

Problems affecting the implementation of Adult Basic Education and Training (ABET) policy in the Limpopo Province.

By

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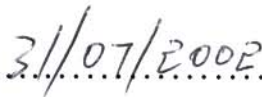
**DEDICATED TO MY FAMILY, ESPECIALLY TO MY MOM, AND
THE SPECIAL LADY IN MY LIFE, FOR THEIR PRAYERS,
SUPPORT AND ENCOURAGEMENT WHEN THE GOING GETS
TOUGH.**

DECLARATION

I, **Dennis Mabasa**, hereby declare that the dissertation for the master in Education degree at the University of the North submitted by me has not previously been submitted for a degree at this or any other University, and it is my work in design and execution and that all the sources I have used or quoted have been indicated and acknowledged by complete references.


.....

Dennis Mabasa


.....

Date

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ABSTRACT

This report describes the research carried out in the Limpopo Province (LP) of South Africa (SA), with region two (2) of the province being used as a site of this study. The research was conducted in the context of the on-going research activities of the programme of Adult Education of the University of the North. The aim of the study was to investigate problems affecting the implementation of Adult Basic Education and Training (ABET) policy in the Limpopo Province.

In order to achieve the aim outlined above, I formulated the following main research question:

*What are the problems affecting the implementation of ABET policy in the Limpopo Province?

In trying to answer the question outlined above, I decided to undertake an implementation study to understand the kinds of problems which affect the implementation of the ABET policy in the LP.

The intention of this study was to evaluate how the ABET policy has been implemented in the LP. I looked into the aims and objectives of the current policy and determined the degree to which the policy has been implemented and how successful it had provided the intended target population with the resources, services and benefits envisioned by the developers of the policy.

In chapter 2 my assumptions about the factors that could be affecting the implementation of the ABET policy in the province are formulated. After reading documents and conducting exploratory interviews with the ABET practitioners I identified the following factors as possible problematic areas which could be affecting the implementation of ABET policy in the Limpopo Province: funding, limited capacity in human resource (staffing and training), the quality of consultation during ABET policy formulation and

the problem of ABET in reaching the most socially excluded people in the Limpopo Province.

In chapter 3 I outline the instruments which have been used to collect data from different role players in various phases of data collection. The chapter explains how the data which had been collected from various phases have been analysed using qualitative data analysis methods. It concludes by discussing what I call 'reflections', a section that was about my main learning areas, and difficulties that I encountered during the process of this research.

Chapter 4 analyses the objectives and the key components of both the national ABET policy and the provincial multi-year implementation plan of September 1998. In my discussion about the key components, I explained how they (components) relate to the factors (critical areas) that I identified as possible problematic areas that could be affecting the implementation of ABET policies in the LP.

In chapter 5 the empirical results of the study are presented. It gives account of problems that affect the implementation of ABET policy. I also give the overview of the Province, and further described the site of the study, namely: Region two of the Limpopo Province. The chapter further describes the duties of the role players as indicated by interviewees. There is also an analysis of the results of the interviews, and the observations that I had in the ABET field. The chapter concludes by discussing the termination of educators' services by the Superintendent-General (S-G).

The final chapter integrates the information from previous chapters in outlining factors which are affecting the implementation of the ABET policy in the LP. It also provides suggestions which might contribute towards the development of more effective implementation strategies of the ABET policy in the Limpopo Province. The chapter concludes by mentioning issues that need to be further researched, as the ABET field seems to be under researched, particularly the area of the implementation of ABET policies.

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Chapter 1: General orientation

1.1 Introduction

In this chapter I will outline the necessary background of the study which will form a basis for the understanding of this dissertation. There will be a description of the Limpopo Province (LP) in terms of its population and the history (education before 1994) of the educational system as influenced by apartheid policies. There will also be a description of the education system after 1994. I also intend to indicate the aim of this study, thereafter the research questions will be outlined. I will conclude by explaining the delimitation of the study.

1.2 Limpopo Province

It may not be possible in this study to give a full description of the Limpopo Province. However I will concentrate on the population of the Province, and on the educational systems which existed up until 1994¹ and the effects that it had on black people of South Africa in general, and the Limpopo Province in particular. There will also be a discussion about the education system after 1994, when the democratic government was put in place in South Africa.

1.2.1 Population

The Limpopo Province² is one of the nine (9) new provinces of South Africa that replaced the previous division of four provinces and ten homelands after the first democratic elections. It is the fifth largest province in South Africa (S.A.) covering

¹ In 1994 the first democratic elections in South Africa were held and led to the end of Apartheid and its racist policies.

² Since 1994 the Province was known as the Northern Province, but in 2002 the Provincial Government changed the name from Northern Province to Limpopo Province.

10,2% of South Africa's land. The population is about 3,9 million and 90% of whom are Africans living in rural areas and 53% are women. The province is 12% urbanised (Central statistics, 1997). The population density is 41 people per square kilometre, making it the third most densely populated province after Gauteng and Kwazulu-Natal (USAID needs assessment, 1997).

The Limpopo Province is the 'poorest' of all the provinces in South Africa and it also suffers from the highest dependency rate in the country - 4.8:1. This means that every income - earning person supports an average of almost five other people.

It is estimated that about 49% of the people living in the LP are illiterate and have had little or no education (Simeka Management Consulting, 1998). It has the highest percentage of adults aged 20 and above (36.9%) without formal education and the overwhelming majority of these are Africans (National average is 19.3%). The province has the second highest percentage of unemployment at 46% (national average 33.9%) (Baswa at risk proposal, 2000). It is widely accepted that this is a direct consequence of the inequalities that existed in the past in the provision of education and training.

1.2.2 Education before 1994

The coming to power of the Nationalist Party in 1948 resulted in the disappearance of 'toleration' attitudes and placing of black education under strict, unequivocal state control. The then Nationalist party government enforced its apartheid ideology (or the segregation of blacks and white people into different areas) in all social institutions as in politics. Nowhere was this more evident than in the notorious Bantu Education Act of 1953 (Kallaway, 1990).

This Act gave wide powers to the Minister of Native Affairs, then Dr H F Verwoerd, to bring into effect the major recommendations of the Eiselen Commission³. Black

³ The Eiselen Commission reported in 1951 that black education should be an integral part of a carefully planned policy of segregated socio-economic development for the black people. Above all, it emphasised

education was to be directed to blacks not whites, it was to be centrally controlled and financed under the Minister, syllabuses were to be adapted to the black way of life and black languages introduced into all black schools.

Most importantly, the control of black schools was to be taken away slowly from the missionary bodies who were running the vast majority of black schools at that time and placed under the Native Affairs Department.

According to the Act all syllabuses were to be those emanating from the government and imbued with the ideas of racial inferiority, and the provisioning of education for blacks had to be minimised. This was further attested by Dr Verwoerd when he said:

"It is abundantly clear that unplanned education creates many problems, disrupting the community life of the Bantu and endangering the community life of the Europeans" (Kallaway, 1990: 173).

This policy of control extended to Universities as well. The 1959 Extension of Universities Act effectively closed white universities to black students and began the establishment of separate tertiary institutions for blacks. Those blacks who proceeded to tertiary institutions were to be trained in institutions in which the state could control both administrative structures and curriculums.

The disadvantage in the area of education is clearly illustrated by looking at the division of the education budget. In the middle of 1980, four times as much money was spent on a white pupil than on a black pupil (Simeka Management Consulting: 1998).

From 1950 to mid-1990, no other social institution reflected the government's racial philosophy of apartheid more clearly than the education system. Each ethnic group had

the functional value of the school as an institution for the transmission and development of black cultural heritage.

its own education system that was meant to serve the educational needs and culture of that particular group.

1.2.2.1 ABET before 1994

State control as outlined in the Bantu Education Act extended into other areas of black schooling as well. Measures taken in 1955 brought night schools (presently known as ABET classes) for blacks under state control, bringing about the closure of almost all night schools in the years that followed. In effect, the state showed itself prepared to reduce schooling provision rather than to allow them to operate outside its control (Kallaway, 1990: 172).

Almost all adult learning centres operated as “night schools” with the majority of practitioners being formal schoolteachers with little or no qualifications in adult education.

Harley, Aitchison, Lister and Land (1996: 213) state that policy on the funding of Adult Basic Education and Training (ABET) was one of the most underdeveloped of all the aspects of policy development in recent years in South Africa. It is estimated that about 1% of the general education budget is spent on ABET. ANC - education department (1995: 97) mention that ABET provision tended to be small-scale, uncoordinated and lacking any National Standards or frameworks.

1.2.3 Education after 1994

After the first democratic elections, the Government had a huge task of incorporating various education departments (which were meant to serve different ethnic groups in SA) which they inherited from the apartheid Government. The Limpopo Province Government also inherited eight previous education departments, and the standards differed greatly between these different departments.

The period between (1994-99) was simply about establishing the ideological and political credentials of the new government. Naturally, this period could not but focus on the establishment of new organisations, institutions and governance, as well as new resourcing patterns. During this period many successes were recorded. These are reflected in the many policy papers, legislation, regulation and norms and standards which have been developed and announced (Rensburg 1998).

1.2.3.1 ABET after 1994

Since the democratic elections which took place in 1994, the government's efforts in relation to ABET were directed towards the formulation of ABET policies. These discussions about policies culminated into the realisation of a National ABET policy in 1997.

The Department of Education (1997: 22) states that the challenge facing the Adult Basic Education and Training sector is to ensure that it retains its significance and importance as part of reconstruction and development and as a basic human right. Further to this challenge is the need to negate the tendency which views ABET provisioning simply as a second chance schooling system and, especially that view which sees it as a second-chance finishing school opportunity.

The Department of Education (DoE) aims to integrate ABET into lifelong learning, a process which will stimulate and empower adult learners to acquire and apply the knowledge, skills and attitudes required to realise their full potential (Department of Education, 1997: 16).

1.3 Aim of the study

At present, ABET policies seem well formulated but it appears that the department is experiencing problems- especially with respect to the implementation of these policies.

The main aim of the study is to investigate problems affecting the implementation of Adult Basic Education and Training policy in the Limpopo Province. I believe that this study could contribute towards the development of more effective implementation strategies of the ABET policy in the Limpopo Province.

1.4 Research questions

This study attempts to identify and address problems that hinder the effective implementation of Adult Basic Education and Training policy in the Limpopo Province.

The main question of the study is:

*What are the problems affecting the implementation of ABET policy in the Limpopo Province?

The following are the sub-questions of this study:

*What are the key components of ABET policy?

*What are the strategies to implement ABET policy in the Limpopo Province?

*What kind of problems are experienced during the implementation of these strategies?

*What are possibilities to improve ABET policy implementation in the Limpopo Province?

1.5 Delimitation of the study

To answer these questions I have decided to focus on region two (2) of the Limpopo Province for data collection of my research project.

The selection of this region has been influenced by pragmatic considerations, such as the presence of the University of the North where the Adult education Department and the researcher are based. As indicated earlier that the Limpopo Province is characterised by a high rate of illiteracy, unemployment, more rural areas, poverty etc, as a result region two might resemble the same characteristics. As such the findings may be relevant to other regions in the province which experience similar conditions. I will however be very careful of overgeneralisation because the areas and regions could differ from one another in for example the existence of projects, number of centres and geographical features. However the results of this study could have an important exemplarian value for other regions in the Limpopo Province.

Another delimitation of the study concerns the following. There could be a need to discuss the problems affecting the implementation of ABET policy within the broader context of Growth, Employment and Redistribution (GEAR) policy. Indeed, a critical analysis of the relationship between ABET policy and the objectives of GEAR is important. However, this would go beyond the chosen scope of this study.

Chapter 2: Theoretical Framework

2.1 Introduction

A key assumption of this study is that the Department of Education is experiencing severe problems with respect to implementation of ABET policy. It is the intention of this chapter to outline/discuss, in broad terms, those factors that are often suggested by people in the field as key problematic areas.

2.2 Funding

It is estimated that about 1% of the general education budget is allocated to ABET and this could make it difficult for the ABET section to implement its projects. The huge distances between centres in the province and the lack of transport due to shortage of funds seem to hamper coordinators from fulfilling their obligations. The shortage of appropriate learning materials available to adult learners could be one of the major factors affecting delivery at public adult learning centres (Houghton et al, 1999: xi).

Jansen (2001: 280) argues that the adoption of Growth, Employment and Redistribution policy in June 1996 as the macroeconomic policy effectively puts a cap on government spending. The reduction in state expenditure was one of the recurring themes of state departments, led by the Finance portfolio, in an effort to ensure 'fiscal discipline'. A policy such as GEAR does not seem to do any good to the ABET sector which appears to need more funding from the government.

Despite the claims that GEAR was also about equity and redistribution, in practice the goal of macroeconomic policy after apartheid was principally to ensure that 'the fundamentals are in place'. In the case of education, this meant that no significant levels

of new funding would be allocated to this portfolio. There was therefore very little room to manoeuvre in putting policies into practice in the years following the elections.

It appears that the Ministry of Education has lots of constructive ideas formulated in the Adult Basic Education and Training policies to tackle issues of social development, but it seems difficult to operationalise those policies due to the limited funds which are allocated to the ABET section.

Politicians such as the Minister of Education, Professor Kader Asmal and other senior officials made promises on how they want to combat illiteracy in South Africa but little is said about the implementation plan, and the amount they want to spend in ensuring that their intentions around ABET succeed.

2.3 Limited capacity in human resource

The issue of human capacity is often looked at from two points of view, namely: The one of staffing and that of capacity related to training. In the ABET sector it is often suggested that there is a shortage of required skills among the ABET coordinators and officials from the Department of Education who are involved in implementing the ABET policy (Hulst and Kerkof, 2000).

Houghton et al (1999) in their survey on ABET in the Limpopo Province, argue that the largest threat to the realisation of a provincial multi-year implementation plan is the lack of technical skills necessary to take the plan forward, which is exacerbated by the very low staffing levels within the ABET sub-directorate in the Department of Education in the Limpopo Province.

Of critical importance is that although the DoE has formulated interesting policies for ABET what remains questionable is whether the ABET officials are able to implement these policies. One wonders for instance whether the introduction of the cascade model, (i.e. that a small group of trainers who have been trained at the national level who in turn

train facilitators/coordinators who would then train educators), is effective enough to be able to empower them to implement the ABET policy. Educators are expected to apply the knowledge that they gained during the training workshops (normally of short duration) in their everyday teaching experiences.

The policy mentions that adult educators are supposed to recognise and organise the prior knowledge and skills which all learners bring to the learning process. This kind of duty requires highly trained educators. However there seems to be a lot of adult educators who are underqualified and are not adequately trained to teach adult learners and this might disempower adult learners from acquiring skills and attitudes required to realise their full potential.

Cloete & Muller (1998: 534) express doubt on whether the government officials have the capacity to implement policies by stating that *“in forum after forum, South Africans have been praised for the promulgation of policy, its sophistication and its quality but one wonders whether these officials have the ability to ensure that these policies are implemented”*. A striking, though not uncommon example, is the comment in the Higher Education Review (1996) on the report of the National Commission on Higher Education (NCHE): International experts have described the NCHE proposals for reform as one of the best tertiary education policy documents ever written, but has questioned the government’s ability to implement them.

Jansen (2001: 274) indicates that *“where policy and planning are strongly connected, one would expect a government bureaucracy to outline concrete steps that would be taken to implement such policies. Such implementation plans need not accompany the immediate policy announcement, but would typically follow soon thereafter”*. This appears not to be the case with the ABET policy, there are stated intentions on how to implement the policy but it seems that in practice little is done to implement the policy maybe due to limited capacity in human resource.

Jansen (2001) further states that dramatic policy announcements and interesting policy documents continue to make no or little reference to the modalities of implementation. It appears that during the development of the ABET policy there were no implementation strategies put in place, but it seems to be something which comes as the policy is being introduced to the people.

2.4 The quality of consultation during ABET policy formulation

Jansen, (2001: 278) states that the emphasis of the South African government on the policy development is expressed through the heavy attention paid to formal participation in the policy process irrespective of its final outcomes. The government (DoE) spent a lot of time ensuring that there were enough representatives from the provinces, rural areas, black scholars, Non Governmental Organisation (NGO's), representation based on expertise and constituency, and so on. It is this faith in process itself that granted legitimacy to policy, irrespective of the final outcome.

Jansen' view is supported by Mathe (2001) who indicates that in other instances, the government circulates documents for public comments, and when members of the public and civil society organisation comment, their views are not taken into account, instead they are acknowledged as having made contributions by the listing of their names at the back of an unchanged document.

In the policy document, the National Department of Education explains the way stakeholders participated in the formulation of ABET policy. However, Mathe argues that *"in the name of consultation, educators from different ideological backgrounds, sectors and disciplines are flown to Pretoria (at a huge cost to South African taxpayers and foreign donors) to create a system of education, including ABET. Only excluded are the ABET learners themselves because their inclusion would mean engaging in a bottom-up process of policy development that would obviously be 'inappropriate'"* (2001: 40).

