

**NEEDS ASSESSMENT OF
ADULT BASIC EDUCATION AND TRAINING
EASTERN CAPE & NORTHERN PROVINCES**

FINAL REPORT

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TABLE OF CONTENTS

Acknowledgments	i
Executive Summary	ii
Section One: Introduction and Background	1
1. Introduction	1
2. Developments within the ABET Sector	4
2.1 Policy Framework	4
2.2 The Four Year Implementation Plan	5
3. Key Issues in ABET	6
3.1 Defining Adult Basic Education and Training (ABET)	6
3.2 Integrating Education and Training into Lifelong Learning	7
3.3 A Flexible Curriculum	7
3.4 Developing Standards	7
3.5 Assessment	8
3.6 Recognition of Prior Learning	8
3.7 ABET Practitioners	8
3.8 Material's Development and Media	9
Section Two: Profile of ABET Provisioning Within Northern Province and Eastern Cape ..	10
1. Description of the Provinces	10
1.1 An Overview of Education in The Eastern Cape	10
(i) Number of Children Out-of-School (7-14 years):	12
(ii) Adult Education:	13
1.2 An Overview of Education in The Northern Province	14
(i) Number of Children Out-of-School (7-14 years):	18
(ii) Adult Education:	19
2. Provisioning of ABET Services	20
2.1 Estimated Number of Learners by sector in 1994-1995	21
2.2 Basic Education Level in the Provinces	22
2.3 Number of Centres Registered with the IEB	22
2.4 ABET Centres and Satellites <i>within the Eastern Cape - run by the DoE</i>	23
2.5 Number of Learners and Educators registered with the Eastern Cape DoE	24
2.6 Number of Learners, providers and centres registered with the Northern Province Department of Education	25
Section Three: Methodology	26
1. Introduction	26
2. Focus Areas of the Needs Assessment	26
3. Research Design	27
4. Participants	28
5. Sampling	28
6. Instrument Development	29
7. Administration	30
8. Data Entry and analysis	30
9. Limitations of the study	30

Section Four: Results of the Needs Assessment in Eastern Cape and Northern Province . . .	32
1. Introduction	32
2. Findings of the Needs Assessment	33
2.1 Status of ABET within the Eastern Cape and Northern Province	34
(i) The Situation	34
(ii) Providers of ABET Services	36
(iii) Resources for ABET Provision	37
(iv) Staff Capacity of the Provincial Department of Education	38
(a) Eastern Cape	38
(b) Northern Province	41
2.2 Findings Respective to the Research Areas	43
2.3 Findings: Eastern Cape	43
2.3.1 ABET Management and Organisational Development Capacity	44
2.3.2 Curriculum Development and Learning Programme Design	46
2.3.3 Assessment	50
2.3.4 Secondary Education Programmes for Disenfranchised Youth and Adults	55
2.3.5 Monitoring and Evaluation	56
2.3.6 Staff Development and Training	58
2.3.7 Media Technology and Materials Development	61
2.4 Findings: Northern Province	63
2.4.1 Secondary Education Programmes	64
2.4.2 ABET Management and Organisational Development	65
2.4.3 Assessment and Examination Systems	67
2.4.4 Monitoring and Evaluation	69
2.2.5 Media Technology and Materials Development	70
Section Five: Recommendations	72
1. Introduction	72
2. Challenges faced by the ABET Sector in Eastern Cape and Northern Province	72
3. Recommendations on Key Research Areas	74
3.1 ABET Management and Organisational Development	74
3.2 Curriculum Development and Learning Programme Design	74
3.3 Assessment and Examination Systems	75
3.4 Secondary Education Programmes	76
3.5 Monitoring and Evaluation	76
3.6 Staff Development and Training	77
3.7 Media Technology and Materials Development	78

EXECUTIVE SUMMARY

The overall *objective* of the needs assessment was to summarise the general status of ABET in the Eastern Cape and the Northern Province and validate the contents of an RFA while identifying opportunities and constraints. The areas of focus for the study were:

- ***Strategic Planning*** - to identify the support required to strengthen provincial capacity in strategic planning for the provision and financing of ABET.
- ***Organisational Development*** - identification of appropriate technical assistance for provincial Heads of Department on organisational development issues within the new provincial structures. This also includes building capacity among ABET practitioners through the provision of training programmes.
- ***Staff Development*** - identification of the support required for the training of staff in provincial departments. The emphasis of this activity is assistance required by the provincial departments to make the shift to the new integrated curriculum.
- ***ABET Examinations*** - a review of the provincial examination system for ABET Programmes and an identification of new systems that could be used to facilitate the accreditation and articulation within the National Qualifications Framework [NQF].
- ***Alternate Secondary Distance Education Programmes*** - a review of the provincial departments' alternate secondary education programmes which targeted disenfranchised youth and adults.
- ***Media in Education*** - determination of the appropriate media technology relevant to the ABET sector to be used for outreach, promotion or expanded delivery.
- ***Monitoring and Evaluation*** - mechanisms required to strengthen capacity to monitor and evaluate ABET schemes, including the development of MIS.
- ***Community Focus*** - review of formal and informal ABET systems that can meet education and training needs. In addition, identification of mechanisms within the community to continue driving the process of upgrading skills.
- ***Sustainability*** - identification of linkages with other government departments and non-state structures that are likely to play an important role in the provision of sustainable technical and professional support of ABET centres, services and practitioners.
- ***Curriculum Development and Learning Programme Design*** - a review of formal and informal ABET systems and NGO support in the province regarding curriculum design.

The needs assessment was conducted over a period of six weeks. The main methods of data collection were through interviews and focus group discussions with state and non-state ABET providers. From the data gathered the following recommendations were made:

ABET Management and Organisational Development

The ABET management systems and organisational development capacity within the provinces are very limited. The key elements of training to be considered are:

- training to be effective managers;
- time management skills;
- strategic planning and the development of implementation and action plans;
- developing and implementing appropriate performance appraisal systems;
- understanding of policy and implementing the policy in an appropriate way;
- programme design, development and management;
- providing support and supervising staff at lower levels.

Curriculum Development and Learning Programme Design

For the ABET Educators, Planners and managers to develop and implement the curriculum effectively the following capacity needs to be developed:

- an in-depth understanding of the underlying theory and philosophy of the outcomes-based approach;
- understand the principles for curriculum development and design;
- understand the technical operations of designing learning programmes - Adult educators need to develop the capacity to plan for a range of learner options and interests. They must develop programmes that are appropriate to the lives of the individual learner's and develop programmes that are flexible and have the potential to provide a broad foundation and core concepts that learners need for their future education and training. For this to take place intensive in-service programmes need to be developed and designed for the adult educators;
- with the support and guidance of curriculum planners and developers [state and non-state sectors] the adult educators need to develop learning programmes for the specific levels across the eight learning areas.

Assessment and Examination Systems

The achievement of specific outcomes, measured against unit standards will serve as the basis of assessing learners, and thus indirectly the effectiveness of learning programmes. Given that the focus of assessments within the night school system was on summative examinations which were inappropriate to the adult learner and out-of-school youths the Adult educators would have to develop the following skills to change the assessment practices for it to be more appropriate for the learners:

development of assessment tools for the different ABET levels;

- determine the primary purpose for each assessment event and choose appropriate assessment tools for the purpose;
- measure achievement of set standards
- design assessment instruments to measure the competency and capability of the learners;
- develop systems to monitor generic competencies such as transfer of skills and application to different contexts;
- be able to diagnose learning problems and develop remediation programmes
- develop skills to assess the prior knowledge and learning of adult educators.

Secondary Education Programmes

In both provinces no secondary education programmes have been developed. The ABET Directorate would need to consult with the non-state sector regarding secondary education programmes and access skills and expertise from this sector to develop the secondary education programme for Level IV. The ABET level V programmes fall under the community colleges. In addition, the Directorates should invest in both the teaching and learning materials developed by ASECA and secure the service of ASECA to train the adult educators to develop learning programmes and assessment tools for this level.

Monitoring and Evaluation

The Department of Education views accountability, evaluation and assessment as central to the processes of educational transformation in South Africa. Evaluation and monitoring are a vital part of all ABET programme and implementation. Because of the importance of monitoring and evaluation the process needs to be well conceptualised, planned, resourced and implemented. To ensure that this happens the following is recommended:

- to establish a sub-unit within the directorate to focus its resources and expertise on monitoring and evaluation of ABET programmes;

- technical training for persons within the unit as well as adult educators on how to evaluate and monitor;
- skills in the design and development of monitoring and evaluation tools, an understanding of how to analyse and utilise the information.

