poor, working class communities and linked to the democratic movement. UWC consciously chose to prioritise adult education over continuing education. In so doing, at the time, it chose to build adult education as a legitimate field of study and to work closely with practitioners on the ground <sup>11</sup>.

It stands to reason that because of the contextual changes since 1982, when the last reports were prepared, the investigation into Lifelong Learning for UWC needs to be predicated on the understanding that the role of adult and continuing education needs rethinking.

*This research signals a possible shift at UWC from a narrow definition of adult education to one that is more inclusive, referring to general non-credit education, professional continuing education, part-time degree credit study for adults, university level distance education and resource-based learning training of adult educators and research in adult education. It is a move which is attempting to draw the whole institution into the vision of a responsive institution which takes seriously Lifelong Learning as its frame of reference while still being true to its origins of being 'a University of the working class' and 'the people's university.'*

This initiative attempts to reach a scale of delivery which can more effectively respond both to labour market demands and to the needs of citizens and individuals.

One of the challenges facing us is both to retain and expand much of the committed and focused adult educator training, networking and research, plus to expand the university's understanding of adult and continuing education so that it can permeate through the institution.

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<sup>10</sup> What we mean by 'adult educators' has shifted slightly over time. In general it describes a range of community educators/activists who work in areas of health, youth development, literacy, advice offices etc. Lately it has come to include trainers in industry, teachers in government adult learning centres.

<sup>11</sup> In 1982 there were 2 studies undertaken, one by Professor du Toit 'Die UWK en Voortgesette onderwys', a report for the Renewal Committee, UWC, and the second by Shirley Walters 'The role of the University of Western Cape in Adult Education', ISO, UWC. The first argued for the establishment of a continuing education facility along the lines of those at the Afrikaans universities and the second argued for an institute of adult education which built on experiences of other universities in southern Africa like Botswana, Zimbabwe, and UCT.

# Resource-based Learning & Distance Education

The brief of the Distance Education and Resource-based Learning Task Group was

*to explore and examine Distance Education and Resource-based Learning, both at UWC and in a national context, consider its potential use and application in the broad scheme of the university's future, and bring forward recommendations to address the role that Distance Education and Resource-based Learning, should play in that future.*

In the process of doing this it organised a seminar on *A university shifting from residential to dual mode: What are the issues?* and it conducted a survey of the use of Distance Education and Resource-based Learning at UWC (see Appendix A). The Task Group accessed resources nationally particularly with the assistance of the South African Institute for Distance Education (SAIDE). Following is a summary of the main arguments and findings.

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## Introduction

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In line with global developments South Africa is experiencing an explosion of interest in Distance Education and Resource-based Learning. Internationally there has been a rapid increase in the demand for higher education coupled with a continued decline in funding. This has placed enormous pressure on conventional teaching and learning methods which resulted in the inability of institutions to apply traditional methods. Potential alternatives are Resource-based Learning and Distance Education.

The Draft White Paper on Higher Education (18 April 1997) reflects the new imperatives:

*The Ministry believes that distance education based on the principles of open learning and resource-based learning, has a crucial role to*



*play in meeting the challenge of greater access and enhanced quality in a context of resource constraints and a diverse student body. It enables learning to take place in different contexts, at a multiplicity of sites, through a variety of mechanisms and learning and teaching approaches .*

*In addition, it also results in the quality and success of teaching not being dependent upon staff levels rising in tandem with increased enrolments, and it makes better use of physical and human resources. (p20)*

*The Draft White Paper on Higher Education favours Distance Education and resource.-based Learning to help meet the challenges of greater access to and increased quality in higher education. It sees these strategies as critical to integrating Lifelong Learning into the basic shape and structure of higher education.*

At UWC, lecturers and students have for some time grappled to effect a marriage between access and quality. In the emerging policy environment, in which there are simultaneous calls for massification and quality assurance, it is important for UWC to clarify the relationship between access and quality, because ultimately, the university will be judged not by how many students it admits, but by the quality of its educational performance. It will become ever-increasingly important to ensure that access leads to success, not only in specific courses but in programmes of study. In the parlance of 'quality' discourse, the outcomes of our teaching and learning will generally have to become more competitive.

There are various initiatives which are addressing both access and quality, namely the Calico and Infolit projects which integrate the five higher education institutions in the Western Cape. The Calico project provides modern library technology to all people with access to the Internet. It is attempting to build a new library reality -- one without walls. The Infolit project is related and sets out to teach the critical use of information and the teaching of better information gathering

skills. On a national level, the Technology Enhanced Learning Initiative in South Africa looks at the effective use of technology to support education and training.<sup>12</sup>

UWC has an unfavourable staff:student ratio which is unlikely to change significantly in the near future. Thus, the university will have to seriously explore other ways of delivering its programmes.

In a series of articles Wally Morrow suggests that the key move we need to make is from a conception of teaching and learning which places the teacher at the centre, to one in which the teacher is relativised as one of many resources in a carefully designed learning environment. From the learners' points of view, this means learning to interact, from a position of increasing self-reliance, with a range of educational resources. Apart from claims that Distance Education and Resource-based Learning can be more effective and of higher quality than the traditional approaches, it can also be argued that they prepare students for the lifelong-learning strategies that will be necessary when they leave the university and encounter a range of contexts and opportunities for learning.

There is much debate in the literature about definitions of Resource-based Learning and Distance Education and the relations between the two. For our purposes we adopt the following definitions (SAIDE 1997):

**Resource-based Learning:** *The key difference between contact tuition and Resource-based Learning is the role of the teacher. Even though the teacher may be present the shift in emphasis in the teaching and learning process is from the teacher as the source of knowledge/ information to the teacher as the facilitator of learning from resources. The resources*

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<sup>12</sup> Technology Enhanced Learning initiative: A Strategic Plan, A discussion Planning document prepared for the Directorate: National Centre for Educational Technology and Distance Education. April - May 1997.

*have typically been selected and adapted not only for their content, but also for the ways in which they support independent study.*

**Distance Education:** *This is the quasi-permanent separation of teacher and learner throughout the length of the learning process. This does not mean that there is no contact between teacher and learner. There can be the provision of considerable human support. However, the major teacher is the courseware - the materials mediated through various technologies - rather than the speaking teacher.*

The focus on learning rather than teaching is not new and the move to Resource-based Learning and Distance Education reflects a paradigm shift from teaching to learning which is underpinned by both educational and environmental considerations. Learner-centred approaches are widely used and are based on a constructivist philosophy which values active student learning rather than passive and rote learning.

The emphasis in higher education on learning rather than teaching in the 1980s and 1990s in places like Britain and Australia has been spurred on by the fact that numbers have increased dramatically, class sizes have grown and the funding available for each student has declined in real terms. In this context, traditional patterns of course design, delivery and support have shown severe signs of strain.<sup>13</sup> The reasons why Resource-based Learning (and to some degree distance education) has been employed relate to the changes and problems facing higher education.

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<sup>13</sup> The Oxford Centre for Staff Development 1994 COURSE DESIGN FOR RESOURCE BASED LEARNING, Oxonian Rewley Press, UK. This provides a useful overview of key issues which we draw on extensively here.