Based on Mathe's assertion, it appears that the DoE prefer the top-down process of policy development which obviously do not seem to be suitable for the ABET sector as it does not include some of its important stakeholders such as the adult learners.

Jansen (2001) argues that the concept of participation in South African policy development is problematic when one considers the following limitations of participation in education policy making:

While groups are invited to participate, this does not mean that their views are taken into consideration. It is usually the views of the foreign experts that have much influence in most of the education policies. Even if there was a broad participation during initial debates of the policy development, its final adoption may not have been widely discussed and criticised.

Most groups participating in the policy formulation have unequal power and expertise in different policy forums, leading to different kinds of emphases in policy outcomes. The role of learners and adult educators has consistently been marginalised in several consultation meetings which led to the adoption of the ABET policy. While adult educators may appear as an invited constituency on those policy-making forums, they seldom show up to participate in such bodies. It is mostly school teacher unions who are vocal in these meetings about issues which have to do with ABET and one wonders whether they have the expertise to tackle issues of adult learning.

Participating sometimes emerges at a point where the policy framework has already been decided upon. For example, no adult educators were involved in the discussions that led to the decision about the recognition of prior learning.

Participation is sometimes confused with consultation, the latter being a process of simply securing approval for final plans that may or may not be modified based on the consultative inputs received. At some point, even participation becomes a threat to central authority. Under advice that the provinces constitute a problem with respect to the

implementation of government policy, the new Minister of Education, Kader Asmal, spoke openly about this dilemma and his strategy to deal with it:

"I will invoke 'co-operative governance' as the means for dealing with provinces, as provided by Section 100 of the constitution".

The point is that participation in policy-making and policy implementation invariably generates questions about the scope of authority of central government in relation to other authorities and constituencies (Jansen, 2001: 279). This is an interesting argument to be further investigated in this study.

2.5 The problem of ABET in reaching the most socially excluded people

One of the goals for the establishment of ABET policy is to serve the needs of a diverse range of learning constituencies. However due to shortage of funding and lack of capacity in human resources this is proving difficult to do, especially in the case of rural communities where individuals are sometimes difficult to reach.

There also seems to be insufficient strategies to recruit adults into the programme more especially, those that live in remote areas. The Department's aim to combat illiteracy is therefore compromised as centres in many instances are unable to attract sufficient numbers of adult learners.

When the ABET policy was developed it was indicated by the DoE officials that they want to combat illiteracy which is existing in many communities countrywide. Such a call was supported by the Minister of Education, who on taking over as the Minister of Education in 1999 said: *"I propose to wipe out illiteracy in South Africa within five years"* (Practitioner, 1999).

The promise (campaign) made by the Minister gained prominence and was widely supported by most stakeholders in education despite the fact that he did not outline an implementation plan to accompany the promise that he had made. When policies (such as the ABET policy) are developed in education very little is said about the strategies to ensure that it reaches the most socially excluded people.

The ABET policy reiterates the Department's commitment to ABET which is formulated as follows:

“A literate South Africa within which all its citizens have acquired basic education and training that enables effective participation in socio-economic and political processes to contribute to reconstruction, development and social transformation” (Department of Education, 1997: 9).

The National Department of Education (1997:13) has identified the following groups as priorities for mobilising and enrolling learners in Adult Basic Education and Training programmes:

Disadvantaged women

Women who have been unable to access or complete primary schooling and who are unemployed or under-employed, and who are over the age of 30 years. Special attention will be placed on women in rural areas and in squatter settlements.

Women with special needs

Women who have been unable to access or complete primary schooling, who are over the age of 30 years and who have been or are in prison, on shelters, on farms, and the like.

Disadvantaged youth

Persons between the ages of 15 and 30 years who have been unable to access or complete primary schooling.

Youth with special needs

Persons between the ages of 15 and 30 years who have been or are in prison, in places of safety, in shelters, on farms, etc. and who have been unable to access or complete primary schooling.

Persons with disability capable of independent learning

Persons with disability who have been unable to access or complete primary schooling for reasons other than the nature of the disability itself. For example, life circumstances, inaccessibility of institutions, lack of suitable resources and unfriendly institutions.

The inequalities created by apartheid need to be addressed through the development of an ABET system which addresses national, provincial and local needs of adult learners. It will be important to see in the following chapters whether the DoE does actually address the needs of the above-mentioned groups in their daily programmes. It is also worth noting that the department does not seem to say anything about men when talking about groups that need to be prioritised for mobilising and enrolling in Adult Learning Centres.

2.6 ABET policy in the Limpopo Province

In response to the formulation of the ABET policy in South Africa in 1997, the Limpopo Province in September 1998 adopted a multi-year implementation plan as their own long-term realisable goals for the Province. However it is widely argued that there are serious weaknesses in this strategy. For example, Mellema argues that the plan was not based on any reliable data and it failed to include the private sector in the process during its formulation (1999: 28).

He argues that there are serious shortcomings with respect to the Cascade training programme. In his view the training (programme) was never evaluated, and the ABET directorate admitted having problems with the dissemination of the learning materials for this training programmes (1999: 31).

He further indicated that some interviewees said that the training offered by coordinators is not effective as compared to the training that is offered by Project Literacy (Prolit)⁴. Those who took part in the training offered by Prolit said that they are satisfied with the organisation of the training activities, and they were positive about the relevance of the training.

A further problem indicated by Mellema has to do with the shortage of staff and money at the regional and district levels. *“Officially there should be 2 officers at each region and district office, but in practice, there is no money to appoint more people”*, (1999: 32). Due to the problem of under-staffing in the province, it appears that regional and district coordinators find themselves ineffective or feel that they are not able to execute all their tasks properly as they are supposed to (Mellema, 1999).

The plan, while proclaiming that the province enjoys ‘the political will necessary for larger scale ABET provisioning’ admits that “the largest threat to the realisation of this plan in the Limpopo Province is both financial and the lack of technical skills necessary to take the plan forward, (Houghton et al, 1999).

The fact that there is no well-developed ABET finance section in the province could also be a contributing factor towards the implementation problems of ABET policy in the Limpopo Province.

2.7 Critical areas (factors affecting the implementation of the ABET policy)

Using Mellema’s criticisms of the multi-year implementation plan as a starting point, this study then canvassed the opinions of several stakeholders around these issues. Exploratory interviews were conducted with a wide range of practitioners in the ABET

⁴ Prolit is a non governmental organisation (NGO) which has been contracted by the Department of Education to provide training, learning materials and equipment in Ikhwelo centres.

field in the LP. These included the Sub-directorate, regional coordinators and district coordinators.

Mellema (1999) sees the following categories as factors that affect the implementation of the ABET policy in the Limpopo Province, namely: Funding and human capacity (staffing and training). At the conclusion of the exploratory interviews it was clear that the quality of consultation during ABET policy formulation and the problem of ABET in reaching the most socially excluded people in the Limpopo Province were also possible factors affecting the implementation of ABET policy in the LP. These factors became the four initial critical areas that this study aimed to investigate.

2.8 Definition of key concepts

2.8.1 Adult

A wide range of concepts are involved when we use the term 'adult'. The word can refer to a stage in the life cycle of the individual, he or she is first a child, then a youth, then an adult. It can refer to a status, an acceptance by society that the person concerned has completed his or her novitiate and is now incorporated fully into the community. It can refer to a social subset: adults as distinct from children or it can include a set of ideas and values: adulthood (Rogers, 1986: 5).

At its simplest, therefore, adulthood may be defined purely in terms of age. Thus, in South Africa, people are generally assumed to become adults at 18 years when they get the right to vote. This is however not always the case as people are also regarded as adults when they get children despite their younger age.

2.8.2 Adult Basic Education and Training

The Department of Education (1997: 5) states that Adult Basic Education and Training is the general conceptual foundation towards lifelong learning and development; comprising of knowledge, skills and attitudes required for social, economic and political participation and transformation applicable to a range of contexts.

Adult Basic Education is flexible, developmental and targeted at the specific needs of particular audiences and, ideally provides access to nationally recognised certificates.

What distinguishes Adult Basic Education and Training from other learning sectors is the learner audience, namely, adults and out-of-school youth, aged 15 years and older, who have had no or inadequate schooling (A National Multi-year implementation plan, 1997: 5).

2.8.3 Implementation

It is the carrying out of the specific objectives. Implementation of a specific plan of action entails action strategies in which ABET practitioners engage to assure that the plan is carried through to successful completion (Boone, 1985: 130).

Implementation is a political process, it focuses on what happens in practice. It is concerned with the nature and extent of actual change, as well as the factors and processes that influence how and what changes are achieved. The implementation process entails the translation of decisions into actions. This stage is distinctly political in character and involves important decisions about the broad policy guidelines agreed to by Parliament. Although the actual implementation of policy is in the hands of appointed officials, the minister, as political office-bearer, remains responsible for all actions or inactions, and successes or failures in the executive institutions for which he or she is responsible (Van Niekerk et al, 2001: 96).

Much that happens during the implementation of policy may appear to be routine, mundane, or tedious, and the public may have little awareness of what is going on. Nonetheless, the consequences of implementation for the content or substance of policy, and for its success, is every bit as important as what transpires during the adoption stage. Indeed, if implementation fails, then all that proceeded was of no avail (Anderson, 2000: 202).

2.8.4 Policy

Policy is any governing principle, plan or course of action. It is a course or principle of action adopted or proposed by a government, organisation, business, etc.

Anderson (2000: 2) states that the term Policy designates the behavior of some actor or set of actors, such as an official, a government agency, or a legislature, in an area of activity such as public enterprise. Policy provides the guidelines, but its implementation depends on practice. Badenhorst, Calitz, Van Schalkwyk and Van Wyk (1987: 11) indicate that policy must therefore be evaluated continually.

Anderson (2000) further states that *“public policy is a relatively stable, purposive course of action followed by government in dealing with some problem or matter of concern”*. First, the definition links policy to goal-oriented action rather than to random behavior or chance occurrences. Public policies in modern political systems do not just happen. They are instead designed to accomplish specified goals or produce definite results, although these are not always achieved. The goals of a policy may be somewhat loosely stated and cloudy in content, thus providing general direction rather than precise targets for its implementation.

Second, policies consist of courses or pattern of action taken over time by governmental officials rather than their separate, discrete decisions. A policy includes not only the decision to adopt a law or make a rule on some topic but also the subsequent decisions that are intended to enforce or implement the law or rule.

Third, public policies emerge in response to policy demand, or those claims for action or inaction on some public issue made by other actors - private citizens, group representatives or legislators and other public officials. In short, some demands simply call for action; others also specify the action desired.

Fourth, policy involves what governments actually do, not just what they intend to do or what officials say they are going to do. If a legislature enacts a law requiring employers to pay no less than a stated minimum wage but nothing is done to enforce the law, and subsequently little change occurs in economic behavior, it seems reasonable to contend that public policy actually takes the form of nonregulation of wages.

Fifth, a public policy may be either positive or negative. Some form of overt governmental action may deal with a problem on which action is demanded (positive), or governmental officials may decide to do nothing on some matter on which government involvement was sought (negative). In other words, governments can follow a policy of *laissez faire*, either generally or on some aspects of economic activity.

Finally, public policy, at least in its positive form, is based on law and is authoritative. Members of a society usually accept as legitimate the facts that taxes must be paid, import controls must be obeyed, and highway speed limits must be complied with, unless one wants to run the risk of fines, jail sentences or other legally imposed sanctions or disabilities. Thus public policy has an authoritative, legally coercive quality that the policies of private organisations do not have.

Public policy can therefore be seen as the formal or stated decisions of Government bodies. However, policy is better understood as the linkage between intentions, actions and results. At the level of intentions, policy is reflected in the stance of government (what government says it will do). At the level of actions, policy is reflected in the behaviour of government (what government actually does). At the level of results, policy is reflected in the consequences of government action (the impact of government on the larger society), (Heywood, 1997: 382).

2.8.5 Social exclusion

It refers to a situation where an individual is unable to participate in a particular social setting on the basis of lack of required skills necessary to do that.

According to Rampedi and Zeelen (1998: 8) social exclusion refers to “*situations involving precarious incomes or poverty; being on the margins or out of the labour market with limited prospects of securing a foothold in it, experiencing housing and community environment equally typified by impoverished economic and social opportunities.*”

Different social categories will correlate closely with, and be influential on, the experience of exclusion -social class, gender, disability, membership of linguistic or cultural minorities and refugees (OECD, 1997).

Rampedi and Zeelen (1998) further state that for people who are excluded from this process or those who are not willing to participate, the generalisation of lifelong learning may only have the effect of increasing their isolation from the world of the knowledge-rich. The consequences are economic, under-used human capacity and increased welfare expenditure, and social, in terms of alienation and decaying social infrastructure.

Considering the work-and living conditions in the Limpopo Province with for instance the high rate of unemployment (more than 45%) and the high level of illiteracy (40%), the proportion of people who are socially excluded is very large.

Chapter 3: Methodology

3.1 Introduction

In this chapter I will start by stating the design of the study. The main focus of this chapter will be to discuss the two paths of data collection. There will be an explanation and discussion of the instruments that were used to collect data from different role players in various phases of data collection. I will further explain how the data that have been collected from various phases were analysed using qualitative data analysis methods. The chapter will be concluded by discussing what I call 'reflections', a section which is about what I learnt during this process, and the difficulties that I encountered during the process of this research.

3.2 Research design

I decided to undertake an implementation study to understand the kinds of problems which might be affecting the implementation of the ABET policy in the Limpopo Province. On the basis of the knowledge that I might gain I hope to offer suggestions as how to address these problems that hinder the effective implementation of ABET Policy. This approach is also supported by Patton (1987: 27) who states that it is important to know the extent to which a program is effective after it is fully implemented, but to answer that question it is first necessary to know how, and the extent to which, the programme was actually implemented.

This study is qualitative in nature, in the sense that it produces descriptions of how and why people do certain things. It is closely linked to the critical research paradigm and a humanist approach to the people being researched (Winberg, 1997: 39).

The study intends to evaluate how the ABET Policy is being implemented in Region two of the Limpopo Province. I will look into the aims and objectives of the policy and to determine the degree to which the programme has been implemented and how successful it is in providing the intended target population with the resources, services and benefits envisioned by the developers of the policy (King, Morris and Fitz Gibbon, 1987).

This study has two paths of data collection, namely: Reviewing of policy documents in ABET and fieldwork. The fieldwork path is divided into two phases, of which the first phase was a more exploratory phase and the latter an extensive fieldwork phase, with four stages of data collection.

3.3 Data collection

I decided to classify the data collection processes into two paths. The first one has to do with reviewing relevant documents in ABET, and the second path has to do with the data that has been collected in the field using different instruments of data collection for the different phases of my data collection. The purpose of each phase will be discussed later.

3.3.1 Policy documents

The first path of data collection of this study was to review the relevant policy documents in Adult Basic Education and Training and other policy studies. I reviewed the National Policy document on ABET, to look into its aims and objectives, target groups and the key components. I also reviewed the provincial multi-year implementation plan draft for the Limpopo Province since there is not yet a policy document for the province.

I grouped the data that I gathered from the Policy documents into themes, then analysed using the data matrix.

The following is an example of the data matrix used:

Objectives	ABET policy at national level	A provincial multi-year implementation plan
Funding		
Staffing		
Training		
Excluded target groups		
Consultation		

This process has increased the likelihood that the phenomenon of interest should be understood from various points of view and ways of knowing. The information that I gained from the documents has provided me with an overview of the kinds of problems that might be affecting the implementation of ABET policy in the Limpopo Province.

3.3.2 Fieldwork

The second path of data collection of this study is from the fieldwork. It is divided into two phases, of which the first phase was more an exploratory phase and the last one was an extensive fieldwork phase, which had four stages of data collection. I conducted the exploratory phase together with a staff member of the department of adult education, University of the North. In the extensive fieldwork phase, I interviewed different role-players about problems which might be affecting the implementation of ABET policy in the LP.

3.3.2.1 Exploratory phase

In this phase of data collection, a staff member⁵ of the department of adult education and myself decided to do an exploration study in the Limpopo Province to gain an insight into

⁵ Mr Rampedi is doing an implementation study for a Phd on a much larger scale than myself.

the ABET field and to understand the kind of problems which could be affecting the implementation of the ABET policy in the Limpopo Province. This phase was also conducted in the context of the on-going research activities of the Department of Adult Education of the University of the North.

We had interview sessions with all the seven (7) regional coordinators of the Province. Fourteen districts (14) out of a total of thirty-one (31) were interviewed through their district coordinators. One visit was undertaken to a centre in Mavumba primary school in Region 5, in the Ritavi district in the course of this preliminary study, and interviews were conducted with two educators at the centre. We also had two interviews (one before and another after the trips to the regions) with the Provincial Adult Education sub-directorate in Pietersburg. Our interviews were more exploratory in nature but our questions were informed to some extent by our respective theoretical frameworks.