Linked to monitoring and evaluation is the setting up of an Education Management Information System. These systems are developed to a relatively high level within the Eastern Cape, but in the Northern province it is nonexistent. Preliminary investigations have commenced on setting up an EMIS but there was no follow up.

Staff Development and Training

The training and orientation of ABET practitioners at all levels of the system is imperative to equip ABET practitioners [educators, trainers, education managers, field workers and coordinators] with the knowledge, skills and attitudes and values required to implement ABET programmes. Staff development and training should include the following:

- retraining of teachers redeployed to the ABET sector to meet the requirements of the ABET curriculum framework, design of assessment tools based on the outcomes-based approach and the development of learning areas;
- develop management capacity within the different levels of the ABET Directorate and the substructures;
- undertake a skills audit to design ongoing staff development programmes;
- provision of materials for adult educators ;
- training in Adult Education;
- training in assessment;
- management skills training;
- Skills-based training to assist learners interested in learning a particular skill;
- report writing skills;
- computer skills;
- skills in planning of lessons;
- organisation and administration skills;
- material's development;
- curriculum design;
- administration and management of the system;
- research skills;
- monitoring and evaluation skills.

Materials Development and Media Technology

For the new curriculum to be operationalised in a way that enhances the learning and teaching situations ensures that the provincial department and the stakeholders meet the goals for ABET the following needs should be addressed:

- training in developing materials that are integrated and interdisciplinary in nature;
- training in developing materials tailored to the needs of learners and their context;
- development of materials that clearly articulates with the learning outcomes of the different learning units;
- training in development of self-instructional and distance education materials;
- financial support to develop these materials.

For media technology to be an integral part of the delivery of ABET services the following has to be addressed:

- an analysis of the range of media technology available;
- training in the design and development of alternate media technology;
- funding to purchase equipment necessary for media-based teaching and learning;
- training on how to utilise different forms of media technology.

The findings of this study could be used to design a programme to develop the capacity of staff at all levels within the ABET Directorate and its substructures. The capacity building programme for the ABET practitioners would enhance their skills to deliver ABET services within the Eastern Cape and Northern Province.

SECTION ONE: INTRODUCTION AND BACKGROUND

1. Introduction

Historically, the majority of South Africans were denied access to free, compulsory general education. The consequence today is a legacy of approximately 12.5 million adults who lack a sound basic education.¹ This meant that few citizens had access to an educational foundation necessary for further learning, quality employment opportunities or even full and active social and political participation.

As a result, the current socioeconomic context for adult basic education and training reflects extreme inequalities in levels of income, high unemployment and overwhelming poverty. The lowest 20% of income earners access 1.5% of the national income [as compared with the wealthiest 10% of households which receive 50%]. Between 36% and 53% of South Africans fall below the poverty line. Furthermore, poverty is overwhelming by-racial in character: 95% of the poor, are Africans [living below the House-hold subsistence level] ; 65% of Africans live in poverty.²

The policies of the former government fragmented education and training into different subsystems along ethnic and racial lines and allocation of educational resources unequally. In addition, the provisioning for adult education was marked by low academic status and weak employment and social recognition. It was benchmarked against the phases of learning for children in the formal schooling system. This resulted in poor quality education in black schools and the condemnation of millions of adults to illiteracy, effectively retarding the intellectual and cultural development of the country as a whole. On-the-job and skills training programmes for adults in the workplace were divorced from basic educational foundations and characterised by narrow, task specific requirements which prevented people from further developing their skills and knowledge or occupational opportunities.

¹ Harley, A et al (1996): *A survey of Adult Basic Education in South Africa in the 90s*, SACHED Books, Johannesburg

² World Bank Report on South Africa 1996

The years of neglect and the lack of a comprehensive system for adult basic education and training (ABET) today presents the following consequences:

- there are no national standards of provision. As a result, effort to provide adult basic education and training are fragmented, and programmes have minimal impact;
- there has been little or no recognition of the ABE sector as a whole, nor, in particular, for the educators of adults;
- ABET provision has suffered from inadequate infrastructure and support systems with minimal resources;
- there have been very few attempts to link ABE to development and training. As a result, no interdepartmental and institutional linkages exist within government, the private sector and the non-governmental sector; and
- State provided ABE has had an inappropriate, narrow, formal school focus and, despite its location in the schooling environment, ABE has not yet been able to draw meaningfully upon the professional educational resources and infrastructure of the formal school system.³