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## **Some Changes and Problems Facing Higher Education**

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### ***1. Libraries cannot cope***

Libraries that were established as resources for specialist scholarship are not very good at supporting mass higher education and very large classes. Libraries have also been starved of cash for some time and the combination of underfunding and increased book and journal costs have taken their toll. Pressures to stock multiple copies of introductory texts have put further pressure on breadth and depth of holdings.

### ***2. Students are not buying their own books***

Students are under unprecedented financial pressure which has resulted in a dramatic decline in the number of books purchased.

### ***3. Students are more diverse***

Students entering higher education come from more diverse backgrounds than ever before i.t.o. educational experience, qualifications, specific knowledge, interests, maturity, and cultural backgrounds. They learn best in various ways and at very different rates. In modular courses they arrive at particular modules through numerous routes and have different reasons for taking modules. Increased flexibility is required both i.t.o. the content, processes and delivery strategies.

### ***4. Large lectures do not work well***

Lectures have never worked as well as their level of use might suggest, but large lectures work particularly badly. Facilities are often ill equipped with poor acoustics, poor visibility and little opportunity for interaction. With these problems coupled with the library problems students and lecturers start to regard the content of lectures as the entire course content. There is a need in many large classes to find other, more effective ways to make the basic course content available to students.

**5. Courses have become more complex**

As student numbers have increased and contact with tutors has declined, so it has become necessary to provide basic information in writing. At the same time courses have become more complex, with multiple parallel activities, more diverse student centred teaching, more demanding assignments etc. As a result, written information has had to become more comprehensive and detailed and in some cases developed into substantial course guides.

**6. Tutorial support cannot be afforded**

In many universities students can no longer gain easy access to tutors to ask for advice with their studying. Lecturers/tutors are having instead to anticipate the most common queries and answering them in advance, in writing.

**7. Supervision cannot be afforded**

Most extended project work has traditionally been supervised one-to-one. As student numbers have increased and lecturer's availability declined, this form of individual and personalised supervision has become unsupportable. Projects have had to become more structured, requiring clearer briefing. Students need written guidance providing general advice and basic information in order to compensate.

**8. Students need better information-gathering skills**

It is becoming ever more important that students develop sophisticated skills in identifying and using information sources rather than that they cover the syllabus. The rate of expansion of knowledge and rate of change in professions necessitate the development of new and more extensive information gathering skills.

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## **Educational Benefits of Resource-based Learning**

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As elaborated in the literature, international trends in the educational benefits of RBL can be summed up as:<sup>14</sup>

### ***1. Access to learning resources***

The most obvious benefit of a Resource-based Learning course is that it makes available to students at least the core learning resources they need. It offers students access to a wider range of resources than many conventional courses.

### ***2. Increased flexibility***

Some forms of Resource-based Learning allow students to work at their own pace to a greater or lesser extent.

### ***3. Thoroughness of planning***

Educators often take more care in the preparation of Resource-based Learning materials. Resource materials are likely to be more carefully structured and easier to understand.

### ***4. Consistency of approach***

Where different educators work together, the use of resources helps to standardise everyone's approach and provides a shared understanding of what is to be covered and how.

### ***5. Focus on active learning rather than teaching***

Good Resource-based Learning, properly integrated with other forms of teaching and learning, allows attention to be focused on students learning activities. The emphasis is on what students need to do in order to learn rather than on what teachers need to do in order to teach,

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<sup>14</sup> *ibid.*

on process rather than content. While students teach themselves and each other by interacting with materials and tasks, teachers can concentrate on important roles concerned with design, support, remedial help and assessment.

## **ASSUMPTIONS ABOUT RESOURCE-BASED LEARNING**

Resource-based Learning offers a range of opportunities for a change in the teaching and learning culture of the university. But, as with all education, it is not an easy solution to the wide range of challenges that confront higher education. There are often questionable assumptions about Resource-based Learning in that the benefits are not automatic. Some of these assumptions are:

### ***1. It is not enough to write down the content***

Resource-based Learning is sometimes seen as simply a way of delivering course content more efficiently. But for Resource-based Learning to function at its best it is necessary to pay considerable attention to process, as well as content. One has to ask what students will do with the material in order to learn whatever they are supposed to learn. Unless appropriate learning activities and assessment demands have been designed and appropriate support, checks and feedback built in, students will do as little with such materials, as they do when passively listening to lectures.

### ***2. There is still a need for contact with and between students***

Contact seems to be vital for four main reasons: pacing, motivation, sorting out problems, and understanding.

### ***3. Resource-based Learning may be inflexible***

In an attempt to guide students' supposedly independent study, materials may overspecify what is to be learnt and how it is to be learnt. In order to overcome library constraints, resource packages may at-

tempt to provide everything a student should read and may thus effectively restrict the breadth and depth of their reading. Flexibility has to be carefully designed into a course and does not come automatically with the use of resources.

#### ***4. Students may not know how to learn from resources***

Most students have learnt to regard teaching as the only valid vehicle for learning and thus find their first experiences of Resource-based Learning extremely disorientating and difficult. Their reading and study skills are often not up to the task because they lack organisational and time management skills, judgement about how much to do and when to stop, and generally study unskillfully and ineffectively. If one assumes that students already know how to learn effectively from resources the process will be problematic.

#### ***5. Students may dislike learning from resources***

There is often strong resistance from students to Resource-based Learning and unless steps are taken to inform and convince them of its value students may well become disengaged and disillusioned. While Resource-based Learning courses are often better designed and more supportive than conventional ones, students have expectations about the nature of higher education which is based on traditional approaches.

#### ***6. Resource-based Learning and quality of learning***

While Resource-based Learning is capable of producing exciting improvements in the ways students learn while using resources more effectively, it can fail unless there is careful and thoughtful design, sufficient planning and preparation time, adequate resourcing, thorough implementation and a continuing cycle of evaluation and development. Improvements do not come automatically.



Resource-based Learning offers a range of opportunities for a change in the teaching and learning culture in the university. But as with all education, it is not an easy solution to the wide range of challenges that confront higher education .

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## **Survey of Resource-based Learning at UWC**

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In Appendix A a detailed description is given of the results of a survey of Resource-based Learning and Distance Education. Thirty-two questionnaires were returned from 29 departments in six faculties. Interviews were also conducted with seven RBL practitioners. In the survey a number of points emerged, similar to those identified in literature on Britain. An overview of current provision of RBL initiatives revealed the following.

1. In most cases the resources are either print-based supplementary notes, course readers and study guides, and/or computer technology.
2. Motivations for embarking on RBL where overwhelmingly to 'improve the quality of teaching and learning'. Of lesser importance but still relevant were in descending order
  - to address the problem of large classes and growing student numbers;
  - to accommodate learners who are employed full-time;
  - to increase the number of enrolments;
  - to provide a more cost effective method of teaching;
  - to reduce workloads.

Additional motivations that were mentioned in the interviews were:

- to produce appropriate and relevant materials;

- to meet the demands of industry and to enhance students' employability;
- to make the course more enjoyable and interesting;
- to cater for student diversity'.