On the 30th August 2000, we had an invitational conference where the tentative results of this phase were presented to the field, where the provincial and the national departmental representatives were present. These tentative results served as a basis for the next stage of the research.

3.3.2.2 Extensive fieldwork phase

This phase is divided into four (4) stages of data collection, where in I had interview sessions with various role players in the ABET field. The data that has been collected in one stage formed the bases for further interview questions that were to be asked in the following stages.

3.3.2.2.1 Stage 1: District coordinators and centre managers

In this first stage of data collection I held interview sessions with all the six (6) districts of Region two (2) in the province. I had interviews with five of the six (6) district

coordinators in the region, the other coordinator could not participate in the interview session⁶ due to her busy work schedule.

Within districts I also talked to 3 centre managers. At the same interview session was the district coordinator (except in Zebediela district where I only talked to the coordinator who had recently left the job as a district coordinator, and as a result it was very difficult to have him and centre managers in the same session). In all these interviews I used the open-ended questions when talking to the above-mentioned interviewees. I used the following criterion for the selection of three centre managers per district who participated in the same interview session with district coordinators. Centre managers were selected from three different centres in districts, namely: Ikhwelo centres, a centre that is regarded as good by the field, and any ordinary Public Adult Learning Centre (PALC's).

Tentative results of this stage served as a basis for the next stage of data collection which was an 'in-depth' investigation into the kind of problems which could be affecting the implementation of the ABET Policy. The draft report made from this stage has been presented to all the people who participated in the interview session.

This stage was probably more empowering for me as meeting with the officials gave me insight into the kinds of problems which could be affecting the implementation of ABET policy in the Province. Guba and Lincoln (1989: 153) state that the interview techniques enable the researcher to ask more and more pointed questions. This implies that the interview also allows the researcher to probe further for more information and clarity.

3.3.2.2.2 Stage 2: Educators

In this stage of data collection I held interview sessions with two or three educators in one centre of each of the six (6) districts of region 2. I had a total of six (6) interview sessions with the educators, one session per district. All of the sessions were in-depth

⁶ The said coordinator indicated that she is very occupied with her duties, and as a result she could not partake in the interview session.

interview sessions. Regrettably was the fact that some of the educators who turned out for the interview sessions were amongst the educators who were volunteering to teach adult learners during the time when ABET activities were said to be officially terminated, and some of these educators have not been re-hired.

My intention in this stage of data collection was to get a broader view and clear understanding of problems that might be existing in the ABET sector from the perspective of the Educators (Babbie, 1995).

3.3.2.2.3 Stage 3: Centre Governing Bodies

In this third stage of data collection I held interviews with one Centre Governing Body (CGB) per district in region two of the Limpopo Province. I had these interview sessions at the same centres where I held interviews with the Educators. I had a total of five (5) focus groups interview sessions, and the sixth one could not take place because the CGB had not been established in that centre at that time.

Centre Governing Bodies normally consist of educators, local government officials, adult learners, school principals, and other community representatives. The composition of the CGB differs from one centre to the other because of where that centre is situated, and it also depends on the number of stakeholders who want to be part of that CGB. Some have 6 people, others 7 while others have 12 people. In some CGBs the centre manager is a member while in others s/he is not.

The aim of this stage of data collection was to determine the attitudes, preferences and opinions of the CGBs about ABET and its effects on the communities (Spradly, 1980). This stage has also enabled me to understand some of the possibilities that one might use to improve the ABET Policy implementation in the Limpopo Province. The group dynamics that occur in focus groups very frequently bring out aspects of the topic that would not have been anticipated by the researcher and would not have emerged in the previous stages of data collection.

3.3.2.2.4 Stage 4: Region two coordinator

I completed the extensive fieldwork phase (stage 4) of data collection by interviewing one of the Region two (2) coordinators for the second time. The first time was during the exploratory phase where I interviewed both coordinators while the second time was during the extensive fieldwork phase. The interview session was based on the responses that district coordinators, educators and CGBs made. In the second phase I only talked to one coordinator who was available for the interview session, and an apology was given on behalf of the other coordinator who could not form part of the interview session due to ill health.

The aim of this stage of data collection was to verify the data that I gathered from the interview sessions held with district coordinators, centre managers, educators and centre governing bodies. I also needed to understand how the termination of educators' services has affected the ABET field.

3.4 Observations

As I went to the following centres to do interviews with Educators and CGBs, I also did some observations in those centres. The intention of doing observations was to enable me (the researcher) to have an understanding of the environment under which teaching and learning takes place. I went to three Ikhwelo centres, namely: Maupye in Bochum district, Madisei in Mogodumo district and Rakopi in Mankweng district and I also went to three ordinary public adult learning centres, namely: Setlhako in Konekwena district, Khureng in Zebediela district and Reverend Malatjie in Polokwane district.

The categories for observation in those centres were infrastructure, teaching and learning materials, stationery, class attendance, lesson presentation and class participation.

3.5 Data analysis

The information that I have gained from reviewing documents (policies) gave me a broader understanding about the kinds of problems that exist in the ABET sector and it also helped me in structuring interview questions for the ABET officials from the Department of Education.

The data that has been collected in the fieldwork path has been grouped into themes, then analysed using the data matrix.

The following is an example of data matrix used:

Variables	Bochum district	Zebediela district	Mogodumo district	Polokwana district	Konekwena district	Mankweng district
Funding						
Staffing						
Training						
Excluded target groups						

This is in line with what Miles and Huberman (1994) suggested that when you're working with text or less well organised displays, you often note recurring patterns and themes which pull together many separate pieces of data.

3.6 Reflections

This section is about my experiences during the process of conducting this research project.

3.6.1 Main learning areas

I have learnt that a good proposal is a basis for a good research because as a researcher you can always refer to your proposal as you continue with your research activities, and if you have a good proposal it is much easier to do data collection.

I have also learnt that all steps (instrument development, data collection and data analysis) are linked. It is good to make use of flexible instruments during the data collection because it makes one's work easier.

3.6.2 Difficulties

The last three stages of my data collection had to be delayed by a period of 6 months due to the termination of educators' services which took place from the 31st December 2000 till mid-May 2001. During the process of data analysis I discovered that it is very difficult to analyse different voices. I also had a problem of time constraints during my data collection stages because most interviewees prefer to talk a lot.

Of concern to me was the fact that in some in-depth interview sessions there were more than two educators, a situation that could have influenced the other educators' responses. At the same time, however, I think that most of the themes that were talked about require facts so it might have been difficult for one educator to influence the responses of others.

Before the interview sessions could take place with CGBs I noted that the educators that I interviewed early on form part of the CGBs, and as a result their active participation in the CGBs interview sessions could have influenced the outcome of the interview to an extent that it took a similar shape to the session I had with educators.

Chapter 4: Policy analysis

4.1 Introduction

In order to gain insight into the Adult Basic Education and Training policies of the government, I decided to seek an answer to the following sub-question of the study:

-What are the key components of ABET policies?

In this chapter I will outline and discuss the objectives and the key components of both the National ABET policy and the provincial multi-year implementation plan of September 1998.

In my discussion about the key components I will also explain how they (components) relate to the factors (critical areas) that I identified as possible problematic areas that could be affecting the implementation of ABET policies in the Limpopo Province. I chose to concentrate on the provincial multi-year implementation plan because there is currently no ABET policy document available for the Limpopo Province.

4.2 ABET policy at National level

4.2.1 Objectives

The policy document on Adult Basic Education and Training (Department of Education Directorate, October 1997: Policy Document on Adult Basic Education and Training) state the intentions of the Government (DoE) in relation to ABET as follows:

“The two main purposes of the policy document are to help adult education practitioners and planners to promote, implement, monitor and evaluate vigorous ABET practices in

their programmes, and to ensure that ABET occupies a central place in the development of the education and training system in our country...”(p. iv). These objectives are in turn based on a vision for ABET which is stated as follows:

“A literate South Africa within which all its citizens have acquired basic education and training that enables effective participation in socio-economic and political processes to contribute to reconstruction, development and social transformation” (p. 9).

“The National Multi-year implementation plan of October 1997 state that the challenge facing the Adult Basic Education and Training sector is to ensure that it retains its significance and importance as part of reconstruction and development and as a basic human right. Further to this challenge is the need to negate the tendency which views ABET provisioning simply as a second chance schooling system and, especially that view which sees it as a second-chance school opportunity” (p. 22).

It further states that the “The global vision for ABET in South Africa is the eradication of illiteracy through the development and recognition of a skilled and knowledgeable adult learners population” (p. 9).

The ABET sector needs to transform itself in such a way that it will be able to meet the needs which adults have as they come to Adult Learning Centres.

4.2.2 Key components of the ABET policy

To achieve the above-mentioned objectives the Department of Education has formulated the ABET policy which has the following as its key components:

a) Institutional infrastructure

The first objective of the ABET policy at national level is the establishment of institutional infrastructure which will service the needs of all South Africans, but

particularly for the needs of the poorest and most disadvantaged communities in our society. The policy indicates the following in relation to institutional infrastructure:

“Recognising the need for ABET and working towards the realisation of the vision for ABET and its accompanying policies and plans require the building of appropriate infrastructure within the department of education.

The department of education is currently addressing this within the parameters of its broader restructuring programme. The limitations of the institutional infrastructure for ABET at provincial level are also under consideration. In terms of the constitution, budgets for plans and the corresponding infrastructure are developed at provincial level” (p. 13).

b) Lifelong learning

The second objective of the policy is to make ABET the first stage in a process of lifelong learning for adults, and the policy says the following in relation to it:

“The department sees ABET as both parts of and as a foundation for lifelong learning. Therefore many of its policy concerns attempt to integrate ABET into lifelong learning as a sustainable level of literacy, numeracy, basic, general education and certificated career paths” (p. v).

c) Curriculum, assessment and materials development

The third objective of the ABET policy at national level is the development of curriculum, assessment strategies and learner support materials. This objective is articulated as follows:

“The Department is developing a broad national curriculum framework to assist the provision of quality ABET learning programmes within the provisions of the South Africa Qualification Authority (SAQA)...

...The development of learning and support materials will receive strong departmental support, including an annual audit of ABET materials (available, in use and in production). The capacity of practitioners to develop appropriate learning and support materials will also receive attention” (p. vi).

d) Social mobilisation

The fourth objective of the policy is the mobilisation of support for ABET activities. For adult basic education to achieve its objectives, that of eradicating illiteracy in South Africa, there is a need to have massive recruitment campaign of adult learners into centres (classes). The policy says the following around mobilisation of learners:

“Building on international experience, the department recognises the importance of mobilising around the vision of a society with universal basic education”...(p. vi).

“In South Africa social mobilisation should prioritise a campaign for providing and implementing ABET to enhance the viability of ABET as a popular intervention, and to motivate learners as participants and actors in a socially and historically significant programme” (p. 35).

e) Practitioner development

The fifth objective of the ABET policy at national level has to do with the development of practitioners in ABET using training methods which will empower educators to be able to teach all the eight learning areas. The policy indicate the following about this objective:

“The training and orientation of ABET practitioners in the new framework will receive high priority” (p. vii). “All ABET practitioners (educators, trainers, education managers, curriculum and materials and co-developers) at all levels of the system should be equipped with the knowledge, skills, attitudes and values required to implement ABET programmes... This will require training in adult education principles, philosophy, values and teaching/facilitation methods” (p. 31).

f) Professional, technical support and research

The sixth objective of the policy is about the professionalisation of ABET through research. ABET is an area which is under researched, and doing research in the ABET field will play an important role towards its professionalisation. This objective is articulated as follows:

“The ABET system needs to be systematically developed and promoted to become a professional field in its own right as with any other field of education” (p.33). “The Department will support these processes by strengthening professional and technical support and research in co-operation with other role-players” (p. vii).

g) Monitoring and evaluation

The seventh objective of the policy is effective monitoring and evaluation of all aspects of the ABET delivery within the context of the ABET policy at national level. The policy says the following about this objective:

“The policy will need to be continuously reviewed to ensure its ongoing relevance and to identify the strengths and weaknesses that will develop the system further” (p. 40).

“The department sees the ABET educators as both the primary source of evaluation information and the primary player in formative evaluation” (p. 38). “To this end the department will support training programmes in evaluation and monitoring for ABET

practitioners” (p. vii).

h) Financial implications

The policy says the following about the financial implications for the provision of ABET:

“...The cost of the provision of programmes for out-of-school youth and adults who require basic (general) education cannot be carried by public funds alone. It is envisaged that the funding of ABET provision will be shared among a variety of partners coordinated through the ABET sub-council of the national council for Education and Training.”...(p. 41).

4.3 A Provincial Multi-year implementation plan

The ABET Directorate of the Department of Education in the Limpopo Province has announced its own implementation plan which advocated the intentions and commitment of the department in relation to Adult Basic Education and Training, (ABET Directorate, September 1998: A provincial multi-year implementation plan for Adult Education and Training).

4.3.1 Objectives

The multi-year implementation plan intends to reverse the historic neglect of ABET in the province. It aims, amongst other things, to set clear targets and time frames for extending the provision of adult basic education and training so as to reduce illiteracy in the Province. This document pronounces the intentions of the ABET directorate around the following issues/areas:

a) Learner Enrolment

The first objective of the provincial multi-year implementation plan is around the target for learner enrolments in the province, and it is formulated as follows:

“The ABET directorate intend to have 26,003 learners who will be enrolling in ABET activities by the year 2001” (p. 13).

b) Curriculum framework

The second objective is the development and contextualisation of the curriculum, learning programmes and unit standards which the department intends to address as follows:

“...The province’s primary challenge will be in interpreting the eight unit standards into a provincial context and to establish learning programs that can be utilised by educators at all levels. Once learning programs are established, the province needs to assure that educators are trained to construct schemes of work and lesson plans.

Another area of challenge for the province is to meaningfully integrate skills training into ABET curriculum. This process is underway through preparations to pilot three skill-based electives learning areas-Agriculture; Agricultural Technology and SMME (Small, Medium, Micro Enterprise)” (p. 17).

c) Assessment

The third objective is the implementation of an appropriate assessment system for learners and its registration with the ABET Education and Training Quality Assurer (ETQA). The department has the following intentions in relation to assessment:

“Very little has been done in the Province to establish a provincial Assessment policy and system. It is crucial, for the credibility of ABET delivery that a provincial Assessment system is in place by the end of 1999.

A major decision the province needs to make will relate to the establishment of its own ABET Examination System (housed within the Examination Directorate) or whether to outsource to an agency such as the Independent Examination Board (IEB). The issue of one uniform examination system needs to be taken into account, so as to avoid different sectors writing different exams” (p. 22).

d) Effective learning institutions

For ABET to succeed there is a need to create effective learning institutions which will provide a high quality ABET programme within a well-managed provincial delivery plan, an objective which is formulated as follows in the Provincial multi-year plan:

“The Province has inherited adult learning institutions from eight previous education departments. The standards differed greatly between the different departments. The Province needs to create a uniform approach to delivery and the management of delivery. The decision has been made to pilot five learning centres. These centres will be monitored and evaluated in 1999 to attempt to provide a blue print for the establishment of ABET centres”...(p. 27).

e) Practitioner training and development

The fifth objective is the training and development of practitioners in ABET to deliver OBE programmes for all learning areas.

“The province has chosen to be part of a National Cascade Training Program. This program is the initiative of the National ABET Directorate. The province sends 10 trainers to training sessions that take place on a National basis for all provinces.

...These ten trainers will return to the province to train 96 (second tier) trainers who are then expected to train 100 educators per region. The training program is well underway in the province with 600 new educators having been trained in Curriculum 2005 and Outcomes Based Education, as well as in the use of learner support material. Apart from this Cascade model, the province has also planned for some of its own training initiatives” (p. 31).

f) Policy development

The sixth objective of the plan is the development of a provincial policy which would provide guidelines on issues such as accreditation and qualification framework for learners, practitioner training standards etc. The Department has the following intentions around the policy development:

“The Province does not have policy guidelines for adult education. Incidents that have occurred in the province have indicated the importance of clear guidelines. The Province intends having ABET Policy for the LP which will have clear guidelines”... (p. 34).

g) Mobilisation and advocacy

The seventh objective of the provincial plan is the mobilisation of support for all aspects of ABET delivery. Adult Basic Education is a section that has been neglected in the past, and there is a need to revive this section through massive mobilisation campaign of adult learners to be involved in literacy classes. The department has the following objectives in relation to mobilisation of learners:

“ABET is not an area which dominates the media spotlight, nor does it enjoy a major spot on the agenda of the various legislative bodies on a National and Provincial level. In a Province with a limited budget and a high illiteracy rate the ABET sector needs to find resources and find channels and support from all quarters.