The advent of a democratic order in South Africa has opened windows of opportunity for the majority of South Africans. Education is an essential component of the reconstruction, development and transformation of South African society. The Bill of Rights in the Constitution of the Republic of South Africa (1996) outlines the rights of citizens "*basic education, including adult basic education and to further education, which the state, through reasonable measures, must make progressively available and accessible.*" The White Paper on Education and Training (1995) clarifies that *the right to basic education..... applies to all persons, i.e. to all children, youth and adults. Basic education is thus a legal entitlement to which every person has a claim.*"

South Africa begins its task of reconstruction and development with millions of adults having little or no basic education. Government's commitment to adult education is in the mass-scale provision of Adult Basic Education and Training (ABET) and is in increasing the ratio of expenditure on ABET. The GNU's commitment and priority to

³ Draft ABET Policy Document (April 1997)

provide adults with the foundation for access to lifelong learning and enable them to adapt and contribute to social and economic development in a rapidly changing social order must translate into sustainable mechanisms for the delivery of effective learning and teaching. Given this, the task facing the nation engaged in redress and transformation is twofold:

“ to address the complex variety of literacy needs evident in contemporary society, as well as develop a framework where adult literacy and basic education are at the beginning of substantial learning careers ”.

To do this, the ABET sector sketched a vision for ABET. The vision for ABET is *“a literate South Africa within which all its citizens have acquired basic education and training that will help them effectively to participate in socioeconomic and political processes to contribute to reconstruction, development and social transformation.”* The core values adopted for South Africa are human dignity, liberty, justice, democracy, equality and national development. For many individuals, adult basic education and training offers a rare opportunity to improve their present conditions. To some it provides a chance to confront directly a world made difficult by the need to read, write and to do arithmetic. To others, the programme teaches them how to manage indeed, how to survive this world and yet to others, the programme is about people coming together to learn and to relate to each other.

To ensure that these individuals, groups or communities are provided with or can access their basic rights and to ensure that high quality services are provided to these individuals, groups or communities, one needs to ask the following questions:

- Who are the persons/organisations/institutions offering ABET?
- What is their capacity?
- How effective have they been to date?
- What is required to improve their capacity to deliver these services?
- What is required to improve the services delivered to the ABET recipients?

2. Developments Within the ABET Sector

2.1 Policy Framework

The Formulation of policy for ABET is shaped by three policy frameworks which are already in place: the National Education Policy Act No 26 of 1996, the White Paper on Education (1995) and the South African Qualifications Authority Act No. 58 of 1995.

The National Education Policy directs the provision of ABET, i.e. to advance and protect fundamental human rights, in particular the right *"of every person to basic education and equal access to education institutions and the right of every student to be instructed in the language of his/her choice where this is reasonable or practicable"*⁴ Furthermore, ABET should *"contribute to the personal development of each student, and to the moral, social, cultural, political and economic development of the nation at large, including the advancement of democracy, human rights and the peaceful resolution of disputes."*⁵

In addition, the National Education Policy provides for an ABET system within which the various elements that impact on effective ABET delivery can be harnessed and articulated. In doing so it recognises the roles to be played by a multiplicity of stakeholders from public, non -governmental and private sectors. The new ABET policy will serve the needs of a diverse range of learning constituencies, i.e. organised labour in the formal economy; self-employed and the underemployed people; unemployed youth and adults in the urban areas and settlements; the rural unemployed; and woman heads of households in both urban and rural areas. Above all the policy seeks to develop an enabling environment in which high quality adult basic education and training programmes can flourish throughout the country.

The National Qualifications Framework (NQF) allows for credit for learning in the ABET sector to form the basis of learning careers and is of such flexibility that learning acquired outside the framework can form the basis for entry into a learning programme according to the needs and choices of learners.⁶ In addition, the Framework is seen as the requisite scaffolding upon which a system for accessible and equitable lifelong learning can be based.