The motivations given b)' UWC staff for use of RBL resonate with several of the points made above which reflects the changing conditions of higher education internationally. It is striking that the strongest motivation relates to improving the quality of teaching and learning in response to

- the need to do something about massive failure rates;
- the problems of teaching large classes;
- the fact that a. large number of learners are under-prepared for university study and need foundation skills.

Improving quality' of teaching and learning is linked to a. range of aspects. For example, some people spoke of the importance of group work as a very important part of RBL. RBL does not necessarily mean less contact as practised at UWC. Some respondents highlighted the need to make accessible materials at a price that students could afford. Many students cannot afford to buy textbooks and even core readers are not bought. Allowing for more flexible access was also seen as improving quality' for working students or for those who are repeating courses.

When asked to assess the level of success of the current RBL initiatives, respondents overwhelmingly indicated that its use was very effective, although some of the courses are still in a pilot phase initial results were positive. When asked whether an RBL approach should be encouraged at UWC, 91% indicated support for this. The most fre-

quently cited motivations for encouraging the use of resources fall under the following themes:

- The potential of RBL to make provision for students from disparate backgrounds by catering for individual learning styles and facilitating self-paced learning.
- The fact that RBL approach, in which different media and different kinds of teaching strategies are employed, contributes to subjects being more interesting and exciting.
- The opportunities for developing important skills for students that RBL provides.

Other motivations related to access for part-time students, opportunities for staff development and increasing quality of teaching.

3. Barriers to implementing Resource-based Learning are mostly centred around the following themes:

- The production and dissemination of materials
- Technological resources
- Administration
- Copyright legislation

4. Institutional support required for supporting RBL were: providing for professional development, making alternative resourcing arrangements, devising appropriate staff appraisal mechanisms.

Respondents had a range of suggestions for support which were felt to be essential if RBL was to be pursued. These suggestions link into the earlier discussion on the critical factors which can enable RBL to succeed. It was argued that it is no panacea and like any teaching it requires careful planning, support and development. Staff development

in a range of areas is crucial, recognition of the work and resourcing. The role of the ADC was highlighted both as having been very important as a support to the development of RBL courses and for ongoing staff development.

A very important element which has been highlighted in the discussion so far, is that at UWC many of the lecturers seem to have an add-on approach to RBL. They take on more work in order to attain quality. It does not seem that they have been able to reshape or change teaching and learning strategies to be more economical with time and effort. RBL, as developed elsewhere, requires a rethinking of all aspects of delivery in order to be more economical with time and effort. It requires rethinking the use of resources. For example, roles of academics, librarians and administrators are required to change. What would be needed is closer investigation of each of the RBL courses in order to examine if there may be ways to rethink the strategies drawing on international and other national experiences.

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## **Distance Education**

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Distance education, it can be argued, is a type of Resource-based Learning. It therefore has many of the characteristics of Resource-based Learning as described above. It is a collection of methods to create a quality learning environment for students who do not have easy access to the campus. It is primarily concerned with access and with reaching large numbers of students. A well functioning Distance Education institution has the following characteristics:<sup>15</sup>

=> well designed courses;

=> has a service approach;

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<sup>15</sup> SAIDE: Research Report: An overview of distance education and resource-based learning initiatives at the University of the Western Cape, Johannesburg, September 1997.

- => embedded learner support;
- => effective service approach -- focused administration;
- => cost effective resource allocation;
- => appropriate division of labour;
- => self-improvement via a comprehensive quality assurance process

*Resource-based Learning (as well as Distance Education), as Dr Bruce King, an Australian expert on distance education, stated at the seminar 'shifts contact time off its pedestal'.*

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## **Survey of Distance Education at UWC**

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Twenty-eight questionnaires were returned and three more were completed together with interviews. A response rate of 38,7% was obtained from seven faculties, including Natural Sciences, Arts, Community and Health Sciences, Dentistry, Education, Economic and Management Sciences and Law. Three structured, qualitative interviews were conducted with practitioners.

The survey revealed that only a small number of distance education courses are currently offered at UWC. Only three of the respondents indicated that they are involved in DE. A fourth respondent indicated that while the course cannot be called DE, the student can be classified as off-campus who live and study remote from campus and attend classes in a range of venues in different places.

The survey revealed that a large number of departments at UWC are considering embarking on distance education provision as they believe that DE has great potential as a method of delivery. Many departments would like the issue of DE put on the university agenda for further discussion.

1. The following departments currently offer Distance Education

courses:

2. Advanced Diploma for Educators of Adults -- offered by the Centre for Adult and Continuing Education (CACE)
3. Certificate for Educators of Adults offered by the Centre for Adult and Continuing Education (CACE)
4. B.Ed offered by the Faculty of Education
5. M.ChD (Community Dentistry) & M.Sc (Dent) offered by the Department of Community Dentistry .

The current provision of Distance Education is focused both on courses offered at a post-graduate level and on non-mainstream courses aimed at niche markets where great need and demand are demonstrated.

Survey comments include that DE is particularly successful at a post-graduate level where students have already some experience of studying and have developed their own style of learning.

The course material was mostly print-based, with some specially designed as DE material and others were adapted from contact course materials.

Because of the lack of technology amongst most of the students, this mode of learning and teaching was limited. Respondents expressed a need for the introduction of more technology such as video and audio tapes.

Most of the 17 DE courses being planned are on post-graduate level, certificate, undergraduate diploma and foundation courses.

The reasons given for embarking on Distance Education include:

1. to make provision for post-graduate training needs;

2. to attract more students;
3. to re-establish a presence for UWC in other regions and thus raise the university's public profile;
4. to enable the delivery of courses in a medium of instruction other than English, e.g. Afrikaans to course learners in the Northern Cape
5. to provide 'weaker' students with the opportunity to work at their own pace;
6. to overcome the problem of overcrowded classes -- DE may encourage some of these students to study on their own;
7. the prime motivation on Distance Education provision seem to be issues of access and equity.

As a result of the small numbers of DE students, the departments currently administer the courses themselves. It would, however, be difficult to sustain this when student numbers increase. Central Administrative support will be essential when the DE student sector increases.

Staff involved in Distance Education delivery raised concerns that these courses are not regarded as to form part of the core activities of the university and as a result of that the status of these courses is unsure.

The university could support Distance Education provision by:

- making a policy decision on the provision of distance education at the university;
- providing in the professional development needs of staff involved in distance education;
- developing appropriate staff appraisal systems that recognises

materials development as an integral part of teaching;

- making provision for both materials development and to integrate staff from these peripheral activities into the mainstream.

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## **Distance Education vs. Resource-based Learning**

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The differences between Distance Education and Resource-based Learning are not always clear. In many instances the academic activities are not that distinct but the administration of the different modes is where the big difference lies. Offering large scale Distance Education requires very particular administrative infrastructure. It is not served by the normal patterns of residential universities. For example, if students are not regularly on campus different administrative arrangements are required for: registration, fee payment, dispatch of materials, collection and distribution of assignments, giving feedback, writing examinations, offering student support. The designed learning materials need to stand on their own without educator support. General assumptions cannot be made about study facilities available to students. Access to libraries and other resources have to be thought through differently. Forms of student support, often with use of tutors, require careful planning and management at a distance. Often students are studying part-time and they take a longer time to complete their courses.