To reach the enrolment targets set out in this plan, a constructive and multi-faceted mobilisation campaign needs to be launched to gain support and access to resources. At the same time, learners need to be recruited as well as kept in classes and a popularisation and de-stigmatisation of ABET needs to be one of the strategies to assist in this process. Mobilisation of learners needs to be conducted in a systematic fashion that links available infrastructure and resources to mobilisation and recruitment”...(p. 37).

h) Research and Development

The eighth objective of the plan has to do with the establishment of a provincial research Unit that would focus on issues of learner needs analysis, practitioner training and learning materials. The professionalisation of the ABET section through research is an important objective which is formulated as follows:

“Research into ABET related issues is a very neglected field in the province. ...As the Limpopo Province has one of the largest illiterate and semi-literate populations, research that will inform delivery is crucial”...(p. 39).

The University of the North is said to be researching on the establishment of an educator training programme while the University of Venda is reported to be having an interest in developing relevant research programmes (p. 39).

i) Monitoring and Evaluation

The ninth objective is the continuous evaluation and effective monitoring of all aspects of ABET delivery within the context of the multi-year plan:

“There is a need for effective monitoring at all levels within the ABET system. There must be support and development systems in place linked to monitoring and evaluation. ABET will remain a largely after hours activity and there is a need for incentives to work after hours and different working hours for all ABET supervisors and coordinators. There

is a need to develop monitoring skills and techniques and at all levels of the system”...(p. 42).

The document identifies the need for incentives, different working hours and appropriate training for ABET staff.

j) Financing and Resources

The tenth objective of the plan is the implementation of a sustainable financing strategy to resource all aspects of the plan. Limpopo Province is one of the poorest province in South Africa, as a result the question of financing ABET becomes important area which is formulated as follows:

“The Province needs to explore funding models that incorporate a plan for the funding of non-governmental organisations. Some regions have set objectives for their own fundraising activities and these activities will form part of the work of their Regional Council. Training of ABET regional staff in fundraising and financial management are crucial” (p. 44).

k) Financing and costing model for multi-year delivery plan

An overall objective of the provincial plan is the establishment of systematic delivery partnerships. The document acknowledges the present lack of real intersectoral partnerships in the province and notes that “Funders are sceptical of funding ABET NGO’s but are willing to look at funding partnership delivery plan”...(p. 47).

4.4 Policy implementation: Issues for further research

The contextualisation and critical analysis of the above-mentioned policies will be discussed in the following chapters after the empirical results of this study.

The following issues inform the strategy for further discussion of empirical data that will be handled in chapter five and six:

Targets

The ABET policy at national level do not seem to say anything about the number of adult learners they want to have at a given period. The multi- year plan indicates that the Sub-directorate intends to have 26,003 learners in the Limpopo Province who will be enrolling in ABET activities by the year 2001.

It will be interesting to see in this study whether the department has been able to meet such a target, at least in one of the regions and whether there is enough support from government to ensure that the department is able to meet such a target.

Lifelong learning

In the ABET policy the concept lifelong learning is seen as an important tool through which adult learners could develop themselves. However the multi- year implementation plan do not seem to say anything about lifelong learning.

Curriculum, assessment and materials development

The development of curriculum and learner support materials is acknowledged by both the ABET policy at national level and the provincial plan as an objective which will receive strong departmental support. Be that as it may, we will see in the following chapter as to whether region two of the Limpopo Province does actually receive strong support from the department when it comes to curriculum and materials development.

Mobilisation and advocacy

Both the ABET policy and the multi-year implementation plan do not seem to provide

clear strategies as to how learners are supposed to be recruited into adult learning centres. Neither do they give indications as to who is supposed to recruit these learners into classes. When talking about groups which are identified for mobilising and enrolling in ABET, there is nothing which is said about men and the fact that there is a need to recruit them into adult learning centres. It will be interesting to see in the next chapter how mobilisation and advocacy is being coordinated in region two which is a case of this study.

Practitioner training and development

Both the ABET policy and the provincial multi-year plan indicate that practitioner training and development is an objective that will receive high priority from the department. It will be nice to see in the following chapter how the training of educators has been perceived in region two of the Limpopo Province.

Professional, technical support and research

Both documents indicate that ABET has been a neglected field in the past, and that research in ABET becomes an important part towards its professionalisation. They further articulate the commitment of the department towards the development of the ABET field through research.

Both documents do not seem to say anything about how to do needs assessment of adult learners as they come into adult learning centres. We will see in the following chapter as to whether the department does put efforts and resources towards the development of the ABET field in terms of needs analysis.

Monitoring and evaluation

Both the ABET policy at national level and the provincial multi-year plan indicate the importance of effective monitoring and evaluation at all levels within the ABET system.

Be that as it may the provincial department seems to put more effort towards the coordination of the pilot centres while the public adult learning centres seem to be neglected. Apparently there is no monitoring and evaluation taking place in Public Adult Learning Centres at the moment in the province.

Financing and resources

Both documents reveal the department's commitment in providing resources for ABET activities. The multi-year implementation plan further indicates that the training of regional ABET staff in fundraising and financial management is crucial but in practice the regional staff are not allowed to fundraise for their respective regions. However it will be interesting to see in the following chapter whether there are sufficient resources put in the ABET field to ensure that there is an effective implementation of the ABET policy.

Chapter 5: Implementation of policies

5.1 Introduction

This chapter is about the empirical results of this study. It gives account of problems that affect the implementation of ABET policy in the Limpopo Province. It also intends to provide answers to the following research questions that are also outlined in chapter one.

The main question of the study is:

*What are the problems affecting the implementation of ABET policy in the Limpopo Province?

The following are the sub-questions of this study:

*What are the strategies to implement ABET policy in the Limpopo Province?

*What kind of problems are experienced during the implementation of these strategies?

*What are possibilities to improve ABET policy implementation in the Limpopo Province?

In this chapter I will give an overview of the Province, and further describe the site of the study, which is region two of the Limpopo Province. There will also be a description of duties of the role players as indicated by the interviewees themselves. I will further analyse the results of the interviews, and the observations that I had in the ABET field. The chapter concludes by discussing the termination of educators' services by the Superintendent-General.

5.2 An overview of the Limpopo Province

5.2.1 Regions and Districts

The Limpopo Province has seven regions that are ‘broken up’ into thirty-one (31) districts. Four (4) districts, namely: Bakenberg, Mahwelereng, Phalala and Warmbaths make up Region 1; Six (6), namely Bochum, Konekwena, Mankweng, Polokwane, Mogodumo and Zebediela form region 2; Six (6), Mutale, Malamulele, Sekgosese, Vuwani, Soutpansberg and Thohoyandou are region 3; Two (2), namely: Giyani and Phalaborwa make up region 4; Four (4), Hlanganani, Bolobedu, Ritavi and Thabina constitute region 5; Six (6) Apel, Bohlabela, Denilton, Magakala, Nebo and Sekhukhune forms region 6, and region 7 consists of three (3) districts which are Acornhoek, Bushbuckridge and Mkhuhlu. In a table form these are the regions and districts:

Table 1

REGION	DISTRICTS	TOTAL
1	Bakenberg Mahwelereng Phalala Warmbaths	4
2	Bochum Konekwena Mankweng Mogodumo Polokwane Zebediela	6
3	Malamulele Mutale Sekgosese Soutpansberg	6

	Thohoyandou Vuwani	
4	Giyani Phalaborwa	2
5	Bolobedu Hlanganani Ritavi Thabina	4
6	Apel Bohlabela Denilton Magakala Nebo Sekhukhune	6
7	Acornhoek Bushbuckridge Mkhuhlu	3
GRAND TOTAL		31

5.3 Description of region two of the Limpopo Province

5.3.1 Districts

Region two (2) has six districts, namely: Bochum, Konekwena, Mankweng, Mogodumo, Polokwane and Zebediela.

5.3.2 Centres

There are two (2) types of centres in the region, namely: Public Adult Learning Centres

(PALCs) and Ikhwelo pilot centres⁷. The PALCs are ordinary adult learning centres that are found in almost all villages in the region. The Ikhwelo centres are piloting the electives, specialising in the Small, Medium and Micro-economic programmes and Agriculture. The four (4) Ikhwelo centres are allocated in the following 4 districts, Maupye centre in Bochum, Wingfield in Konekwena, Rakopi in Mankweng, and Madisei in Mogodumo.

The region has not been allocated the Rivoningo⁸ pilot centres, a centre which is present in some regions. The Rivoningo centres are piloting the eight learning areas. It was said by the sub-directorate that region 2 could not meet the criteria for the allocation of the Rivoningo centre. The criteria such as: The community must have a strong commitment to ABET; there should be potential learners at levels 2, 3 and 4 to sustain the project for at least 3 years, the community must have a clearly defined accountability chain etc.

I decided to focus on region two of the LP for data collection of my research project. I also intend to show the difference in statistics of the region as affected by the decision by the Superintendent-General to terminate educators' services as from the 31st December 2000 to mid-May 2001.

5.4 Role players

I only interviewed the following role players about problems which could be affecting the implementation of ABET policy in the LP, namely: The sub-directorate, regional coordinators in general and region two coordinators in particular, district coordinators, centre managers, educators and centre governing bodies. It is important to indicate that some questions were asked to certain role-players because they were suitable and/or relevant to those role-players.

⁷ Ikhwelo is a Xhosa word, which means to 'whistle' or to 'call'.

⁸ Rivoningo is a Xitsonga name for Lamp/Light.

5.5 Duties of the role players

The Limpopo Province ABET section has the following hierarchy: The chief-director, the sub-directorate, regional coordinators, district coordinators, centre managers, educators and centre governing bodies. The following is the hierarchy/level of decision making and duties of the role players as indicated by the interviewees:

5.5.1 The chief-director

The role of the incumbent is to coordinate ABET activities in the LP as one part of her duties, as she is also coordinating the further education and training (FET). The chief-director occasionally reports to the Superintendent-general and at some instances to the Member of the Executive Council (MEC) for education. The incumbent generally plays a minimal role in ABET as she is also expected to coordinate other education sections (FET).

5.5.2 Sub-directorate

This is the office/level that has the main responsibility of coordinating all ABET activities in the LP. Part of the role of the incumbent is to defend and give account of ABET in all relevant provincial structures (including to the office of the chief-director for ABET).

The sub-directorate organises workshops/in-service training for both regional and district coordinators in the province. The incumbent receives statistics of centres, educators and learners from all seven regions of the LP. He/she also attends ABET meetings and workshops on behalf of the Sub-directorate. The incumbent also supervises and gives support to the regions.

5.5.3 Regional coordinators

Regional coordinators have the responsibility of coordinating all the ABET activities in their respective regions, which include the following: To give account of their regions to the sub-directorate, to organise workshops (training of educators), to monitor and process claim forms of educators, to attend meetings and workshops on behalf of their respective regions, to supervise and give support to their districts, to resolve conflicts in their respective regions, and to distribute the learning and teaching materials to districts.

5.5.4 District coordinators

District coordinators have the responsibility of coordinating all the ABET activities in their respective districts, which include the following: To give account of their respective districts to regional coordinators, to organise workshops (training of educators), to monitor and process claim forms of educators, to attend meetings and workshops on behalf of their respective districts, to supervise and give support to the centres, to resolve conflicts in centres, to partake in the formation of centres, to ensure that learning and teaching materials are available in centres, to hire/employ educators and to participate in the selection of centre managers and CGBs.

5.5.5 Centre managers

Centre managers have the responsibility of coordinating all the ABET activities in their respective centres, which include the following: To coordinate the day-to-day activities of their centres, to give account of their centres to district coordinators, they are very instrumental in the formation of the centres and in recruiting adult learners, to ensure that educators fill in claim forms of their remuneration, and to teach adult learners.

5.5.6 Educators

Educators have the following responsibilities in their respective centres, namely: To teach

adult learners, to continuously recruit learners, and to participate in fundraising activities as members of the CGBs.

5.5.7 Centre Governing Bodies

The role of the CGB is to perform the following functions in their respective centres, namely: To ensure that centres run smoothly, to participate in the selection of centre managers, to determine the teaching and learning hours, to fundraise for their centres, to write the constitution for their centres, and to participate in resolving conflicts in their centres.

5.6 Critical areas/themes

Initially this study aimed at investigating five factors that potentially affect the implementation of ABET policy, namely: funding, limited capacity in human resource (person power & training), the quality of consultation during ABET policy formulation and the problem of ABET in reaching the most socially excluded people in the Limpopo Province.

After conducting exploratory interviews with the Sub-directorate and Regional coordinators I discovered that there could be more problems that affect the implementation of ABET policies other than the ones suggested above. On the basis of this discovery I then decided to also investigate issues related to centre establishment, governance, learning materials, the image of ABET, and the availability of the ABET policy as other possible factors which could be affecting the implementation of the ABET policy in the Province.

5.6.1 Funding

There are intentions to continuously and rigorously analyse the financial implications and

financial benefits that the implementation of the ABET policy will have for the future of South Africa. The Provincial multi-year implementation plan indicates that there is a need to explore funding for the plan, and there is an indication that training of ABET regional staff in fundraising and financial management is crucial.

There are three (3) sources of funding for ABET activities in the LP, namely: The provincial Department of Education, the European Union (EU), and United States Agency for International Development (USAID). The DoE is responsible for: the salaries of educators in Public Adult Learning Centres, Ikhwelo and Rivoningo centres. It provides learning materials in PALC's. It also provides funds for training workshops for educators and coordinators, and transport for coordination of ABET activities⁹. The EU takes care of training, provides learning materials and equipment in Rivoningo centres while the USAID, through Prolit provides training, learning materials and equipment in Ikhwelo centres.

At the level of the Sub-directorate, this study found that they are of the view that the budget which is allocated to ABET section is not sufficient and seemingly it makes the coordination of ABET activities very difficult. Similarly regional coordinators agree with the view expressed by the sub-directorate that "*Funds that are allocated to the region are insufficient*" and in their view the shortage of funds makes it difficult for coordinators to organise the training workshops for educators. The reason for this is that at the moment the sub-directorate is the only level which can organise a workshop to train educators.

Furthermore the coordinators feel that their budgetary inputs that they make every year around September, are largely ignored. This disparity between what is received and what was requested is further exacerbated by the rule in the ABET Act which states that CGBs are the ones who are allowed to conduct fundraising for their centres. This is viewed as a serious stumbling block for the region by some of the coordinators who would have wished to conduct fundraising but they are not allowed to do so.

⁹ A figure of R21 000 per year is allocated to each region in the LP.

The issue of remuneration was also very sensitive. Delays in payment of educators are attributed to the finance section of the region because that is where the claim forms are supposed to be processed. The regional coordinators believe that more funding is needed in the region to ensure that coordinators are able to do their duties properly.

From the point of view of district coordinators and centre managers in the region there is a general feeling that the funds that are allocated to the region are insufficient and it appears that the shortage of funds makes it difficult for the practitioners to coordinate their activities (daily work). Worse to say that these district coordinators and centre managers do not seem to know anything about the budget in the region. A statement such as *"I don't know anything about the budget in the district"* was mentioned by some district coordinators in the region as they were talking about the lack of funds from which to coordinate ABET activities and the fact that they do not even know as to how much is allocated to the region.

Some coordinators feel that due to insufficient funding it becomes impossible to offer training for CGBs in PALCs although there is a need to do that. The interviewees feel that there is a need for a new funding strategy that will ensure that there is better funding for the region. Other coordinators felt that fundraising should be encouraged though this should be accompanied by training in financial management while others felt that learners should also be encouraged to contribute some funds towards their education.

The educators feel that they agree with the view that is expressed by district coordinators and centre managers that there is insufficient funding in the region. Most educators feel that the shortage of funds in centres does affect their work in the sense that there are no learning and support materials, and that learners usually drop-out because they are not interested in only learning how to read and write but also in skills training programmes which they can use on daily basis to generate an income for themselves. *"The fact that we are not provided with the writing materials and stationery make our work difficult,"* said one of the educators as she was talking about the problem of shortage of funding in her centre. Other educators indicated that they are unable to carry out practicals such as

natural science, because there are no funds to enable them to do so.

Most educators feel that the problems that they experience in relation to remuneration are huge and they often affect their morale although they try to remain motivated to do their job despite the negative treatment by the DoE officials with regard to salaries¹⁰. *“We lose courage, and we feel demotivated”* one of the educators said as she was talking about problems which relate to late payments of salaries.

Educators are working without contracts, and this arrangement seems to be affecting their working morale, as they are not sure of what could happen the following day. Most educators indicated that sometime last year (2000) they could receive their payments after three or four months of which the salary will only be for one month instead of those three or four months. Some also feel that the money they receive as remuneration through claim forms per hourly rate is too little.