⁴ National Education Policy Act (1996)

⁵ National Education Policy Act (1996)

⁶ National Four Year Implementation Plan (July 1997)

2.2 *The Four Year Implementation Plan*

The starting point for the National Implementation Plan is that it is a national plan in which all stakeholders and role-players agree on the national objectives and outcomes for the total potential ABET learning audiences and the structures and systems required to be in place to address the needs of learners.

The overall objective of the Four Year Implementation Plan (FYIP) is to raise the basic educational foundation for further education and training and employment, i.e. to increase the quality and quantity of relevant and appropriate learning and learning services to both adults and out-of-school youth who have been unable to access adequate education and training in the past.⁷

This national objective is based on the government's commitment to life long learning, redress and access to education and training. The various activities and outcomes spelt out for ABET provisioning are based on these precepts and the necessity to bring about coherence and coordination of efforts and activities so that this sector of learning provision is systematised and formalised. Simultaneously, the systematisation of the sector is not intended to restrict variation or creative responses to learner need. Rather, the elements of the FYIP have been structured around the need for flexibility so as to provide learners with a quality education and training experience and recognition for their learning achievements so that they may continue with their chosen learning pathway at a time and in circumstance of their own choosing.

To achieve the overall national objective of improving the national educational foundation of all citizens, two key performance indicators have been set:

- A significant increase in learner enrolments in programmes and usage of learning services; and
- Substantial increases in learner achievements.

The national and provincial departments of education have the greatest challenge and responsibility for ensuring that these performance indicators are met. However, the Plan makes provision for all stakeholders to realise and expand their responsibility to the learners, potential and actual within their constituencies and reach.

⁷ National Four Year Implementation Plan (July 1997)

In addition to the above, other major challenges facing the sector are:

- The need for accurate information on which to base planning and capacity development - the setting up of a Management Information System;
- The designing of a monitoring and evaluation system to track indicators of change;
- The mobilising of political and financial resources required for the overall objective of the plan to be met and to ensure that the millions of people who require access to the ABET system are made aware of the advantages of entering the lifelong learning system and are enabled to do so;
- the final major challenge is to reach the 2.5 million people at that cost of R 7,500,000,000.

3. Key Issues in ABET

3.1 *Defining Adult Basic Education and Training*

Definitions of literacy which have emerged over the last two decades have been conceptualised in functional terms and tend to fall into one of two categories: either literacy is defined as enabling individuals to become generally functional in their own societies, or literacy is defined as part of economic functionality to promote higher productivity and to contribute to development. More recently however, it has been suggested that the term adult basic education and training subsume both literacy and post-literacy as it seeks to connect literacy with basic education on the one hand and training for income generation on the other hand.⁸

The White Paper on Education defines basic education as learning needs appropriate to the age and experience of the learner.⁹ Basic education programmes should therefore be flexible, developmental and targeted at the specific requirements of particular learning audiences or groups, and should provide access to nationally recognised qualifications.

The National Department of Education and Training proposes the following definition of ABET in South Africa:

⁸ Bhola, H.S. (1997)

⁹ Department of Education 1995, White Paper on Education

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. ABET is flexible, developmental and targeted at the specific needs of particular audiences and, ideally provide access to nationally recognised certificates.¹⁰

3.2 Integrating Education and Training into Lifelong Learning

The Department of Education is committed to lifelong learning based on an integrated approach to education and training. This moves away from the artificial and rigid divisions between concepts such as academic and applied theory and practice etc. which have long characterised the organisation of curriculum and the distinction between education and training opportunities in South Africa.

The new education and training system in South Africa emphasises the formal articulation of education and training through the NQF. In adult learning, however, it is important that lifelong learning encompasses both the formal and the more informal, developmental approaches to lifelong learning. This is essential to ensure that learners can use the knowledge, skills and attitudes through ABET in their daily lives.

3.3 A Flexible Curriculum

The education and training system is based on an Outcomes-based Education and Training Curriculum Framework. This has as its starting point the intended outputs [specific outcomes] of learning and is opposed to input-driven approaches of traditional education and training curriculum. The ABET curriculum framework sets out a philosophical and organisational framework and includes all aspects of teaching and learning.

3.4 Developing Standards

A national standard is a registered statement of desired education and training outcomes and their associated assessment criteria. ABET providers are expected to work towards achieving national standards to provide learners with access to further education and

¹⁰ Draft ABET Policy Document (April 1997)

training. The standard development processes within the ABET sector is said to be practical and have taken place within realistic time frames and in a transparent way.