Dr Bruce King spelt out at the seminar that UWC, like all other universities, will inevitably move to new ways of delivering its services<sup>16</sup>. Students will most certainly make demands as they are exposed to national and international learning options. He stated that everything, including higher education, is being impacted by technologies and that it is far better for the institution to make a choice consciously for Re-

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<sup>16</sup> Dr King presented a version of his paper at the seminar at UWC on 20 June 1997, 'Distance education or resource-based learning: issues of choice for universities'



source-based Learning than not. (In Australia most universities are involved in Resource-based Learning on campuses with Distance Education delivered off campus.) Furthermore , with the growing global competition for students many courses are currently offered on the Internet. In view of the myriad of choices student have, a shift from teaching to learning is inevitable.

The shift to Resource-based Learning and Distance Education from conventional and traditional teaching methods, **changes the roles of academics**. As with the possibilities of student resistance to change in the teaching and learning culture, resistance from staff can be strong too. It is important to recognise how their roles will be impacted. In brief, they are inclined to:

- become facilitators of learning;
- work in teams;
- have sufficient technological literacy to know what's possible;
- experience a change in power position;
- develop a different culture in the workplace;
- breakdown barriers between academic and other staff - there's a growth in the number of 'para-academics' e.g. instructional designers;
- move away from knowledge transmission mode to greater reliance on needs analyses, and market research and
- experience a change in institutions to 'network centres'.

The kinds of concerns that academics often have relate to :

- issues of recognition;

- release time to train and develop new tasks;
- technological support;
- workload;
- appropriate training;
- whether DE/RBL will suit their discipline;
- work satisfaction - academic time must not be spent on tasks which others can easily do. There must be a distinction between academic and support work and
- reward staff through support, help with co-publishing, designing projects, competitive secondments etc.

In making the decision to shift to Resource-based Learning and/or Distance Education it would be very important to ensure support from academics.

### **Cost Implications of Distance Education & Resource-based Learning**

Another key concern, and part of the rationale for the shift to Resource-based Learning and Distance Education, has to do with costs.

Resource-based Learning and Distance Education are not cheap alternatives. It has been argued that if cost effectiveness refers to providing best quality, and not cheapest, education to the greatest number of students within given financial restraints, then Resource-based Learning approaches should be encouraged throughout the higher education system in South Africa.<sup>17</sup>

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<sup>17</sup> SAIDE 'The higher education policy process: An open learning perspective' SAIDE, March 1997. Appendix E is directly relevant to the issues of cost efficiency.

A key part of the argument is that Resource-based Learning and Distance Education potentially allow far more efficient use of resources, through greater flexibility in the use of physical space, learning time (this can occur throughout the year) and the expertise of the educators. It is argued that the system must become a Lifelong Learning one. It must organise itself to be usable by its clients at whatever time, in whatever ways, and for whatever purposes they need. A key issue is that funds are spent differently. For instance, in face-to-face teaching the costs of presenting a course is much higher than Distance Education and Resource-based Learning, whereas there is a much higher expenditure on course and materials design with Distance Education and Resource-based Learning.

For example, the establishment of a centralised and efficient Distance Education administration will demand a large reorganisation of administrative functions. Some initial cost issues include the following:

1. A large secretarial infrastructure to administrate the DE courses.
2. To offer DE will require a restructuring and reorganisation of existing administration and administrative procedures.
3. In planning a DE course, academic staff will have to be more involved with administrative tasks and more support staff will have to be employed.
4. Logistical and course material support for learners is complex and expensive.

The issue of cost is complex i.t.o. Distance Education and Resource-based Learning as unit costs lessens as numbers increase to over 500 students per course. There are many variables relating to costs and

quality that need to be taken into account in different institutional contexts.<sup>18</sup>

From the Draft White Paper on Higher Education, to the seminar, to other discussions and readings, there seems little doubt that institutions of higher education need to change their embedded cultures for reasons relating to shrinking resources, new information and communications technologies and good educational practice. Therefore, a key question becomes how can this be done? Wally Morrow<sup>19</sup> argues that a critical lever in the process of institutional change is the introduction and development of Resource-based Learning.

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## Managing Innovation and Change

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Managing innovation and change in a university is an important aspect of the discussion of the introduction of RBL or DE and require crucial strategies for fostering the adoption of Resource-based Learning and Distance Education. King spoke of the diffusion of innovation in an institution where, he said, 'there are normally 2-3% innovators, 10-15% early adopters, 34% early majority, 34% late majority, 15-16% laggards. The early adopters and the mainstream are different psychological types'. He argued that the university must:

- involve the mainstream,
- use peer-based support,
- focus on teaching and learning NOT technology;
- focus initially on highly adaptable technologies, and

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<sup>18</sup>See also, National Board of Employment, education and training 'Costs and quality in Resource-based learning on- and off-campus, Commissioned Report No.33 1994

<sup>19</sup> Wally Morrow 'Shifting the embedded culture of higher education' Appendix D in SAIDE 'The higher education policy process: an open learning perspective' 1997

- nurture the innovators.

King referred to three approaches used in different universities to introduce Distance Education and Resource-based Learning:

1. An integrated approach where there is a central unit concerned with integration and development of teaching and learning and information technologies;
2. A parallel approach where there is an information technology unit alongside a staff development unit;
3. A distributed approach where responsibility devolves to faculties and units. This takes a long time and requires strong faculty management.

In his experience, Bruce King favours the first approach. As he says,

*There is a need for a clear policy framework, coherence in direction, ability of the central unit to plan and allocate resources. It must have clout.*

This view concurs with other views on changing institutional cultures. At the seminar Fiona Bulman of the University of Natal told of their initiative which is 15 months old. They have taken policy decisions on the development of an approach to open learning and they have established structures which have. She felt strongly that:

It is critical that there is a three-pronged approach to the introduction of RBL and DE -- there must be policy, a body that makes the decisions, and an agency to implement decisions.

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### **UWC Requirements in Resource-based Learning & Distance Education**

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Accepting the philosophy of Lifelong Learning and adopting Resource-based Learning and/or Distance Education, hinge on changing the culture and ethos of learning and teaching at UWC.

Firstly, the introduction of Resource-based Learning is a crucial shift that will need to be made by UWC as it will implicate the whole university and will require a unified concerted effort.

Secondly, to deliver Distance Education on a large scale will require a major restructuring of the administration.

For UWC, a first step should therefore be to embrace Resource-based Learning; to develop clearly-formulated policies and develop clear organisational change strategies to implement policies. Where niche areas exist of innovative Distance Education courses these should be supported as a form of Resource-based Learning. These experiences yield many benefits, as it can feed into the development of Resource-based Learning both on campus and off campus, it can open up new markets for UWC, and it can give access to higher education to certain significant groups.

## Continuing Professional Education

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The Task Group that was set up to investigate Continuing Professional Education had as its brief

*to explore and examine CPE both at UWC, in a regional and national context, to consider its potential use and application in the broad scheme of the university's future, and bring forward recommendations to address the role that CPE should play in the future. There should be a plan of action which accompanies the report.*

The Task Group worked from April to August 1997 under the pressure of limited time and resources. We were very grateful to have the part-time services of Jos Koetsier for three months through CACE in the capacity of research associate.