CGBs agree with the view which is expressed by other role-players that there is insufficient funding for ABET activities in the region. They believe that fundraising is a good thing and it must be encouraged amongst educators and the CGBs. However, they cited the following reasons why fundraising was difficult: The fact that majority of people in communities are poor. That it is very difficult for CGBs to conduct it due to their busy schedules. That the local business people are not willing to contribute money for ABET activities. In some centres where fundraising does take place, there are situations where some monies disappear without being accounted for¹¹.

10. Educators are sometimes made to work for the duration of 4 months without having received their salaries.

11. In one centre they fundraised an amount of R200-00, and it was with the Chairperson of the CGB who later could not produce the money or give an account of what had happened to it.

5.6.2 The problem of ABET in reaching the most socially excluded people in the Limpopo Province

The policy has identified the following groups as priorities for mobilising and enrolling learners in Adult Basic Education and Training programmes: Disadvantaged women, women with special needs, disadvantaged youth, youth with special needs and persons with disability capable of independent learning.

The multi-year implementation plan indicates that the department is committed to providing ABET to adults and out-of-school youth with inadequate or no formal schooling and ensuring access to opportunities for further education and training, and lifelong learning.

The region two coordinators are of the view that ABET has not been able to reach most people in communities. They believe that the advocacy of ABET has not been that rigorous due to the fact that the officials are expecting educators to do everything in terms of recruitment.

The regional coordinators feel that most men are not participating in adult learning centres, for reasons such as lack of relevant skills training programme for men while other men are saying that ABET started as a women thing so they can't participate in women activities while some men are citing reasons such as they are bread winners and instead of just sitting in a classroom, they have to provide food for their families.

At the level of district coordinators and centre managers, this study found that they share a different view as compared to the perspective of regional coordinators, that ABET is able to reach the socially excluded people in the society and the majority of adults participate in adult basic education activities.

One district coordinator referred to the way centres are established¹², as a testimony that ABET is able to reach even the most socially excluded people in communities. Some district coordinators mentioned that ABET centres in most districts are established in each and every village.

“There are still people in communities who are shy of coming out to say that they are illiterate and they want to learn, especially men” said one district coordinator as he was indicating that although the majority of people participate in ABET activities there are those who are still reluctant to participate in adult learning centres.

Educators agree with the view that is expressed by district coordinators that to some extent ABET has been able to reach the socially excluded people in the society although there are groups of people (such as men and younger people) in the community who are in minority in adult learning centres. Other educators feel that men are not participating in ABET activities because there are no skills training programme that are suitable for them. *“Men are shy to come out and say they want to learn”* that is what some educators are saying as reasons for men not participating in ABET activities.

“If ABET programs could be designed in such way that it can generate income most people who are not participating in ABET activities might start coming to centres” said one educator as he was referring to the strategies which might be useful to recruit groups such as men and young people who are not participating in ABET activities.

Most educators feel that if there can be skills training programme (such as gardening, flower arrangement, sewing, baking (home economics), juice making, traditional pots and wooden spoons etc) most socially excluded people might start coming to centres

From the perspective of the CGBs, ABET is able to reach different kinds of people in communities although men do promise to come to centres but they do not come. Other

¹² Prospective educators move from one house to the other recruiting learners and they consult the community stakeholders about the establishment of a centre in the community.

CGBs feel that if the government could make life skills more prominent in ABET programs most learners would start coming to centres.

Most interviewees feel that more could be done to introduce the skills training programmes such as welding, wire making, motor mechanics, brick making etc (programme that can also be suitable for men¹³) to reach more people in communities. Some of the interviewees feel that to accommodate those who are working it could be good in some places to have ABET programs in the evening.

5.6.3 Consultation

My initial intention was to look at the quality of consultation during ABET policy formulation as a possible factor in affecting the implementation of ABET policy in the LP. But since I came to realise that there is no ABET policy for the Province, I decided to investigate the quality of consultation amongst the role players as a possible factor that might be affecting the implementation of ABET policy in the LP.

The ABET policy at National level indicates that the Department believes that the policy is the product of intensive work, involving rigorous debates, consultation and participation from stakeholders representing the ABET field in South Africa. The multi-year implementation plan indicates that there was an inclusive process of various stakeholders in ABET during the formulation of the plan.

From the perspective of the sub-directorate there are monthly meetings between the sub-directorate and regional coordinators to discuss ABET related issues. They also indicated

13. The majority of men dropout from the program because of the irrelevancy of the offered skills training programs to them. The present offered programs such as sewing, cooking, baking etc may not be suitable to most men.

that there is a provincial project management committee¹⁴ (PPMC) which meets once a month to discuss and monitor the development of ABET related projects in the province.

At the level of region two coordinators, this study found that they share a different view as compared to the view expressed by the sub-directorate. Regional coordinators are of the view that there were about 3 meetings in the year 2000 to discuss issues which had to do with ABET activities, and also about 3 meetings in the year 2001 specifically to get briefing on the problems which have to do with the termination of educators' services. The regional coordinators also indicated that within region two there are monthly meetings between the regional coordinators and district coordinators to discuss progress of ABET activities in the region.

Most educators are of the view that they are consulted by their district coordinators when decisions regarding ABET activities are made in the region while educators in one district said they don't usually have meetings with their district coordinators and they are not consulted when decisions regarding ABET activities are made in the district. *"To be honest our district coordinator does not come to the centre. If there is something serious, we have to go to his office,"* said those educators as they were talking about the lack of contact with their district coordinator. In most districts there are meetings/contacts between educators in different centres to discuss issues of common interest in ABET, an experience which is considered by many in the field as a move in the right direction.

From the perspective of centre governing bodies most of them indicated that they met once a month in the year 2000, others once per quarter while one CGB mentioned that they never had a meeting since the CGB was established. *"We did not have a meeting because we did not have so many problems to an extent that we can call a meeting"* said the interviewees in that centre as they were giving reasons why they never met. Most CGBs indicated that they are never consulted when decisions regarding ABET activities are made in the region.

¹⁴ The PPMC consists of the following stakeholders, namely: The departments of: Education, Labour, Agriculture, Trade & Industry, SMME desk and Prolit..

It should be indicated that for effective implementation of the ABET policy it is important for different role players to meet with one another to discuss ways and means in which problems which are encountered in ABET could be addressed. It is also worth noting that for collective ownership of a decision, the role players at a higher level should also consult those in the lower level.

5.6.4 Limited capacity in human resource

This critical area/theme was later broken down into human capacity in terms of staffing and Training.

5.6.4.1 Staffing

The ABET policy at National level mentions that the ministry will explore the link between the right-sizing of the teaching corps to the development, planning and implementation of national ABET programmes. It further indicates that the re-deployment of school teachers to ABET will preserve the investment in the human resources of the country.

While the multi-year implementation plan indicates that the biggest challenge to the province is the rationalisation of educators. The department has made a decision to phase out the part time ABET educators who are full time educators in primary and secondary school and replace these educators with dedicated ABET educators.

From the perspective of the sub-directorate, they feel that there is a problem of understaffing in the ABET field, and in their view this affects the implementation of the ABET policy in the province. The provincial sub-directorate has a staff of 1 person (sometimes 2) a situation which in their view affects the coordination of ABET activities. They feel that the organogram does not give provision for more people in ABET structures, and they believe that if more people could be deployed in districts, then it would be simple to increase the level of implementation of the ABET activities in the LP.

Similarly regional coordinators are of the view that there is a problem of under-staffing in the region. They also feel that the fact that both centre managers and educators are temporary employees working without contracts makes it difficult because the moment they get a permanent job elsewhere they leave ABET, and this greatly affects the teaching of adult learners.

District coordinators and centre managers share the same view expressed by the sub-directorate and regional coordinators that there are high levels of under-staffing where a district coordinator is expected to coordinate 4 to 5 circuits alone. Most district coordinators feel that the problem of under-staffing prevents them from making the kind of contribution they would want to make in ABET.

Some coordinators in the Region feel that they are not able to execute their duties as they might wish to due to lack of transport and support in terms of person power. Others feel that the fact that they are required to participate in the mainstream schooling makes it difficult for them to make the kind of contribution they would want to make in adult basic education.

They feel that there is more that needs to be done in ABET and if there could be assistance in terms of staffing, they could obviously do more in combating illiteracy in the region. It would appear that if the ABET organogram could give provision for more people in ABET structures, then the section would have sufficient practitioners to be able to implement the ABET policy very well.

5.6.4.2 Training

The ABET policy at National level indicates that the training and orientation of ABET practitioners in the new framework will receive high priority while the multi-year plan indicate that the province has chosen to be part of a National Cascade training program. This program is the initiative of the National ABET Directorate. Apart from this Cascade model, the province has also planned for some of its own training initiatives.

The sub-directorate is of the view that all the attempts to train people in the province bear testimony to the realisation that people are lacking in some basic skills to perform their duties. Training in the public sphere is done through the cascade model, which means the training of some officials (about 10 per province) at national level. These then become trainers in their respective provinces where district coordinators and some educators are trained to do the training in their respective districts.

Despite the fact that educators are paid the same way by the Department of Education for hours they have worked for, the training of educators is some how different. The EU and PROLIT¹⁵ train educators and CGBs in their respective centres.

From the perspective of region two coordinators they feel that they are unhappy with the arrangement of training only 10 educators per district because other educators do not get the opportunity of being trained by the coordinators, and they also feel that CGBs in PALCs are unable to perform their duties because they have not been trained on how to perform their duties. The interviewees indicated that more training of educators in the formal adult education system is needed to enable them to be effective in their duties.

“Educators are not sure of what they are doing because they are not adequately trained to teach adults¹⁶”. This statement seems to be the perspective of some district coordinators in the region although other district coordinators feel that they are doing their best to train educators and CGBs. Educators are required to develop learning support materials for learners, a process which others find difficult as they are not adequately trained to do it¹⁷.

Educators share the view expressed by district coordinators that they are not adequately

¹⁵ A non-governmental organisation which has been contracted by the DoE to train ABET practitioners in Ikhwelo centres.

¹⁶ He was indicating that the intention to train educators is a good thing but the duration of training is very short and as a result he doubt the effectiveness of the training.

¹⁷ There was a 3 days training workshop for 5 educators per district in the region on how to develop the learning support materials.

trained on how to teach adult learners although they are qualified teachers, and they feel that they need to be empowered through formal training on how to teach adults because they have only been formally trained on how to teach children:

“The training which is conducted by coordinators is not effective, the trainers lack experience and there is also shortages of training materials” said one of the educators as she was talking about the problems of the training which they receive as conducted by coordinators. Some educators further indicated that the workshop that is conducted by Prolit is effective and the trainers are more qualified, and that there are sufficient training materials.

From the perspective of the centre governing bodies, it is only CGB’s in Ikhwelo centres that have received some form of training on how to govern or coordinate the centre activities. However some interviewees felt that the duration was too short as there were many things to learn within a short space of time. CGBs in PALCs indicated that they have never been trained on how to perform their duties. Most CGB’s felt that they need training on how to coordinate centre activities and on fundraising and financial management.

Most of the training takes the form of workshops. With no better alternative¹⁸ to increase the capacity of those involved with adult basic education this model seems suited to the process. But this does not detract from what many see as the inherent shortcomings of this model- lack of funding at the local level with related problems of lack of learning materials, facilities, transport etc. All these coupled with the short duration of ‘workshopping’ renders the training very ineffective or insufficient, as some preferred to put it. Some feel that this model is accompanied by loss of quality and ‘distortion’.

Linked to all these are problems of the movement of trained people to other jobs. It seems like some of those trained use the training as a tool, which will see them going for better

18. From discussions with people in the Region it seems this model is the only alternative in the time being.

jobs somewhere else. This is also attested by the fact that educators require certificates indicating that they attended a particular training course.

The coordinators believe that if CGBs in public adult learning centres can be empowered through training then there can be substantial increase in learner enrolment and to some extent the problem of dropout could be addressed.

5.6.5 Centre establishment

The ABET policy at National level mentions that building on international experience, the department recognises the importance of mobilising around the vision of a society with universal basic education. The multi-year implementation plan indicates that learners need to be recruited as well as kept in classes and a popularisation and de-stigmatisation of ABET needs to be one of the strategies to assist in this process. Mobilisation of learners needs to be conducted in a systematic fashion that links available infrastructure and resources to mobilisation and recruitment.

From the perspective of district coordinators and centre managers, centres in the region are established by prospective educators who write an application letter for the establishment of a centre to district coordinators. Thereafter they recruit learners from within the community. Educators agree with the view expressed by district coordinators and centre managers that centres are established by prospective educators who have to recruit 20 or more adult learners to be able to start an adult learning centre.

Educators feel that the strategy of using educators to recruit learners is a good one in the sense that educators are able to move from one house to another recruiting learners, although in some centres when the unemployed educators were supposed to take over the teaching in centres, there were minor conflicts between the formal school teachers who were teaching in those centres and the unemployed educators.

Centre governing bodies agree with the views expressed by other role players that centres are mostly established by prospective educators while some centres started operating long before the unemployed teachers could take over from the formal school teachers. When the unemployed educators took over they continued with the process of recruiting adult learners although some formal school teachers discouraged adult learners from attending adult learning centres indicating reasons such as the unemployed teachers do not know how to teach.

Apparently, there are problems with the way centres are established in the region, in some districts it causes conflict amongst prospective educators as they all want to participate in the process. Most educators find the fact that there is no specified duration on when to start with the process of establishing centres and when to finish in a given year¹⁹ as a problem because it disturbs them from proper planning of their activities.

While other educators find it good to recruit learners continually because it enables them to have more learners in their centres. In some centres the refusal of formal school teachers to relinquish their services in ABET to the unemployed educators led to tensions in those centres to a point where the ABET officials had to come and talk to the school officials requesting them to allow ABET activities to take place in those schools.

5.6.6 Governance

ABET policies do not seem to say anything about governance or coordination of ABET activities. However documents such as the ABET Act outline how Adult Learning Centres activities should be coordinated.

From the perspective of the Sub-directorate the coordination of ABET activities in the LP is usually affected by the problem of under-staffing. They feel that the present

19. Prospective educators embark in the process of starting centres in the beginning of ABET academic year till the end of the year and that has problems to learners who are supposed to finish the syllabus of that given year.

organogram does not give room for more people to be added, so as to make coordination of ABET activities simple. In the implementation level (as others prefer to call the centre level), centre managers and CGBs have not been trained on how to perform their duties.

The regional coordinators feel that for some CGBs to say that they do not know what they are expected to do because they do not have access to documents which regulate their activities is an indication that there could be a communication problem between their office and those of district coordinators because all the districts have been given documents to distribute to centres, such as the ABET Act which stipulate the functions of the CGB.

The regional coordinator further mentioned that the ABET Act outlines the composition of CGBs but he feels that it will differ from one centre to another because of where that centre is situated. He also mentioned that the composition would depend on the stakeholders who want to be part of that CGB.

From the perspective of district coordinators and centre managers there is a feeling that district coordinators are not able to execute their duties as they might wish to due to lack of transport and support in terms of staffing. They also feel that the fact that they are required to participate in the mainstream education makes it difficult for them to make the kind of contribution they would want to make in adult education.

Educators feel that they are coordinating ABET activities well, and that they are able to work voluntarily without being paid. *"We knew that if we can tell learners that the centre has been closed till further notice, by the time we want them back into the centre it might be difficult to get them"* said one of the educators as she was indicating that the positive elements of governance in their centre is the willingness of educators to do their work even on volunteering basis.

Some educators highlighted the fact that there are some educators who usually come to the adult learning centres late, a tendency which inconveniences the learners. Other

educators indicated that there are good practices in their adult learning centres which could be noticeable through the skills training programmes, programmes such as agriculture, needlework, home economics, gardening etc. Some educators indicated that there are learners in public works centres who are given permission to attend ABET classes in the afternoon, and some of these learners decide to do other things during that time than to attend ABET classes.

Centre governing bodies are of the view that they coordinate ABET activities well despite the fact that most of them do not usually have meetings with the School Governing Body (SGBs). In most centres there are no meetings or interaction between the CGBs and the School Governing Body, instead centre managers liaise with the principal of the schools where centres are based for any assistance. Most of these interviewees feel that it is not a problem for them not to have a meeting with SGBs because they have a good relationship with school principals.

In one centre the CGB indicated that they relate well with the SGB as attested by the fact that some members of the SGB are also members of the CGB.

5.6.7 Learning Materials

The ABET policy at National level indicate that the development of learning and support materials will receive strong departmental support, including an annual audit of ABET materials. It also stipulates that the capacity of practitioners to develop appropriate learning and support materials will also receive attention. In the multi-year plan it is indicated that the province has intentions to train educators on how to develop learner support materials which educators can use in teaching adult learners.

The regional coordinators are of the view that there is a shortage of learning materials in the region but they don't think it affects teaching and learning in centres because they feel that educators have been trained on how to develop the learner support materials and how to adapt them when teaching adult learners.