3.5 Assessment

The achievement of specific outcomes, measured against unit standards' serves as the basis for assessing learners and thus, indirectly, the effectiveness of the learning processes and learning programmes. Assessment within the ABET sector should be characterised as ongoing periodical instructional assessment to provide continuous feedback to learners. This aspect of assessment has universally been neglected in the South African education system. Assessment practices in all their dimensions need to form a central element of educator training and teaching.

3.6 Recognition of Prior Learning

Linked to the concept of assessment and the recognition of prior learning is that people, especially adults, learn many things outside the formal structures of education and training. This learning, irrespective of where, how and when it was acquired, can, after assessments be recognised.

In the past many adults and out of school youth have attended non-formal training programmes and have acquired a great deal of informal knowledge and experience. With the ABET system in place there is need to explore the most effective and efficient mechanisms for accrediting prior learning and training assessors to assess prior learning.

3.7 ABET Practitioners

The key purpose of an ABET Practitioner is to enable adult learners to gain new skills, knowledge and attitudes. In so doing, practitioners need to recognise and organise the prior knowledge and skills which learners bring to the learning process, and enable learners to make sense of their experience within the context of a changing world. They must also provide learners with tools to access lifelong learning and in so doing contribute towards community, provincial and national development.

For practitioners to fulfil these requirements, development and support according the

principles of lifelong learning, the national norms and standards must be provided for within a structured training and development framework.

3.8 Material's Development and Media

Well designed learning programmes and materials are essential if the goals for ABET are to be met. Learning and support materials are vital tools that inform learning and enrich the teaching/learning encounter. It is envisaged that ABET materials will increasingly be modularised rather than presented as full courses. Thus potentially there will be a great variety of modular units of learning materials, either discrete, or integrated, that meet the needs of a diversity of learners and institutional settings which can be combined in the most effective way. Whatever their form, materials and media developed to support a learning programme need effectively to contextualise the learning outcomes based upon an accurate analysis of learners' needs and an assessment of their capabilities and prior knowledge. Such an analysis should inform the process of assessing and selecting or developing materials for use within the learning programme.

**SECTION TWO:
PROFILE OF ABET PROVISIONING WITHIN THE
NORTHERN PROVINCE AND EASTERN CAPE**

1. Description of the Provinces

1.1 An Overview of Education in The Eastern Cape

The Eastern Cape is the second largest of South Africa's nine provinces (14% of the total area) and the second largest in terms of school enrolment with 1, 959, 781 pupils in 1991¹¹. This means that the Eastern Cape has 19% of the total pupil population of South Africa. It is also important to note that population estimates as of 27 April 1994 indicate that of the 6, 436, 790 people living in the Eastern Cape, 5, 613, 917 are African (87%), 435, 153 are coloured, 371, 892 are white and there are a very small number of Indians (15, 828)¹². This means that the former African education systems of DET, Transkei and Ciskei were responsible for the education of the vast majority of pupils in this province. As the former Transkei was the first homeland to become independent in 1963, the former Transkei education ministry has administered education here for more than 30 years and this has resulted in prolonged underdevelopment.

The Eastern Cape has a relatively high population density with 38 people per square kilometre. This makes the Eastern Cape the fourth most densely populated province after Gauteng, KwaZulu-Natal and the Northern Province. Most of the western and central portions of the Eastern Cape have a population density of less than 50 people per square kilometre. Areas with a higher density of between 51 and 200 people per square kilometre are those which fall into the former Transkei and Ciskei. The exception is the district of Uitenhage adjacent to Port Elizabeth where there is an industrial node. The East London district, which contains large concentrations of urban and peri-urban settlements, also falls into the same category with high densities of population. The highest population concentrations (more than 200 people per square kilometre) are in the

¹¹ BMR, 1994

¹² RSA, 1994

districts of Port Elizabeth, which is the largest urban and economic node in the province; Mdantsane, which forms part of East London-Mdantsane metropolitan area; and Zwelitsha, an African township adjacent to King William's Town.