Because of time constraints, the Task Group adopted a narrow definition of Continuing Professional Education as

*credit or non-credit education and training programmes which were not subsidised, which were occupationally orientated, refresher or updating courses, and which were offered by departments or units at UWC.*

In the course of the study we found that it was not always easy to differentiate between a programme which was 'occupationally orientated' and one which was 'community service' orientated. We also found that the nature of programmes differs widely. Some take the form of informal networking and support for professional development, non-formal short courses, or formal courses which link to the formal subsidised programmes, as with the Further Diplomas in Education (FDEs). The Task Group undertook a survey of the range of activities on campus and this is reported fully in Appendix 8. This report draws on the

findings in order to make observations and recommendations.

*During the course of the study it became clear that the part-time formal undergraduate programme, often included in definitions of Continuing Professional Education, is an important area for investigation.*

The Task Group recognised the area of 'community service' by staff and students as a traditional area of university activity that requires elaboration. As we were not able to give it the consideration it deserves, these areas will need detailed attention. Following some issues.

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## The Context

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Internationally, Continuing Professional Education has expanded dramatically with

- => modularisation of programmes,
- => flexible delivery of courses,
- => the growth in part-time delivery,
- => the expansion of provision,
- => the increase in numbers of older learners,
- => the increase in the numbers of short, professional, work-related updating courses.

There is an increasingly wide range of private institutions providing continuing education to the population, with technology-based, self-instructional programmes taking off and becoming a significant competitor to the traditional institutions of higher education.

*The pressure is on higher education to be more responsive to social and economic needs. It is through continuing professional education that new social currents transmitted into the universities. This plays a crucial role in determining how the institutions survive and adapt creatively to the new challenges.*



In South Africa the need for continuing, lifelong education and training is beginning to be recognised by the state and key professions and at present there are a number of important developments which indicate that Continuing Professional Education may become a mandatory requirement for a growing number of professions. For example, there are discussions amongst psychologists concerning the institutionalisation of professional continuing education<sup>20</sup> as well as amongst dietitians. There are also developments towards recognition of 'para-professionals' in various fields including law. This may mean that lower order qualifications can be obtained which can later be added to.

Furthermore, the Public Service has shifted their attitude to training: until the present, the Public Service has undertaken its own training, or has given it to very few outside institutions. In the draft White Paper it is opening up the possibilities for this training to be done by a range of institutions, including universities.

Another development is the Skills Development Bill (1997), of the Department of Labour which will impose a training tax on all employers other than the very small. This will unleash a major new source of funding for education and training.

*A key decision for UWC is whether it wishes to position itself to access New resources and deliver Continuing Professional Education in response to these contextual shifts.*

## **Continuing Professional Education, SAQA and the NQF**

A further, critical development is the formation of the South African Qualifications Authority (SAQA) and the National Qualifications

<sup>20</sup> Professional Board for Psychology/ Psychological Society of South Africa Working Paper on 'Roles, licensing/ registration, training and education within the professional field of psychology' 18 April 1997

Framework (NQF). The NQF will enable more open and flexible approaches to accreditation and will encourage modularisation of courses and the use of outcomes-based technologies. The NQF potentially will bring non-formal courses into the formal qualifications framework. It will allow more flexible accumulation of credits and thus enable Continuing Professional Education to be formalised.

According to the White Paper on Higher Education universities will have to relate to the NQF, but the precise modalities are still to be worked out.

<p><i>UWC has to decide how it will ensure that the staff are kept abreast of Developments, trained as appropriate, and able to adapt their programmes accordingly to ensure their currency.</i></p>
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The **linkage between CPE and the NQF are particularly important** as this may provide a way of mainstreaming these activities within programmes and thus ensure funding. For example, a module on school governance offered as CPE could potentially be accredited towards a Further Diploma in Educational Management and Administration.

Using Candy's notion of backwards, sideways, and forward linkages when thinking of Lifelong Learning, CPE is about all three: while the forward linkages are most obvious through work-related updating courses, the backward linkages are an important building block in making access to higher education more flexible and open. In this regard, the recognition of prior learning (RPL), bridging and foundation courses are some of the approaches that are being explored.

The White Paper states that RPL is 'an essential concept in the elaboration of the NQF' and therefore this needs to be incorporated into entry requirements. Thus, the capacity to apply RPL in a pedagogically sound way will need to be built in, as will the information and counselling support structures to students who will need assistance to pick

their way through a more flexible, open system.

The discussion on the NQF and related issues focuses sharply the changes that can be anticipated in higher education and the new skills and approaches that staff in institutions will need to acquire in order to cope with the new order. This makes the embracing of Continuing Professional Education for educators within the higher education system essential.

## **Rationale and Significance**

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The rationale for Continuing Professional Education at universities internationally relates to the fact that universities are public institutions and need to interact with the communities around them. The social purpose of community or public service means that the university must respond to public issues, problems and needs. There is an imperative to meet the needs of the changing labour market and to contribute to economic development and therefore to have mechanisms which enable the institutions to be responsive, to meet short and longer term training needs.

Continuing Professional Education, through offering relevant courses, has proved to be an excellent way of marketing the university and ensuring recruitment of traditional and other students.

The **significance** of Continuing Professional Education, if systematised, is that it can

- open up new markets for the university;
- encourage entrepreneurial responses by the institution;
- demonstrate to communities the university's relevance;
- enable quick responses;

- contribute to economic and community development through development of human potential through informal, non-formal and formal programmes;
- open up research possibilities by encouraging engagement with public problems;
- help to get faculties out of protected environments and to work in the 'real world';
- provide an interface between the university and community and enable influences to flow both ways;
- facilitate innovations by bringing new developments to the attention of staff;
- encourage partnerships across the university and with partners off campus;
- keep staff in touch with developments within their professional areas.

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## **Key Issues**

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There are a number of important issues in university-based Continuing Professional Education that need to be taken into account.

### ***1. Administrative vs. academic orientation***

There are some Continuing Professional Education approaches which assume that it is largely an administrative function and there are others which stress the critical linkage between the administrative and academic dimensions. Within Continuing Professional Education there are clearly important pedagogical, philosophical, political and organisational elements.

*CPE which is reduced to an administrative function is not able to fulfill its mission, and ongoing research, evaluation and development of the work are essential to its efficacy. Linked to this is the continuing professional development of the adult and continuing educators.*

## **2. Accreditation**

In some contexts Continuing Education Units (CEU) are developed along with credentialling policies. The CEUs require recognition and currency amongst professions. The development of CEUs is a way of trying to ensure quality which can enable responsive delivery. CPE's strength is that it is able to be offered relatively quickly. But at the same time it requires recognition towards a qualification or improved employment prospects or conditions. There would need to be exploration of the accreditation of CPE in relation to the NQF.

## **3. Financing**

This is a central issue which has various aspects. Firstly, CPE is often seen as a 'cash cow' which is undertaken in order to access new resources for the institution. While this is a very important dimension, international experience shows that it cannot be completely self-sustaining. If it is expected to be so then it inevitably only services those people who can afford to pay and it becomes narrow and elitist. The needs of the market thus drive the process and the crucial issues of equity and redress are neglected. CPE's value, as elaborated above, needs to be recognised by the institution to be seen as deserving of financial support.