Similarly district coordinators and centre managers are of the view that there is a shortage of learning materials in the region which makes it difficult for educators to carry out the instruction as they are supposed to.

Educators agree with the views expressed by regional and district coordinators that there is a shortage of learning materials in the region and they feel that it affects teaching and learning in PALC's. This is attested to by the fact that in most centres there are learning materials for few of the eight learning areas. *"We are expected to teach according to the unit standard, but if there are insufficient learning materials we can't manage to fulfil such a task"* said one educator as he was talking about the difficulty of teaching without necessary or required learning materials.

In another district they attempt to solve the problem of shortage of learning materials through the use of a mobile library where they rotate the learning materials from one centre to the other although some educators feel that such an intervention does not solve the problem because it takes five months for those learning materials to come back to the first centre.

In trying to solve the problem of shortage of learning materials other educators make use of their children's textbooks for teaching adult learners. In some centres the frustration which is caused by the lack of learning materials even lead learners to dropping-out as they are required to purchase their own pens and books.

The plan to require educators to develop learner support materials is a good one although some educators indicated that they have not been trained on how to develop these, while other educators felt that the training on how to develop the learner support materials was not sufficient. *"The training we received on how to develop learner support materials is not enough"* said one educator as she was giving reasons as to why they are unable to develop the learner support materials in their centre.

Most interviewees feel that the government must make an extra effort to ensure that there are sufficient learning materials available in PALC's. Apparently most adult educators have not been trained on how to develop the learner support materials while other educators felt that the training was not sufficient, so it will be of paramount importance for the ABET section to ensure that educators have been formally trained on how to develop and to adapt the learner support materials in their daily teaching.

5.6.8 ABET' image

The department sees ABET as a section that was neglected during apartheid era, and it was also seen as a second chance schooling system. As a result the department aims to reverse the historic neglect of ABET, and sets clear targets and time frames.

The multi-year implementation plan mention that ABET was seen as an area which do not dominate the media spotlight, nor did it enjoy a major spot on the agenda of the various legislative bodies on national and provincial levels.

The regional coordinators are of the view that there is a negative image for ABET, even from officers working in the DoE. They also feel that the lack of stationery and shortage of learning materials in PALCs does portray a negative image for ABET.

Furthermore the regional coordinators feel that the way ABET educators are hired shows that the department of education does not take ABET seriously. *"We just get them, there are no papers that they sign that indicate that they are hired"* said the coordinators as they were indicating that educators are just hired casually without any contract signed. They also feel that the fact that there were no examinations offered in adult learning centres contributed towards the portrayal of the negative image for ABET.

From the perspective of district coordinators and centre managers ABET seems to enjoy support in most communities as adult learners are happy to participate in adult education

activities. They feel that in some districts the ABET image is dented by conflicts amongst potential educators with regard to recruitment of adult learners as mentioned earlier on.

Educators share the same view as expressed by regional coordinators that there is a negative image for ABET. Most educators indicated that teachers in the formal school system mock adult educators about the poverty of ABET, saying that it is a poor section because its educators usually have to rely on the formal school for resources such as chalks and dusters.

Some educators feel that the lack of stationery and other related items in public adult learning centres affect their moral because in Ikhwelo centres there are no such problems of lack of stationery. *“ABET has got nothing to give to its learners”* said one educator as she was referring to the fact that educators and learners in the Ikhwelo centre are provided with T-shirts, caps and learning materials while learners in the PALC are not provided with those and as a result it brings questions amongst learners in the PALC as to why learners in Ikhwelo enjoy certain benefits while they don't²⁰.

From the perspective of the Centre Governing Bodies communities think of ABET as a playful thing because the officials can close it whenever they wish although they appreciate the role that educators play in ABET as they empower learners with life skills such as sewing, home economics, portary etc, so that they may be able to generate income for themselves. *“ABET is dead”* said one of the interviewees as she was referring to the fact that the Superintendent-General decided to close centres in the province and they as learners do not know why he decided to do that.

The relationship between adult education and mainstream education does not do adult education any good. Some schools usually choose classes with old fashioned desks and chairs of which some are even broken for ABET classes while they keep the well furnished classes for the mainstream schooling.

²⁰ In centres where there is Ikhwelo, it is only in level 3 and 4 while level 1 and 2 is an ordinary PALC.

In most cases educators purchase stationery such as chalks, dusters etc from their own pockets, as they are not provided with those.

Some educators are forced by school governing bodies to buy items such as polish and brooms for the classes which they use for ABET activities. Most of the interviewees are of the view that the shortage of stationery in PALCs might greatly affect the image of adult education as it is seen by many in the mainstream education as a neglected section.

Most coordinators feel that ABET does not enjoy the same status as compared to other sections of education. This becomes evident when it comes to meetings, where the section is often not called to departmental meetings altogether or called only as an after thought. Officials in adult education find it hard to access the DoE transport for official duties while officials in other sections of education are the first to be considered when it comes to transport.

Most coordinators also feel that when it comes to budgeting their budgetary inputs are largely ignored and when it comes to general departmental planning their inputs are not even needed²¹. During matric examination period ABET officials are required to stop their duties and concentrate on the matric examination, an arrangement which further downgrades the image of adult education. The salary delays of educators as mentioned earlier also confirm the negative portrayal of ABET by DoE officials.

5.6.9 The availability of the ABET policy

The DoE ABET Directorate together with the stakeholders in the ABET field developed a Policy document, to regulate Adult Basic Education activities. Through this policy document, the department of education wants to record its deep commitment to adult basic education and training. The Limpopo Province does not have policy guidelines for adult education but plans are underway to develop such a policy document.

21. One coordinator even pointed at the fact that the present ABET organogram shows that attempts are underway to downgrade adult education even further.

At the level of the sub-directorate, this study found that they are of the view that all ABET officials in the province have access to the ABET policy. In their view the only problem with regard to the policy is the gap between training and application of what educators have been trained to do. Region two coordinators share the same view expressed by the Sub-directorate that every district in the region has both the ABET policy and the Act. They further indicated that they issued circulars to district coordinators stating that they must make copies for centres in their respective districts.

Contrary to the views expressed by the Sub-directorate and regional coordinators, district coordinators and centre managers are of the view that the ABET policy is in short supply, and some district coordinators feel that there should be ABET policy for the Limpopo Province which among other things will outline the procedure on centre establishment, as presently there is confusion around that²².

Educators are of the view that they don't have access to the ABET policy and they feel that this lack of access to the policy is a problem to them. *"It is a problem because we do not know what the policy stipulate and what is expected from us"*. This is what some educators are saying as they were indicating that they feel that the lack of access to ABET policies disempower them because they do not know the information contained in such a document.

It should be indicated that it seem to be necessary to make available the existing national ABET policies to the field as it was clear during interviews that many aren't aware of the existence of the policy while others are in need of it. Some could easily say that the policy is in short supply.

On the basis of the interview sessions, I might assume that there was minimal consultation during the formulation of the National ABET policy, as attested by the fact that some role players (some district coordinators and educators) in ABET are not even

22. The research underway is about the implementation of the ABET policies. The issue of a provincial policy is interesting from the implementation perspective.

aware of the existence of the ABET policy. It might be necessary for the sub-directorate to consult all the ABET stakeholders when they will be formulating the ABET policy for the Limpopo Province.

The regional coordinators believe that induction workshops which they had and they will continue to have where educators are briefed on what they are expected to do is one strategy of implementing the ABET policy in this region. They also feel that if there can be after care (monitoring) which include going to centres to monitor what and how centres are doing their daily business, then the implementation of the policy might improve.

5.7 Observations

What I was supposed to do as part of my data collection was to make a general observation in centres where I had interview sessions with educators and centre governing bodies. The intention of doing observations was to enable me (the researcher) to have an understanding of the environment under which teaching and learning takes place.

I went to one centre in each of the six (6) districts in region two of the Limpopo Province. Three (3) of these six (6) are Ikhwelo centres, and the other three are public adult learning centres. The categories for observation were infrastructure, teaching and learning materials, stationery, class attendance, lesson presentations and class participation.

5.7.1 Infrastructure

It is important to indicate that all ABET centres (PALC and Ikhwelo) in region two (2) of the Limpopo Province are accommodated in primary schools. As I travelled from one centre to the other I noticed that most primary schools have proper buildings although a

few of those centres (schools) have buildings that still need to be upgraded. I also noticed that in some classrooms, the floor have some holes and it need to be renovated.

Another element was the realisation that in most classes there are small chairs that are only suitable to be used by children the same applied to the classroom tables and in some instances the classroom desks. It was surprising for me to realise that ABET activities take place in those classes that one might say they need to be upgraded, and where there is no proper furnisher. Adult learners in most of the centres where I went to are subjected to sit in those small chairs and tables, a situation which in my view is not conducive for the teaching and learning of adults.

5.7.2 Teaching and Learning materials

In most PALCs educators, CGBs and learners indicated that there are huge shortages of teaching and learning materials. I also noticed the shortage of learning materials in most of these centres. It became clear to me that there is a difference between Ikhwelo and Public Adult Learning Centres in so far as learning materials are concerned. The Ikhwelo centres have sufficient learning materials for most of their learning areas i.e. for Agriculture, SMME etc. These are provided by PROLIT, an NGO which has been contracted to do so by DoE while in PALCs there are hardly learning materials supplied to learners.

5.7.3 Stationery

I noticed that there are huge differences between Ikhwelo centres and Public Adult Learning Centres when it comes to stationery e.g. chalks, dusters etc. In PALCs educators are not supplied with stationery and they often have to rely on the principal of the schools where they are located for stationery. In most of these PALCs educators use their own money to buy stationery while in Ikhwelo centres educators get money every month from Prolit to buy stationery.

5.7.4 Class attendance

In two of the six centres that I visited I noticed that there was a high class attendance of learners. In one level I noticed that there were approximately 40 learners. It was interesting for me to notice that in those centres there were both young and old learners of both gender. In other centres I witnessed small numbers of people who turn up for ABET activities. In some of these centres it is mostly women aged between 30 to 50 years old who usually participate in ABET activities.

It was not possible to observe lesson presentations and class participation, since educators had to take part in interview sessions and as such classroom activities had to be postponed. It seemed to me that learners were not told about the interview sessions as attested to by the fact that on those days learners came to centres as usual.

5.8 The termination of educators' services

The Superintendent-General (S-G)²³ of the Department of Education, issued a memorandum dated 17 November 2000 to Regional directors, District/Circuit managers, Principals of schools, Educators and ABET tutors. The memorandum was stating that he (S-G) has decided to terminate all ABET services as from the 31st December 2000 until further notice. He (S-G) gave the following reasons for the termination of all ABET tutors:

“The department is preparing for the revamping and restructuring of the ABET sector in order to bring it in line with the outcomes, outputs and resources of the department”

He further mentioned that because of the budget constraints, he feels that there should be reduction in the number of centres and educators. The memorandum further indicated

²³ Professor Harry Nengwekhulu was the S-G in charge of the Provincial Department of education at the time.

that the new appointments in the sector would be considered by the department, in terms of the system to be prescribed, for 2001 and subsequent periods. These appointments will be approved by the Head of Department, or his delegate at the Head Office.

The interviewee mentioned that as a regional coordinator, he received the memorandum talking about the termination of educators' services and faxed it through to district coordinators who further distributed it to centre managers and educators.

5.8.1 Volunteerism

The period between January 2001 to May 2001 was characterised by adult educators doing volunteer work in adult learning centres, since adult learning centres were said to be officially closed. In almost all centres in the province, adult educators continued doing their work for two purposes, namely:

- They knew that if they can tell learners that centres have been closed until further notice, by the time they will want them back into the centres it might be difficult to get them.
- Most educators volunteered to continue with their work with the hope that by the time the S-G decides to re-open adult learning centres, they will retain their jobs as adult educators.

During this period other educators who did not want to volunteer took jobs elsewhere. One could say that although the S-G had officially closed ABET activities, there were lots of activities going on in centres during this period despite the fact that they were not being paid for services which they were rendering.

5.8.2 The re-opening of adult learning centres in mid-may 2001

For approximately 6 months regional coordinators, district coordinators, centre managers, educators, and even learners waited patiently for the S-G to announce the official re-opening of the adult learning centres. In May 2001, the long awaited announcement was

made by the S-G that centres have officially been re-opened. The announcement was accompanied by the decision to reduce the number of centres and educators because of the budgetary constraints.

When centres re-opened most of the ABET practitioners felt that the issues according to the S-G which led to the closure of centres have not yet been resolved. Most coordinators thought that the S-G wanted to put in place a policy that could outline how the province will hire/employ educators in line with the ABET Act. However, they were surprised that the S-G decided to instruct regions to re-open centres without such a policy.

When the adult learning centres were re-opened regional and district coordinators thought of advertising the posts but also thought that for those centres which have been re-opened it could be good to make use of educators who were teaching in those centres. They thought that if they don't make use of those educators, they (educators) might start discouraging learners from coming to the centres.

The regional coordinator further indicated that they used the following criteria for the appointment of educators this year: That they had to re-hire the centre manager as a person who started the centre, and the second person to re-hire was a person who came second in the centre. He felt that the process of "last in, first out" was used in this case.

Most educators who could not be re-hired were demoralised by the situation because they were volunteering to teach in centres with the hope that when centres re-open they will retain their jobs. District coordinators took it upon themselves to organise meetings in their respective districts where in the regional coordinator had to be present to explain to the affected educators about the criterion that had been used to re-open other centres and to re-hire some educators.

Region two of the Limpopo Province has been given an amount of R1.1 million to coordinate ABET activities for the year 2001. According to the regional coordinator this is insufficient and very small as compared to the previous year's budget. The budget

allocation for the year 2001 differed from one region to another. This can be attributed to the fact that the budget was distributed according to the number of centres and that of learners.

The following are the statistics of centres, educators and learners from the individual district in the region for the year 2000 and 2001, also as affected by the decision taken by the S-G to restructure the ABET section.

Year 2000

District	Centres	Educators	Learners
Bochum	26	80	781
Konekwena	65	165	2840
Polokwane	20	43	951
Mankweng	18	103	1186
Mogodumo	51	165	1657
Zebediela	21	48	620
Total	201	604	8035

Year 2001

District	Centres	Educators	Learners
Bochum	4	11	-
Konekwena	6	12	-
Polokwane	6	12	-
Mankweng	6	15	-
Mogodumo	5	11	-
Zebediela	2	5	-
Total	29	66	-

Based on the statistics indicated above, in the year 2000 the region had 201 centres, 604 educators and 8035 learners while in the year 2001 the region has 29 centres, 66 educators and the statistics of learners were not yet available as centres had recently been re-opened. There are following differences between the statistics of 2000 and 2001, 172 for centres and 538 of educators.

5.9 Concluding remarks on the termination of educators' services

The decision to temporarily terminate educators' services resulted in a dramatic decline of learner enrolment. Such a situation contradicts the provincial multi-year implementation plan's objective of having 26,003 learners by the year 2001. Furthermore it also contradict the vision of the Minister of Education, Professor Kader Asmal of eradicating illiteracy within the period of five years. The termination of educators' services also led to the sudden reduction of educators, a move which contradicts both the ABET policy and the multi-year implementation plan's objective of practitioner training and development. Hence, the earlier formulated strategies to increase capacity have been compromised. During the time when educators' services were terminated almost all ABET officials were uncertain as to when centres will re-open. Such a situation do not seem to be conducive for the effective implementation of the ABET policy as articulated by many in the ABET field.

It is sad to say that for almost 6 months there were no (official) activities in public adult learning centres in the province, a situation which obviously create a negative image for ABET, as the same cannot happen in the formal education system. The re-opening of centres resulted in a dramatic reduction of the budget allocated to the ABET section. The question is: will the ABET section be able to deal with this huge problem of illiteracy in the province where there are dramatic reductions of infrastructure and staff?

Chapter 6: Conclusion and Recommendations

6.1 Introduction

In the previous chapters I have attempted to provide answers to the research questions of this study. I have discussed and described situations as they have manifested themselves. From the data collected in the different phases of this study, it can be concluded that there are indeed problems which affect the implementation of the ABET Policy in region two of the Limpopo Province. The results of this study could have an important exemplarian value for other regions in the Limpopo Province. However I will be careful of over-generalisation because the regions could differ from one another for example in the existence of projects, number of centres and geographic features.

In the beginning of this study I made assumptions about the problems (factors) which affect the implementation of the ABET Policy in the Limpopo Province, based on the knowledge that I gained after reading documents and conducting exploratory interviews with the ABET practitioners. Initially I thought that factors such as funding, limited capacity in human resource (staffing & training), the quality of consultation during ABET policy formulation and the problem of ABET in reaching the most socially excluded people in the Limpopo Province are possible problematic areas which could be affecting the implementation of the ABET Policy.