A very important characteristic of the Eastern Cape is the high population growth rate - 2,6% between 1985 and 1993 - resulting from natural growth. One characteristic of such a high growth rate is the youthfulness of the population. As much as half the population of the Eastern Cape is either under 15 years or over 65 years old. The large population of the Eastern Cape, the high growth rate, and the large percentage of dependant people has important implications for the planning of the infrastructure, particularly educational and health facilities. Another very significant demographic characteristic of the Eastern Cape is that it suffers from the highest male absenteeism rate of all provinces, i.e. 31%. This means that almost one third of all men do not live with their families but have become migrant labourers working in the larger industrial, mining or urban nodes. Rural women in the former Transkei and Ciskei therefore have had to assume responsibility for production and farming activities and this impacts, for example, on household income and the capacity of the family as a 'knowledge base' for children in school.

The Eastern Cape is the second 'poorest' of all the provinces after the Northern Province, with an annual per capita income of R 2, 845 in 1993 - only 40% of the national average and five times lower than that of Gauteng - the 'richest' province. Not only are the average per capita income in the Eastern Cape very low, but this province also suffers from the second highest dependancy rate in the country - 3,7:1. This means that every income earning person supports an average of almost four other people. This dependancy rate is defined as the number of people supported by a single member of the labour force, excluding him or her, and relates to people residing in a district¹³. The high dependancy rate in the Eastern Cape is partially a result of the large number of absent male migrant labourers who are not enumerated as household supporters. However, it is well documented that migrant labourers' contributions to their rural families are much lower than they would have been, had they resided at home.

Coupled with these indicators of poverty is the high level of unemployment with 53% of people over 15 years having no income. There also has been a drop from 1980 to 1991

¹³ SAIRR, 1994a

in the percentage of people employed in the formal sector - people in wage employment (57% to 45%) and an increase in formal sector employment - people active and unregistered enterprises (6% to 12%)¹⁴. These factors combined to produced the alarming figure of 72% of all households which are living below the minimum subsistence level¹⁵. The Eastern Cape thus exhibits the second highest percentage of households living in poverty, compared with 23% in Gauteng and 26% in the Western Cape which have the least proportion of households living in poverty. Providing ABET in such an impoverished environment presents a range of problems. There is thus the need in the Eastern Cape for a major education intervention coupled with the stimulation of local economic activity.

The Eastern Cape's economy is predominantly based on the two industrial nodes of East London and Port Elizabeth - the latter being the centre of South Africa's motor industry. Although employment in industry has increased slightly (1% between 1980 and 1991), employment in other sectors has grown at a faster rate. Agriculture is a mix of commercial agriculture and widespread subsistence agriculture in the former Transkei and Ciskei. Pastoral farming, particularly with sheep, occurs throughout the drier western portion of the province, making Port Elizabeth the chief wool export harbour of South Africa. The Eastern Cape has the fifth highest Gross Domestic Product among the provinces @ 21 020 million) with manufacturing (26%) and community, social and personal services (26%) contributing the greatest share.

(i) *Number of Children Out-of-School (7-14 years):*

Because to date, the ABET system (as represented by the night school system) has also catered for youth that have left school, the out-of-school youth population becomes an important aspect of planning for ABET delivery. The out-of-school data cover children in the 7-14 year age group, and these are within the compulsory school period. The total number of African 7-14 year old children apparently out-of-school are 24, 978. Unfortunately, data is missing for the former Transkei and Ciskei, where the majority of the children are found. Given the available data, the worst-off in former 'white South Africa' is Port Elizabeth (5, 577), Uitenhage (1, 852) and East London (1, 496). The

¹⁴ Ibid

¹⁵ Whiteford and McGrath, 1994

remaining districts all have less than 1, 000 primary school children out-of-school.

The numbers show that there is proportionately higher percentage of children out of primary school in comparatively well-populated areas than in more sparsely populated areas. It should be noted that these figures only records appropriately-aged primary school candidates (7-14 year old children). The above mentioned children are excluded from the figures and must be explicitly catered for in the formulation of education policy with regard to classroom and teacher provision. It would appear that the Eastern Cape does have a significant out-of-school youth problem, at least with respect to children at the primary level. Since the former Transkei and Ciskei present problems of educational underdevelopment similar to those found in the former homelands, it can be assumed that a large number of children are out-of-school in these areas. With implementation the transformation of learning centres into community centres, the provision of facilities and resources to accommodate this sector of the school-aged population should be priority.