Another important aspect is staff remuneration for undertaking CPE. A key question is what would encourage a faculty to undertake CPE on behalf of the university? Incentives vary from recognition in promotion and employment to direct remuneration. Both approaches seem important. A policy on the levels and percentages for remuneration of staff is essential so that a proportion of funding can go to individuals, departments, and the university generally.

<p><i>Participation in CPE must be seen to be a recognised and legitimate academic activity.</i></p>
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#### **4. Organisational structure - centralisation or decentralisation**

Responsibilities for CPE should be located in all faculties and a senior staff should be responsible in each. In an ideal world most people want CPE decentralised but experience shows that this is not efficient. It seems that there are certain functions that are most usefully centralised, such as marketing, advocacy and financing, while other functions relating to programme development are often better placed in faculties. A balance, therefore between centralisation and decentralisation seems the most effective option. A capacity to develop and deliver CPE is required both at the centre and in the faculties with close liaison between the two.

#### **5. Staffing**

Staff involved in CPE are often contract and non-tenured staff who are marginal to the mainstream of university activity. It is essential that CPE involves the mainstream. Quality staff are needed who are trained and who can feed experiences back into the mainstream thinking within the institution.

#### **6. Flexible delivery/Distance Education**

CPE is increasingly being offered in a range of flexible ways which include the use of various forms of technology. There are increasing examples of CPE at the work-place as employees experience both their time becoming more constrained and greater pressures for them to obtain further qualifications. Universities therefore have to respond by offering education and training opportunities at the most convenient times and places for learners. <sup>21</sup>

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<sup>21</sup> David Boud 'Providing for Lifelong Learning through work-based study: challenge for policy and practice', a paper presented at Lifelong Learning Conference, University of Surrey, July 1997

## **7. Partnerships**

As people increasingly require learning opportunities which are convenient or well targeted, universities are increasingly entering partnerships with other institutions such as community colleges, workplaces, government departments, professional associations, etc. All of these provide a range of opportunities for new constituencies of students and resources.

## **8. External imperatives**

There are legal and professional frameworks which will either encourage or discourage CPE development. Indications are that the trend is towards greater insistence on Lifelong Learning for work opportunities and mobility. The link between the further education and training sector and higher education is an important dimension of CPE as much skills development will start at the FET level.

## **A Review of CPE at UWC**

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There were 42 responses received which covered 58% of the departments at UWC. Six interviews were conducted, three with Deans of Faculties. (See Appendix 8)

The UWC has a decentralised, dispersed, and uncoordinated approach to CPE. It has no official policies on CPE, besides stating it to be of primary concern in the Mission Statement of 1982. There has not been anyone or any structure designated to drive the university-wide developments within the ambit of continuing, lifelong education.

CACE was established in 1985 with very limited resources and was located in the Faculty of Education. It focused primarily on the development of the field of adult education, with strong continuing educa-

tion support for adult educators and trainers<sup>22</sup>. There have been attempts at different times by CACE and others in the last ten years to have continuing education placed on the agenda, either at faculty level or at Senate Academic Planning, without much success. The one faculty that has established a formal committee earlier this year to give CPE more prominence is the Faculty of Education. The Faculty of Community and Health Sciences had established a 'community outreach' committee some years back.

Despite the lack of university support, there are a number of innovative projects and programmes located in most of the faculties at different stages of development and implementation. The responses can be depicted on a continuum which ranges from no activities to semi-autonomous activities initiated by outside bodies and covered by outside funding.

Some responses include:

- *No activities and no explicit indication that activities are planned.*
- *Programme of activities has been aborted due to lack of funds and human capacity.*

In some cases elaborate programmes had to be aborted, for example, the TIPMARK programmes in mathematics between UWC, US and UCT. Although the university did not have the funds to sustain the programme, the expertise was not entirely lost as the programme re-emerged in a different, small scale form but without adequate support structures to grow. The present team responsible for the execution of this program suggested that the university step in to provide more backing for further growth.

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<sup>22</sup> Joseph Samuels 'An appropriate extension work policy for CACE', M.Phil Thesis May 1992



- *No CPE present, but future activities are being planned.*

This position is found in faculties that face down-sizing operations (e.g. the Faculties of Religion and Theology and Arts) and also among departments that plan to extend and diversify their market base (e.g. the Law Faculty). An example was given of attorneys and prosecutors who require CPE. In both cases operational support from the university was requested because assistance was needed with developing strategic plans, financial plans, market and needs analyses, and specific project development support. In addition to those mentioned, information about university policies in relation to accreditation or financial management were needed.

- *Activities are running but need to be recognised as regular activities by the university in order to become sustainable in the long run.*

This refers to CPE and outreach activities with relatively long-standing records of success. In most cases the projects are carried forward by contract personnel and occasional or voluntary part-time staff. An example is the Psychology Resource Centre which is the 'outreach arm' of the department. Other examples include, the Certificate for Educators of Adults run by CACE, the School of Government, where the Centre for Southern African Studies is moving to become more integrated into the mainstream teaching and research programmes, and the School of Public Health.

- *Activities are running and are completely covered by outside funding.*

During the late 1980s and early 1990s several independent projects were housed at UWC, such as the Workers College (initiated by the trade unions), the Education Resource and Information Project (closed in 1996), the South African Development Education Project (SADEP) located in the Institute for Social Development (ISD), the Education Policy Unit (EPU), the Teachers Inservice Project (TIP) located in the

Didactics Department. While these units have different degrees of independence from the university, there seems to be a move amongst them towards closer relationships with formal programmes in order to gain some legitimacy and recognition with concomitant access to resources.

The **significance** of the CPE programmes cannot be elaborated in detail as it was beyond the brief of the Task Group to conduct impact studies of the programmes. This would be an important undertaking for the university in order to assess the benefits and costs for UWC of these various programmes and projects. Unless there is some way to ascertain their impact it may continue to be difficult to get the mainstream of the institution to recognise what CPE offers.

Observations from the survey revealed that:

- There is an important link between some CPE and the formal programmes. Examples within CACE programmes show how the anti-racism and gender work, the outcomes-based education and training project, the popular education programme of CPE have impacted the formal programmes. CPE provides the space for innovations which are directly responsive to the external environment and which then contribute to ensuring the ongoing relevance of the formal courses. In the Public Health Programme there is a conscious mix of formal and non-formal courses during the Summer and Winter School Programmes.
- CPE allows collaboration across departments and across institutions in flexible ways which can contribute to the building of partnerships and programmes in interesting and innovative ways. Examples of successful collaboration can be seen in the Public Health Programme, where the Department of Community Oral Health of the Dentistry Faculty collaborates with nursing, non governmental organisations and provincial

health services. Another example can be found in the work of the Environmental Education and Resource Unit (EERU).