I only realised after the first phase of my data collection, where I had interview sessions with the sub-directorate and regional coordinators that centre establishment, governance, learning materials, ABET's image, and the availability of the ABET policy could be additional factors which might be affecting the implementation of the ABET policy in the Province as the study has showed.

6.2 Conclusions

Funding

Most interviewees are of the view that the budget that is allocated to ABET section is insufficient, and in their view it makes the coordination of ABET activities very difficult. The regional coordinators feel that the budgetary inputs that they make every year around September are largely ignored. Most district coordinators, centre managers and educators do not seem to know anything about the budget in the region.

There are delays in the payment of adult educators which is attributed to the finance section of the region because that is where the claim forms are supposed to be processed.

The ABET sector is under-funded by the department, and for it to be able to achieve its objectives it will require extra funding from both the department of education and the foreign donors. However it is important for the sector to use the available resources effectively so that they may be able to work towards the eradication of illiteracy in the province.

Socially excluded people

At the level of the regional coordinators ABET has not been able to reach most people in communities. District coordinators, centre managers and educators are of the view that to some extent ABET has been able to reach the socially excluded people in the society. All interviewees feel that there are still people in communities who are shy of coming out to say that they are illiterate and they want to learn, especially men, and some young people.

It appears that there is no strategy laid down on how to recruit learners especially those who are reluctant to participate in ABET activities.

Centre establishment should not only be seen as a means to create jobs for the unemployed educators, but it should be preceded by needs assessment in order to get relevant people into the ABET programmes. This view is supported by Rakoma who argues that the majority of adults approach adult education programmes out of a sense of a need that they would like to satisfy, and adult education practitioners should try and offer programmes which are in line with those needs of adults (2000:15). The groups which have been identified in the ABET policy and the multi-year implementation plan for mobilising and enrolment in ABET programmes do not seem to have been accommodated in reality.

Consultation

At Provincial and regional levels, the interviewees indicated that there is consultation between role players to discuss ABET related issues although other coordinators indicated that most of these meetings were specifically to get briefings on the problems which have to do with the termination of educators' services.

At the level of educators, they feel that they are consulted by their district coordinators when decisions regarding ABET activities are made in the region. Most CGBs indicated that they are never consulted when decisions regarding ABET activities are made in the region.

The level of consultation amongst the role players seems to be insufficient. This is exacerbated by the fact that learners are never consulted when decisions regarding ABET activities are made. This view is supported by Mathe who made a general remark about the problem of consultation when he said that "*the only group excluded during consultation are the ABET learners themselves*" (2001). Officials in ABET do not seem to be doing site visits, an approach which will obviously encourage those who are involved in the teaching and learning of ABET activities.

Staffing

Various role players feel that there is a problem of under-staffing in the ABET field, and in their view this affects the implementation of the ABET policy in the province. This view is supported by Houghton et al in their survey of ABET in the Limpopo Province, when they say that the ABET Sub-directorate are reportedly doing their best in the face of severe lack of capacity in terms of staff numbers (1999: viii).

Some coordinators in the region feel that they are not able to execute their duties as they might wish to, due to lack of transport and support in terms of person power. Others feel that the fact that they are required to participate in the mainstream schooling makes it difficult for them to make the kind of contribution they would want to make in adult basic education. The problem of under staffing is further exacerbated by the dramatic reduction of educators that took place after the termination of educators' services.

Based on the responses of the role players it becomes obvious that there is a need to increase the level of staffing in the region and all the other regions of the LP. The department needs also to offer all the necessary support to adult education officials so that they may be able to perform their duties without any disturbances.

Training

Despite attempts to train educators through the Cascade training program, there is a feeling amongst different role players that this system (Cascade) does not adequately train educators on how to teach adults. Others feel that the training which is conducted by coordinators is not effective as compared to the training that is conducted by ProLit, the trainers lacked experience and there was a shortage of training materials during the training sessions.

Educators are required to develop learning support materials for learners, a process which most educators find difficult as they are not adequately trained to do so.

Based on the responses of the interviewees one might conclude that the Cascade training programme does not effectively train educators to be able to perform their duties well. Apparently it is necessary for the Sub-directorate to have this training programme evaluated so that they may determine its effectiveness. Most educators indicated that the time allocated for these workshops is not sufficient. There is a need for more training of educators in the formal adult education system so that they may be empowered in doing their daily work.

Centre establishment

Centres in the region are established by prospective educators although in some districts this approach causes conflicts amongst prospective educators as they all want to participate in the process of recruitment of adult learners. However educators feel that the strategy of using educators to recruit learners is a good one in the sense that educators are able to move from one house to another recruiting learners.

Most educators find the fact that there is no specified duration on when to start with the process of establishing centres and when to finish in a given year as a problem because it disturbs them from proper planning of their activities.

At the moment there is no needs assessment done in the ABET field to determine the needs of adult learners as they come to the adult learning centres. For effective recruitment purposes there is a need to develop new ideas on how adult learners are supposed to be recruited into the Adult Learning Centres.

Learning materials

All interviewees are of the view that there is a shortage of learning materials in the region. Some district coordinators and educators feel that the shortage of learning materials makes it difficult for educators to carry out their tasks as they are supposed to. Most educators feel that the plan to require educators to develop learner support materials

is a good one although some indicated that they are unable to develop those because they have not been sufficiently trained on how to do that.

It is a good thing for the department to train and require adult educators to develop the learner support materials. However it appears that educators need more training on how to develop the learner support materials. The DoE as promised in the ABET policy and the multi-year plan need to make effort in ensuring that learning materials are provided to adult learning centres.

Due to shortage of learning materials other educators make use of their children's textbooks for teaching adult learners, a move which is not appropriate as it seems to be giving those adult learners a second-chance schooling opportunity. Most adults come to adult learning centres with specific needs which they would like to satisfy, and it becomes important that there be relevant materials for all learning areas. However, educators can do more themselves by for example using newspapers and other media to teach the adult learners.

ABET's image

Various role players feel that there is a negative image for ABET as attested by the attitude of DoE officials when it comes to transport, meetings, budgetary inputs etc. Educators feel that the lack of stationery and shortage of learning materials in PALCs does portray a negative image for ABET.

A situation such as the termination of educators' services for almost 6 months without even formally consulting the ABET officials contributes towards portraying a negative image for the ABET sector. The dramatic reduction of infrastructure and staff (educators) which took place after the termination of educators' services further downgrades the image of ABET. For educators to work for 3 to 4 months without receiving their payments seems to affect their working morale, and for them to work without (employment) contracts further contributes towards the negative image for ABET.

It is essential for the department of education to allow the limited ABET staff to concentrate only on adult basic education work rather than them being also expected to do work for the formal education system. The department must give necessary support to the ABET sector so that they may be able to accomplish their goals.

The availability of the ABET Policy

At the level of the Sub-directorate and regional coordinators, there are views that all ABET officials in the province have access to the ABET policy. While educators are of the view that they don't have access to the ABET policy and they feel that this lack of access to the policy is a problem to them because they do not know what the policy stipulates and what is expected from them.

The Sub-directorate must ensure that the national ABET policies are made available to the ABET field. It is important for the department to develop their own policy which will provide guidelines for ABET in the province, guidelines such as accreditation and qualification framework for learners, practitioner training standards, roles and responsibilities of stakeholders etc.

6.3 Recommendations coming from this study

As I have described ABET policies and practices in the Limpopo Province, and especially in Region two, I have found many interesting trends, problems and developments. Of course they are based on the situation of region two of the Limpopo Province which is a case of this study, however they could give indications for the development in the whole province. On the basis of the findings which were described and discussed in the previous chapter, I wish to make the following recommendations:

1. The establishment of provincial ABET policy and the availability of the national policy

There should be an ABET policy for the Limpopo Province which among other things will provide guidelines on how centres should be established and the duration of when to start with the process of establishing centres and when to finish in a given year. The policy should provide the accreditation and qualification framework for learners, it should also provide guidelines on how educators are supposed to be hired/employed etc.

Officials in adult basic education should make available the existing National ABET policy to the field as most interviewees have indicated that the policy is in short supply. Furthermore the Provincial ABET Sub-directorate should consult all the ABET stakeholders in the Limpopo Province when they will be formulating the policy for the Province.

2. Insufficient funding

There is a need for a new funding strategy that will ensure that there is better funding for ABET activities in the Limpopo Province. Budgetary inputs that are made by coordinators must at least be taken into consideration by the provincial Department of Education officials when making a budget for the ABET section. There should be a flow of information between role-players about funds which are allocated to ABET section and the way those funds are divided for various regions. For example, at the moment, in region two of the LP it is only the regional coordinators who have the knowledge of how much is allocated to the region while district coordinators and centre managers have no idea.

To avoid delays in remuneration there should be regional ABET finance section which will only deal with adult educator's claims for remuneration. The Provincial Department of Education should offer employment contracts to educators who are employed by the department.

In addition to the existing provincial ABET council, there should be regional councils where in addition to CGB's doing fundraising, they should be allowed to fundraise for ABET activities in their respective regions. Fundraising should be regulated, and be accompanied by training in financial management.

3. Consultation

It is necessary for the educators of different centres to come together to share their daily experiences, and discuss issues of common interest in ABET. For the effective implementation of the ABET policy it is important for different role-players in ABET to meet with one another to discuss ways and means in which problems which are encountered in ABET could be addressed, and also to discuss any ABET related issues.

4. Lack of transport

To avoid problems of coordinators in ABET not accessing transport, there should be a working policy which must prescribe how ABET officials should access transport.

5. Shortage of teaching and learning materials

The Provincial Department of Education must make an effort to ensure that there are sufficient learning materials available to PALC's.

6. Problems of under-staffing

There should be a new organogram which will ensure that more people are added in various level of the hierarchy, to allow ABET coordinators to make the kind of contribution they would want to make in ABET in order to increase the level of effectiveness of implementation of the ABET activities in the Limpopo Province.

7. Insufficient training of practitioners

There is a need for more training of ABET practitioners in general and adult educators in particular in the formal adult education system since the Cascade training programme cannot adequately train them. Fortunately the Adult Education programme of the University of the North, in co-operation with the Limpopo Province Department of education, has developed a contextualised curriculum which could be used as one option of how to solve the problem of training in the province.

There is a need for more training on how to develop the learner support materials as some educators have indicated that they have never been trained on how to develop the learner support materials while others felt that the training they received was not sufficient. There is a need for CGBs in PALCs to be trained on how to perform their duties, and on financial management issues particularly as they are required to participate in fundraising activities.

Above all, the ABET Sub-directorate should develop an operational plan including time frames for the professionalisation of the field.

8. ABET being unable to reach the socially excluded people in communities

In trying to reach out to most people who are not participating in ABET activities, the officials must make life skills (skills training programmes) more prominent in ABET programmes. To attract groups such as men into the adult learning centres, the ABET officials must start thinking of introducing skills training programmes such as welding, wire-making, motor mechanics etc.

It will be necessary for the ABET officials to do needs assessment of adult learners, also in order to understand the needs of groups which are reluctant to participate in ABET activities, groups such as men and young mothers (Oving, 2002: 123).

9. Problems with the start and finish of the recruitment activities

As indicated in the previous chapter that most educators find the fact that there is no specified duration on when to start with the process of establishing centres and when to finish in a given year as a problem because it disturbs them from proper planning of their activities. There should be regulation of when to start and when to finish with the process of recruitment and establishment of centres.

10. Problems of reduced infrastructure and lack of priority for ABET

The above-mentioned recommendations would be in vain if the decline in infrastructure and the lack of priority for ABET continues. There is a need for a conference where all the ABET stakeholders in the province could come together to discuss the problems which are experienced by the ABET field.

6.4 Recommendations for further studies

Although I have covered many issues on this study, I also feel that there are still many issues that need to be addressed. The field of ABET seems to be under researched, this is attested by a statement in the Provincial multi-year implementation plan which state that “As the Limpopo province has one of the largest illiterate and semi-literate populations, research which will inform delivery is crucial...” (p. 39).

Therefore more research in policy implementation studies is necessary to improve the implementation, monitoring and evaluation of the ABET policies in the Limpopo Province. However ongoing research at the University of the North in the context of the Adult Education programme “From Social Exclusion to Lifelong Learning” will hopefully, among other things, give more insight as to how the implementation problems could be addressed in the Limpopo Province.

There is a need to do research to determine the effectiveness of training of adult educators through the Cascade training programme. It might be useful to conduct a study on whether ABET is able to meet the educational expectation/needs that adult learners have as they come to adult learning centres.

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List of Acronyms

ABET:	Adult Basic Education and Training
AET:	Adult Education and Training
ANC:	African National Congress
CGB:	Centre Governing Body
DoE:	Department of Education
ECD:	Early Child Development
ETQA:	Education and Training Quality Assurer
EU:	European Union
FET:	Further Education and Training
GEAR:	Growth, Employment and Redistribution
IEB:	Independent Examination Board
MEC:	Member of the Executive Council
NCHE:	National Commission on Higher Education
NGO:	Non Governmental Organisation
LP:	Limpopo Province

NQF:	National Qualification Framework
OBE:	Outcomes Based Education
PALC:	Public Adult Learning Centre
PPMC:	Provincial Project Management Committee
PROLIT:	Project Literacy
SA:	South Africa
SAQA:	South African Qualification Authority
S-G:	Superintendent-General
SGB:	School Governing Body
SMME:	Small Medium and Micro Enterprise
USAID:	United States Agency for International Development

Appendices

Appendix 1: Interview Questions for a meeting with Regional coordinators in the Limpopo Province (the same questions were used during the first interview with the Sub-directorate).

1. How many Adult Education Centres are there in this region?
2. How many Adult learners are there in this region?
3. How many Adult Educators are there in the region?
4. What type of centres are there in this region?
5. How are pilot centres located in the region?
6. What would you consider as good centres in the region?
7. What would you consider as bad centres in the region?
8. How are centres being managed / Governed?
9. What is the role of centre manager in adult Education?
10. What is the role of Districts coordinators in Adult Education?
11. What is the role of centre Governing Bodies in the region?
12. What is the role of Regional coordinators in Adult Education?
13. How are centres funded in the Region?

14. Do you think the funding that the region receives is sufficient?
15. Who conduct training for educators in the region?
16. What is the duration of this training?
17. Do you think the training that Adult Educators receive is effective?
18. Who develops the materials for Adult Learners?
19. Do you think there is enough human capacity in the region?
20. What are other problems with regard to implementation of the ABET Policy?
21. What could be the solution to these problems in your view?
22. Do you sometimes have meetings to discuss issues of common concern in Adult Education?

Appendix 2: Interview Questions for a meeting with the Sub-directorate.

1. Are the centre governing bodies trained to do their duties?
2. Are districts and regional coordinators trained to do their duties?
3. Are resources (stationary) supplied to centres in the Limpopo Province?
4. Is there remuneration policy (contracts) for educators in the province?
5. How is the composition of the ABET council in the L.P?
6. What is the role of ABET council in the L.P?
7. Do you think the budget which is allocated to ABET is sufficient?
8. Do you have regular meetings to discuss ABET activities in the L.P?
9. Is there ABET policy for the L.P?
10. What are your views on the latest / recent ABET organogram?
11. Do you think there is enough human capacity in the province?
12. What are your thoughts about Ikhwelo centres vs PALC'S?

Appendix 3: Interview Questions for a meeting with District coordinators and Centre managers in region two (2) of the Limpopo Province.

1. How many centres are there in this district?

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2. How many learners are there in the district?

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3. How many educators are there in the district?

.....

4. What type of centres are there in this district?

.....

.....

5. How are centres established in the district?

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.....

6. Do you think ABET is able to reach the most socially excluded people in the society?

.....

.....

7. What would you consider as good practices in the district?

.....

.....

8. What would you consider as bad practices in the district?

.....

.....

9. How are centres being managed / governed?

.....

.....

10. How do you see your role in the centre and in the community as educators?

.....

.....

11. How does the community view ABET activities?

.....
.....

12. What is the role of centre governing bodies in the district?

.....
.....

13. What is the role of district co-ordinators in the region?

.....
.....

14. Do you think as a district co-ordinator you are able to execute your tasks as you might wish to?

.....
.....

15. How are centres funded?

.....
.....

16. Are resources (stationary) supplied to centres?

.....
.....

17. What are your views about the way educators are being remunerated?

.....
.....

18. How do you perceive the time that is allocated for ABET activities in centres?.....

.....
.....

19. Do you think the funding that the district receives is sufficient?

.....
.....

20. Who conduct training for educators in the district?

.....
.....

21. What is the duration of this training?

.....
.....

22. Do you think the training that adult educators receive is effective?

.....
.....

23. Do you think there is enough human capacity in the district?

.....
.....

24. What are other problems with regard to the implementation of ABET policy?.....

.....

Appendix 4:

INTERVIEW SCHEDULE

With whom: Educators in region two (2) of the Limpopo Province

Who attended:

Centre:

Date:

Time:

Centre general observation

1. Infrastructure.....
2. Teaching and learning materials
3. Stationery.....
4. Class attendance.....
5. Lesson presentation.....
6. Participation.....

Centre establishment

1. It is my understanding that centers are mostly established by prospective educators in the region. In other words ...

Was this the case with this centre?

2. There is a view amongst some educators and coordinators that there is no specified

duration on when to start and when to finish with the process of establishing centres. In other words

A) Has this been your experience in the establishment of this centre?

B) In your view, was the process of establishment used at this centre a problem for you? [If yes] how/why?

3. The way in which learners are recruited is often regarded as problematic by some coordinators. It is sometimes suggested that this may be linked to conflicts between educators who have to compete with one another to recruit learners.

A) What is your opinion about this statement.

B) In your opinion has this influenced the image of ABET in the community. [If yes] how?

4. Do you see another strategy which could be used to recruit adult learners other than the present one, please explain?

Excluded target groups

1. Some coordinators and educators feel that ABET has effectively been able to reach the socially excluded people in the society, for example

Do you share the same view?

2. Are there groups of people in the community who are not participating in ABET activities e.g. men, younger adults etc? [If yes] which groups are those?

A) In your opinion why are these groups not participating in ABET activities?

3. What strategies would you suggest might be useful to put in place to recruit such groups?

4. Focussing on this specific centre, what would you consider to be the positive things in this centre, which might encourage learners to attend?
5. And what would you consider to be the negative things in your centre, which might discourage learners from attending?

Centre governance

1. Focussing on this centre, how would you summarise the positive elements of governance in this centre?
2. And the negative elements of governance in this centre?
3. How do you relate with the CGB?
4. What are your views about the role that the centre governing body (CGB) should play in this centre (or centres in general)?

Funding

1. There appears to be a general feeling amongst coordinators and educators that the funds which are allocated to the region are insufficient, do you share the same view?
2. It is often suggested that the shortage of funds affects the coordination of ABET activities.
How specifically has the shortage of funds affected your work at this centre?
3. It is sometimes suggested that coordinators, educators and CGB's should be encouraged to participate in fundraising. What are your opinion about this view?

4. Another aspect of funding has to do with the remuneration of educators. Can you tell me about some of the problems experienced by educators at this centre with respect to remuneration?

Training

1. It is widely accepted that the initiative to train educators to teach adult learners is a good thing. But there seems to be a perception that “educators are not adequately trained to teach adult learners”. What are your views about this statement?

2. Do you think there is a problem with the form (workshops) and duration of the training that educators receive? [If yes] what could be the problem with this kind of training?

3. Do you share the notion that a more formal training program is needed for educators?

Learning materials

1. There is a view amongst some educators that the shortage of learning materials in the region affect the teaching and learning in ABET centres, what are your perception about this view?

2. Do you think the learner support materials developed by educators are appropriate/suitable for adult learners?

Image

1. Some educators feel that the fact that stationary is not supplied to centres portray a negative image for ABET, do you share the same view? [If yes] in what way?

2. What are your views about the fact that educators in some centres are demanded by school governing bodies (SGB's) to buy items such as polish, brooms etc for classes which they use for ABET activities?
3. Some coordinators and educators feels that the salary delays of educators confirm the negative portrayal of ABET by DoE officials, what are your views about this statement?

Consultation

1. Are you ever consulted when decisions regarding ABET activities are made in the district/region/province, by for example, your district coordinator.
[If not] do you see it as a problem?
2. Do you sometimes have contact with other educators in the district to discuss ABET related issues?
[If not] do you see this as a problem?
3. How often do you officially communicate with the district coordinator either through correspondence, meetings etc? In your view do you find this kind of contact as a problem? [If yes] in what way?

Policy

1. Some people in the field feel that the **ABET policy** is in short supply. In other words ...
A) As educators do you have access to the ABET policy?
B) [If not] do you find the unavailability of the policy as a problem?
2. Do you have access to the **ABET Act**?
[If not] do you find the unavailability of the Act as a problem?
[If yes] in what way do you find it as a problem?

Appendix 5: Focus group Interview schedule

With whom: Centre Governing Bodies (CGB's) in region two (2) of the Limpopo Province

Who attended:

Centre:

Date:

Time:

Centre establishment

1. It is my understanding that centres are mostly established by prospective educators in the region. [pause] How was this centre established?

2. The way in which learners are recruited is often regarded as problematic by some coordinators. It is sometimes suggested that this may be linked to conflicts between educators who have to compete with one another to recruit learners.

A) What is your opinion about this statement?

B) In your opinion has this influenced the image of ABET in the community. If yes] how?

Excluded target groups

1. Some coordinators and educators feel that ABET has effectively been able to reach the socially excluded people in the society, for example...

Do you share the same view?

2. Are there groups of people in the community who are not participating in ABET activities e.g. men, younger adults etc? [If yes] which groups are those?

a) In your opinions why are these groups not participating in ABET activities?

1. What role can the CGB play to encourage those who are not participating to participate in ABET activities?

Centre governance

1. How was this CGB established?
2. How is the composition of this CGB?
3. For how long have you been operating as a CGB?
4. What documents regulate your activities? For example constitution, regulatory framework etc.
5. In your view what are the functions/role of the CGB?
6. How is the relationship between the SGB and CGB?

Funding

1. Are there any fundraising activities in this centre?
[If yes] What is your role in such activities?
[If not] What are your views about fundraising for this centre?

Training

1. Did you receive any training on how to perform your duties?
[If yes] Do you think the training which you receive is sufficient/effective?
[If not] Do you think there is a need for you to receive training?

2. What are your views about the training that adult educators receive on how to teach adult learners?

3. Do you think the training which educators receive is effective?

Image

1. It is my understanding that there could be problems in ABET centres e.g. lack of stationery, infrastructure etc, Do you think these problems could be portraying a negative image for ABET? [If yes] in what way?

2. What are your views about the fact that educators in some centres are demanded by the SGB to buy items such as polish, brooms etc for the classes which they use for ABET activities?

3. How do you see the role played by educators in the centre and in the community?

4. In your view how does the community view ABET activities?

Consultation

1. How often do you have meetings as the CGB? In your view do you find this kind of contact as a problem? [If yes] in what way?

2. Do you sometimes have meetings with either the educators or SGB's to discuss ABET related issues? [If not] do you find it as a problem, please explain?

3. Are you sometimes consulted when decisions regarding ABET activities are made in the district/region, by for example, your district coordinator.

Appendix 6: In-depth interview schedule

With whom: Regional coordinators in region two (2) of the Limpopo Province.

Who attended:

Date:

Time:

Termination of educators services

1. Do you know anything about the termination of educators' services in the Limpopo Province?
2. Were you consulted when the decision to terminate educators' services was arrived at?
3. What were the reasons for the termination of educators' services?
4. How were educators informed about the termination of their services?
5. In your view do you think the problems which led to the termination of educators' services are resolved?
6. How many centres were operating before the termination of educators' services in the region?
7. How many centres do operate now?
8. How were these centres selected?
9. How many educators did you have in the region before the termination of services?
10. How many do you have now?
11. Who appointed these educators?
12. What is the criterion for the appointment of these educators?
13. Did you have time to talk to the affected educators?
14. Some district coordinators feel that the termination of ABET activities had a negative image for ABET. What are your views about this statement?

Excluded target groups

1. Do you think that ABET has effectively been able to reach most people in communities. Do you share the same view?
2. Are there groups of people in the community who are not participating in ABET activities e.g. men, younger adults etc? [If yes] which groups are those?
3. Are you aware of any reasons why these groups not participating in ABET activities?
4. What strategies would you suggest might be useful to put in place to recruit such groups?

Governance

1. Some educators feel that they do not need a CGB in their centres, what are your views about such a perception?
2. Most CGB's in the region feel that they do not know what they are expected to do because they do not have access to documents which regulate their activities. What are your views about this statement?
3. Most CGB's in the region indicated that there are no documents which regulate their activities. Do you share the same view?
4. What is the general composition of the CGB's in the region?

Funding

1. There appears to be a general feeling amongst district coordinators and educators that the funds that are allocated to the region are insufficient, do you share the same view?

2. How much is this region budgeted for this year?

3. Are other regions given the same amount?

4. It is often suggested that the shortage of funds affects the coordination of ABET activities.

How specifically has the shortage of funds affected your work at this region?

5. Are there any fundraising activities in this region?

[If yes] What are your roles in such activities?

[If not] What are your views about fundraising for this region?

6. There appears to be a general feeling amongst educators that there are delays when it comes to their remuneration, do you share the same view?

[If yes] what kinds of remuneration problems do exist in this region?

Training

1. Some educators feel that CGB's in pilot centres e.g. Ikhwelo has received some form of training but there has never been training for CGB's in PALC. Do you agree with the statement?

Learning materials

1. There is a view amongst some educators that the shortage of learning materials in the region affect the teaching and learning in ABET centres, what are your perception about this view?

2. Do you think the learner support materials developed by educators are appropriate/suitable for adult learners?

3. Some educators feel that there is a need for stationery and learning materials i.e. chalks, dusters, books etc to be supplied to ABET centres as it is with Ikhwelo centres. Do you share the same view? [If yes] How do you hope to make this need achievable?

Image

1. It is my understanding that there are problems in ABET centres e.g. lack of stationery, infrastructure etc, Do you think these problems could be portraying a negative image for ABET? [If yes] in what way?

2. What are your views about the fact that educators in some centres contribute money from their own pockets to buy things such as chalks, sewing materials etc for ABET activities?

3. Are there awards that centres or educators receive for the good job well done in the region or province? [If not] what are your views about introducing things such as those?

4. Some coordinators and educators feels that the salary delays of educators confirm the negative portrayal of ABET by DOE officials, What are your views about this statement?

Consultation

1. Are you consulted when decisions regarding ABET activities are made in the province, by for example, S-G, Sub-directorate?

[If not] do you see it as a problem?

2. Do you sometimes have contact with other regions in the province to discuss ABET related issues?

[If not] do you see this as a problem?

3. How often do you officially communicate with the sub-directorate either through correspondence, meetings etc? In your view do you find this kind of contact as a problem? [If yes] in what way?

Policy

1. Some people in the field feel that the **ABET policy** and **ABET Act** are in short supply. Do you agree with the statement? [If yes] how do you hope to improve the situation?
2. Do you have access to the ABET policy? [If yes] what do you think are the key components of the ABET policy?
3. What are your strategies to implement the ABET policy in this region?
4. What are the possibilities to improve ABET policy implementation in the NP?

Appendix 7: This is an example of data matrix used in this research based on the interview questions for district coordinators and centre managers of region two in the Limpopo province.

Variab les	Bochum district	Zebediela district	Mogodum o district	Polokwane district	Konekwe na district	Mankwen g district
Circuits	Not relevant	Not relevant	Not relevant	Not relevant	Not relevant	Not relevant
Type of centres	1-Ikhwelo 25 Palc's No Riv. C	No Ikhwelo 22 Palc's No Riv. C	1-Ikhwelo 50 Palc's No Riv. C	No Ikhwelo 19 Palc's No Riv. C	1- Ikhwelo 63 Palc's No Riv. C	1- Ikhwelo 17 Palc's No Riv. C

Funding	Sources: DOE & USAID, Insufficient, The District knows nothing about ABET budget. R21 000 for the whole region	Sources: DOE. Insufficient, The District knows nothing about ABET budget. R21 000 for the whole region	Sources: DOE & USAID, Insufficient, The District knows nothing about ABET budget. R21 000 for the whole region	Sources: DOE. Insufficient, The District knows nothing about ABET budget. R21 000 for the whole region	Sources: DOE & USAID, Insufficient, The District knows nothing about ABET budget. R21 000 for the whole region	Sources: DOE & USAID, Insufficient, The District knows nothing about ABET budget. R21 000 for the whole region
HC	Understaffed. eg 1 Coordinator per district	Understaffed. eg 1 Coordinator per district	Understaffed. eg 1 Coordinator per district	Understaffed. eg 1 Coordinator per district	Understaffed. eg 1 Coordinator per district	Understaffed. eg 1 Coordinator per district

E T G	Some are shy to participate in ABET activities, particularly men	There is little participation in ABET activities. Some are afraid to be identified as illiterate	More could be done to introduce skills training programs to reach more people in palc's.	Lack of resources, equipment and more could be done to introduce skills training programs.	Communities are supportive, more could still be done to reach more people.	More could be done to introduce skills training programs to reach more people in palc's including men.
Q C	Little or No consultation	Little or No consultation	Little or No consultation	Little or No consultation	Little or No consultation	Little or No consultation

Trainin g	Cascade. The only alternative short period training, Loss of quality, Distortion & stepping stone training	Cascade. The only alternative short period training, Loss of quality, Distortion & stepping stone training	Cascade. The only alternative short period training, Loss of quality, Distortion & stepping stone training	Cascade. The only alternative short period training, Loss of quality, Distortion & stepping stone training	Cascade. The only alternative short period training, Loss of quality, Distortion & stepping stone training	Cascade. The only alternative short period training, Loss of quality, Distortion & stepping stone training
C E	By prospective educators	By prospective educators	By prospective educators	By prospective educators although it causes conflict amongst them	By prospective educators	By prospective educators
G	Centre managers, CGB's & DC	Centre managers, CGB's & DC	Centre managers, CGB's & DC	Centre managers, CGB's & DC	Centre managers, CGB's & DC	Centre managers, CGB's & DC

Policy	No policy in the LP, Very little infor/knowledge about the ABET policy & Policy documents are in short supply	No policy in the LP, Very little infor/knowledge about the ABET policy & Policy documents are in short supply	No policy in the LP, Very little infor/knowledge about the ABET policy & Policy documents are in short supply	No policy in the LP, Very little infor/knowledge about the ABET policy & Policy documents are in short supply	No policy in the LP, Very little infor/knowledge about the ABET policy & Policy documents are in short supply	No policy in the LP, Very little infor/knowledge about the ABET policy & Policy documents are in short supply
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AE's	Motivated educators, Training could be improved & Delays in remunerations	Training could be improved & Delays in remunerations	Educators were trained on how to manage centres, There are pockets of creativity, Training could be improved & Delays in remunerations	Motivated educators, They develop learning support materials, There are pockets of creativity & Delays in remunerations	Training could be improved & Delays in remunerations	Motivated educators, They develop learning support materials, Training could be improved & Delays in remunerations
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I A	Lack of knowledge & information about ABET in the district ABET is not taken seriously by officials e.g. ABET coordinators are sometimes given duties for the mainstream education	Poor ABET image & ABET officials are sometimes not called to meetings	ABET is not taken seriously by officials e.g. ABET coordinators are sometimes given duties for the mainstream education	There is a general support of ABET by communities, ABET is not taken seriously by officials & ABET coordinators are sometimes given duties for the mainstream education	Distances involved make organisation of the ABET field very difficult, Poor ABET image & ABET is not taken seriously e.g. Delays in processing payments	There is a general support of ABET by communities, ABET is not taken seriously by officials e.g. ABET coordinators are sometimes given duties for the mainstream education
L M	Shortage/ Insufficient learning materials	Shortage/ Insufficient learning materials	Shortage/ Insufficient learning materials	Shortage/ Insufficient learning materials	Shortage/ Insufficient learning materials	Shortage/ Insufficient learning materials

G C	Maupye (Ikhwelo), kgotloana (Palc)	?	Madisei (Ikhwelo), Matome (Palc)	Thakgalan g (Palc), Kaputla- Nkwana (Palc)	Wingfield (Ikhwelo), Tibanefont ein (Palc)	Rakopi (Ikhwelo), Dikolobe (Palc)
R DC	Coordinati on, Claim forms, Statistics, Training & Link between the district & region	Coordinati on, Claim forms, Statistics, Training & Link between the district & Region	Coordinati on, Claim forms, Statistics, Training, Running of workshop, Conflict resolution & Link between the district & region	Coordinati on, Claim forms, Statistics, Training, Link between the district & Region, & Conflict resolution	Coordinati on, Claim forms, Statistics, Training, Link between the district & Region, Running of workshop	Coordinati on, Claim forms, Statistics, Training, Link between the district & Region, Running of workshop

CGB's	CGB's looks into the smooth running of centres, they draft Palc constitution, Selection of Educators & Centre managers, they are not trained to do their duties	Not yet established	Not yet established in Palc's but in Ikhwelo, They recruit learners, conflict resolution Trained by prolit	CGB's looks into the smooth running of centres, Tight link between centre, community & district, Selection of Educators & Centre managers, They are not trained to do their duties	Coordination, They are liaison officers between palc's & District, They recruit learners, Fundraising, Selection of Educators & Centre managers	Coordination, They serve as a link between palc's & communities, They recruit learners, Fundraising, Selection of Educators & Centre managers
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