- CPE encourages entrepreneurial responses by the institution as can be seen, for example, in the School of Government's training for the government's public service, Mayibuye's tourism training course, language courses in Afrikaans, Arabic, TIP's courses on leadership and management of schools etc.
- The relevance of the university is demonstrated to communities through the CPE activities of, for example, in the Community Partnership Project, the inservice training of teachers of TIP and the School of Science and Maths, the ongoing support of community adult educators by CACE, the Winter and Summer Schools of the Women and Gender Programme, the Public Health Programme, Department of Music, the short courses of the Institute for Child and Family Development to protect child abuse, the ongoing support of alumni by Dietetics, the conference by the Institute for Historical Research on the Khoisan People, the short courses by the Social Law Project, etc. These programmes provide an interface between the university and community and enable influences to flow both ways.
- Partnerships are developed between organisations and structures towards a common goal which enable innovative and relevant programmes to be run, by combining resources. For example, the Department of Linguistics and Juta Publishers are training Xhosa-speaking writers; the Ecumenical Foundation of South Africa and the Religion and Theology Faculty have a linkage to foster ongoing education and training of practitioners; CACE has a formal agreement with the Ministry of Education in the Northern Cape to support the development of adult basic education, the Department of Political

Studies offers a Legislative Training Programme with support from the National Democratic Institute.

- Most of the programmes are directed at making a contribution to economic, community and institutional development by enhancing human capacity. The work of the Academic Development Centre is an example of an on-campus staff development programme through CPE. Programmes to support small business by the Faculty of Economic and Management Sciences is an example of off campus work.
- Whether the CPE programmes have opened up research possibilities by encouraging engagement with public problems is not clear from the data gathered, but it is reasonable to assume that this has happened to some extent. The IHR's involvement, for example, with the conference on the Khoisan seems to be opening up a range of possibilities.

The number of creative ideas for future involvement in CPE was very interesting. There were several colleagues who were very alive to the needs of the broader environment and would like to position themselves to provide education and training opportunities to meet these. The reasons for wanting to do this ranged from:

- filling a market niche,
- finding alternative sources of funding to supplement academic, department and university income,
- supporting the reconstruction and development of the country.

There was a general feeling that the university must be supportive of these activities if they are to be able to use the opportunities that are there.

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## **The constraints facing the delivery of CPE at UWC**

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The following points represents some of the constraints facing the delivery of CPE at UWC. This list is based on the debates in the CPE Task Group and the survey findings. Each individual programmes has it own range of impediments but most programmes are affected by the observations listed below.

1. The funding formula for universities does not recognise CPE therefore it obtains no financial support from the university. As a consequence, whilst CPE is acknowledged to be something a university should be involved in, it has no official status. Under these circumstances, CPE programmes are not considered when university funds are allocated or when new posts are established.
2. With no secure funding or status, CPE programmes are temporary and short-term in character. Since all funding for CPE is generated from donor funds or is, to a limited extent, self-generated, planning is similarly short-term.
3. Concomitantly, staff employed on CPE programmes have short term contracts which leads to insecurity of tenure and, frequently, to high staff turn over. It also inhibits staff development since most CPE staff are not eligible for scholarships and bursaries offered by the university.
4. The reliance on external funding threatens the sustainability of CPE programmes, since donor support is variable and unreliable . In addition, donors lose interest in programmes if they see that the university itself is not committed to the initiative. This becomes a vicious circle, in that a CPE programme that fails to attract sufficient funding is, in turn, perceived by the university to be dying out rather than being in need of assistance .
5. The perception exists within administrative structures that CPE is

conducted by NGOs which happen to be on campus. The value that CPE adds to the credibility, community relations and marketing of the institution is seldom recognised. The perception exists that CPE and related work is a drain on university resources rather than an asset. This perception, which equates CPE with charity work, creates problems in gaining access to office space, equipment, classrooms, vehicles etc.

6. CPE certificates are not recognised as formal qualifications. This limits the external marketing potential of many CPE programmes. Recognition of certificates is important to participants who like to feel that their certificates have some status within the university system. There is currently no clear policy on provision of CPE certificates and no system to ensure quality.
7. Despite the obvious importance of CPE to the future of tertiary education in South Africa, the climate for its delivery at UWC is at best non-facilitative and at worst obstructive.

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## **CPE Observations**

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=> CPE is a crucial component of the Lifelong Learning mission in the provision of education and training throughout life. It is one way of keeping contact with university alumni.

=> CPE can contribute to a new national skills development strategy which has the potential to be funded and supported by a levy of employers (including universities), with new opportunities for providing training and education to the public service and through government tender processes. These opportunities can be seen as potentially enabling UWC to raise new sources of income, to market itself in creative ways, and to contribute meaningfully to economic and community development.

- => The development of the NQF will enable more flexible approaches to accreditation and a closer relationship between CPE and formal programmes. This has a direct bearing on the new notion of 'programmes' and the ways in which the funds are allocated.
- => The university can either continue to rely on *ad hoc* initiatives by individuals or departments with its *laissez-faire* CPE policy or it can begin to harness the opportunities in a more institutionally concerted way. Other private and public institutions are positioning themselves to compete actively for the education and training market given the expectation that funding for universities will not increase. UWC must decide where it wants to position itself to stay relevant.
- => There are no clearly-defined policies on CPE. These are needed in relation to acknowledgement and recognition for staff, funding and staff financing, accreditation and quality control. There are also no strategic plans which spell out the priorities for UWC in this area. The development of a three-year rolling plan which is integrated into the overall plan will help to give coherence and recognition.
- => The benefits that accrue to the university for the sustaining of its mission through CPE are seldom acknowledged and it is left to individuals active in CPE to continually justify their position on the campus. To rectify this imbalance, a systematic study of the impact of CPE should be done to provide a detailed view of the significance for the university.
- => The Task Group is convinced of the importance of CPE as a crucial part of the public service mission of the university, in providing a responsive service to professionals in the field, as an innovative arm which can feed productively into the formal programmes, as a source of funding to the university, and as a critical part of the university's Lifelong Learning mission.
- => There is inefficient use of limited resources as CPE programmes operate

in dispersed, 'private' ways. Suggestions from respondents included : the provision of training and support in fund-raising, needs assessments, marketing and advocacy. Administrative support and co-operation was required to ensure the successful running of events and programmes.

=> At present CPE is occurring in a decentralised manner. There is a need for centralisation and co-ordination in order to both support and develop the CPE activities, to give some institutional direction and coherence to programmes, and to position the university such as to maximise fund-generation opportunities. A fine balance will need to be found between centralisation and decentralisation.

=> For CPE to be developed there is an urgent need for policies to be formulated and clear organisational change strategies to implement them. As with most successful organisational development interventions *it is critical that the policies hinge on a three- pronged approach, namely a policy formulation body, a decision-making component, and an agency to implement decisions.* The possibility of CACE being strengthened in order to act as a catalyst for a university-wide CPE initiative is an option to consider.

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### **Part-time Degree Credit Programme**

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It is common for part-time degree or diploma programmes at universities to be included in continuing education programmes, as are the DE programmes at dual mode universities. While the Task Group was unable to thoroughly investigate UWC's part-time classes, observation showed that these classes are viewed as crucial. In the SAB's priorities for academic planning they resolved that:

*UWC should enhance its part-time programme and adult education as a niche area. Curriculum development should pay attention to the learning needs and capacities of part-time and older students.*



UWC has approximately 1500 part-time undergraduate students and approximately 900 part-time post-graduate students. While age-breakdowns of students are not readily available, one can assume that the majority of these students are categorised as mature and adult.

While no empirical data exists regarding students' perceptions, general indications are that they are dissatisfied with the services they receive. At present there is no-one responsible for this aspect of UWC's work because it is part of the responsibilities of faculties and departments.

There exist no distinct policies or considerations for students who attend evening classes often after a long day at work. Offering services to such people is a very important component of Lifelong Learning. The Distance Education/ Resource-based Learning Task Group argues below that this could be considered a prime area for piloting flexible approaches to teaching and learning.

<p><i>The Task Group recommend s that the importance of this programme be endorsed and research undertaken into the part-time credit programme in order to describe it in detail understand the problems of students and staff and to develop detailed proposals for options to plan the way forward.</i></p>
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## **Community Service**

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There is a close relationship between CPE and the 'community service' mission of the university. While 'community service' is historically seen as the third leg of a university enterprise, it is the most undeveloped in terms of conceptual clarity, recognition and reward. In some contexts it is captured in the term 'outreach' which includes the production and dissemination of knowledge in popular ways to inform public debates and decision-making.

At present in South Africa there is some discussion on 'community service' as part of medical and legal training. (The Joint Education Trust (JET) is currently researching this.) Community service is one

area that has been highlighted in places like India where the University Grants Commission stresses the need for students and teachers at universities to be involved in community extension work as part of national reconstruction and development 'to prevent the student from becoming a mere 'ivory tower' product alienated from the common man's struggle for survival in the harsh environment of social problems"<sup>23</sup>.

*The Task Group recommends that community service 'is defined for students and staff which takes into account linkages to formal programmes and informal and non-formal activities; that criteria are developed and mechanisms agreed for recognition of 'community service' in terms of staff promotions and appointments.*

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<sup>23</sup> Dr Renuka Narang 'Indian universities and the future of adult education in the twenty-first century', a paper presented at the UNESCO Conference on Adult Learning, Germany, July 1997, page 6

## Options for Action

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In this report we have argued that a changed teaching and learning culture is called for in order to meet the challenges spelt out in the Draft White Paper on Higher Education. In order to impact the organisational culture major interventions are required which are supported by policies, by resources, by mandated agencies which have decision-making power at the highest levels.

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### Recommendations

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1. This report has laid out an approach to giving content to UWC's commitment to Lifelong Learning. It is proposing that Lifelong Learning is interpreted to mean the creation of lifelong learners and the provision of lifelong learning opportunities and that it form the conceptual and organisational framework within which UWC develop responses to the issues raised.
2. This report proposes that the strategies used for changing the embedded culture of the institution to one which is concerned with lifelong learning are resource-based learning and distance education, on the one hand, and continuing professional education, on the other. It proposes that a policy is adopted to institute RBL campus-wide and DE in niche areas.
3. It proposes that a policy is developed and adopted on CPE which affirms its critical role in delivery of lifelong learning opportunities.
4. It proposes that, based on this study, a support and development strategy for RBL and DE is devised which affirms the innovative work that is being undertaken, that assists with formative evaluations of a sample of initiatives, that builds on the expertise that is being developed, that taps into national and international experiences, that builds towards a programme of staff develop-

ment and which secures organisational capacity and decision-making authority to act. The goal is to build RBL/DE capacities in the most efficient and effective ways.

5. It proposes that, based on this study, a support and development strategy for CPE is devised which builds on the innovative work that is being undertaken, that assists in the recognition and acknowledgement of the work, that assists with formative evaluations of a sample of initiatives, that taps into national and international experiences, that builds towards a programme of staff development and which secures organisational capacity and decision-making power to act. The goal is to build CPE capacities in the most efficient and effective ways so that UWC can respond to the many opportunities for offering education and training and so both earn funding for the university and provide a good service to the public.
6. It proposes that the UWC should enhance its part-time programmes and adult education as a niche area and should investigate the use of RBL to do this. An investigation into the part-time programme is proposed in order to have an understanding of its functioning and how to improve it. The investigation should provide detailed recommendations for its growth and development.
7. It proposes that mechanisms are found for UWC to keep in touch with developments nationally in relation to the NQF, and all related matters, and to technological developments for enhancing teaching and learning.
8. It proposes that regional and national collaboration is explored in these areas and that initiatives like those of Calico and Infolit form an integral part of the development of the Lifelong Learning Programme at UWC.
9. It proposes that policy in relation to community service for staff and

students is developed in order to ensure that it is recognised and acknowledged as an essential part of the life of the university.

10. It proposes that for the initiative to be successful it requires a clear policy framework, coherence in direction, ability of a central unit to plan and allocate resources. We propose that we build on institutional capacities which already exist as far as possible and these are the Academic Development Centre and CACE.

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## **Organisational Options**

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While there is a move in the university to stream-line faculties and departments in line with fiscal realities and academic priorities, the issues raised here require an institution-wide response that cuts across faculties. Whatever organisational strategies are developed they need to be in line with the realities of financial constraints and therefore should build on what there exists, as far as possible. The relatively fluid situation presents opportunities to realign certain units in the university to form the basis of a facilitative agency to drive the Lifelong Learning mission.

1. The development of a 'Division of Lifelong Learning' which works across faculties, which has an elected/appointed director at the level of a dean, and which develops and oversees the range of functions described in the report is one option that is worth exploring. Some of the current units that could form the nucleus of such a division could be CACE and ADC, including CSE and the Writing Centre. Various other units or functions within faculties could develop particular relationships with the division. Similarly programmes in the Division could link into particular faculties. For example, the professional development of adult, higher and continuing educators could be run through the Faculty of Education but done jointly with the division.

This option is similar organisationally, in some ways, to the UCT's Division of Higher Education Development which is proposed to cut across the reorganised faculties ie 'the plus one option'.

2. The development of 'an Office of Lifelong Learning' which is headed by a dean and to which key functions account. This office would provide senior strategic planning capacity which is required to ensure the implementation of the key thrusts areas. (This may be similar to the Free State University's 'Strategic Service' which is set up to drive development of policy and implementation in a range of areas some of which are similar to those raised in the report.)
3. The ADC could be given the mandate and the capacity to develop the RBL/DE and CACE the mandate and capacity to develop CPE. This would make a coordinated response more difficult and would have to include influence at the highest level for it to have an impact.

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### **Short Term Recommendation**

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1. The Lifelong Learning Programme move into Stage Two of its development. This would entail the extension of the life and mandate of the Lifelong Learning Task Group (which should perhaps be renamed the *Lifelong Learning Mission Implementation Group*). And which would be expanded to include representation from the DE/RBL and CPE Task Groups. This would continue to be under the Rector's convenorship. Lifelong Learning Task Group is mandated to draw up a detailed planning and development plan with clear deadlines in order to operationalise the recommendations within the report.
2. A detailed funding proposal and strategy is drawn up in order to build capacity for the planning phase and for the implementation of the research and development aspects of the recommendations.

Earmarked funding is requested from the government in order for the development of the Programme of Lifelong Learning with its component parts to be implemented.

3. Pilot programmes for development are identified and funding is found to ensure their implementation within the framework of an overall plan (including earmarked funding.)
4. The assistance of the University of Missouri is requested in order to support the planning, policy and staff development phases.

Thursday, September 11, 1997