(ii) *Adult Education:*

Adult education - the main focus of this report - forms an important part of a strategy for redressing the imbalances of educational access of the past. The understanding of existing levels of education among people over the age of 15 a prerequisite for planning and policy formulation in this regard. Available figures - which are used in this section though deal only with people over the age of 18 years. Although adult learners are defined as those over the age of 15, it is hoped that the following statistics might shed light on the scale of the problem in the Eastern Cape.

To examine the patterns of adult literacy and adult education levels, it is necessary first to define the term 'literacy' and outline the classification of education levels employed here. In view of the fact that the quality of education in the African education system is widely accepted as very poor, coupled with a lack of reading materials in most African homes which leads to a lack of retention of literacy, a completed primary education is used here as the breakpoint between literate and illiterate. Adults who have not attained a Std.6 level of education are therefore classified as semi-literate or non-literate while those adults who attain a Std.6 or higher are classified as literate (recent classifications use the attainment of a Std 7 as a proxy for functional literacy) The second level of

education attainment used is Std. 6 or more but less than a Std. 9, followed by those with a Std. 10 or higher.

The age category used here for adults is that of 18 to 64 years, as this is the economically active sector of the adult population. It should also be noted that - since these figures are based on 1991 census data, they exclude areas that used to fall under the former Transkei and Ciskei. The districts with the highest levels of literacy are the metropolitan and urban districts where job opportunities are the greatest. For example, Port Elizabeth has a literacy rate of 71%, and East London has a 65% literacy rate. The highest levels of illiteracy are found in rural districts which have small towns, e.g. Hofmeyr, where 76% of the adult population is illiterate and Alexandria, with a 69% illiteracy rate. Both these percentages are well above the national figure for African adult illiteracy of 57%. As the figures quoted above represent the total population and include the much lower illiteracy levels among whites and Indians, illiteracy in the Eastern Cape is evidently of a much higher order than it is nationally.

It can be accepted that levels of adult illiteracy in the former Transkei and Ciskei are as high as (if not higher than) those in the districts of former 'white South Africa'. This, with the sizable population in these former territories, indicates that adult education strategies which integrate education and training should be an important consideration in the formulation of the Eastern Cape's education policy.

In respect of gender, there is a slight preponderance of females in the adult population in most of the districts in the Eastern Cape. In most areas, there are also more females than males in both the literate and illiterate categories. However, the difference is not very great, which indicates that there has not been a marked gender bias in the provision of education.

1.2 An Overview of Education in The Northern Province

The Northern Province is the fifth largest of South Africa's nine provinces (10% of the total area) and the third largest in terms of school enrolment with 1, 642, 417 pupils in 1994¹⁶. This means that the Northern Province has 16% of the total pupil population of

¹⁶ BMR, 1994

South Africa. Furthermore, it is important to note that population estimates as of 27 April 1994 indicate that of the 5, 201, 630 people living in the Northern Province, 5, 044, 880 are African (97%), with a very small number of whites, coloureds and Indians¹⁷.

The population density of the Northern Province is relatively high with 41 people per square kilometre, making it the third most densely populated province after Gauteng and KwaZulu-Natal. Most of the Northern Province has a population density of less than 11 people per square kilometre, and the low density districts constitute those of former 'white South Africa', for example, Thabazimbi (5) and Phalaborwa (3). Areas with a higher density of between 11 and 100 people per square kilometre all fall under former Venda, Lebowa and Gazankulu with the highest population concentrations of over 100 people per square kilometre in the districts of Hlanganani (275), Ritavi (256), Mapulaneng (238), Vuwani (212), Sekgosese (210), Naphuno (181), Bolobedu (177) and Mhala (168).

For educational intervention it is also important to note that only 12% of the population in the Northern Province were functionally urbanised in 1993¹⁸. Most urbanization occurs into peri-urban settlements on the outskirts of nodal proclaimed towns such as Pietersburg. Informal settlements have also sprung up around the capitals of former Venda (Thohoyandou), Gazankulu (Giyani) and Lebowa (Lebowakgomo). Semi-urban settlements, however, represent the main form of urbanization in the former homelands where the migrants live in worse conditions than their urban and rural counterparts, i.e. there is lack of both services and employment opportunities¹⁹. Thus while currently most of the population lives in rural areas, there is a very high annual average urbanization rate (the highest in the country), and educational planning needs to take account of the continuing shift of people from the rural to the urban contexts.

The Northern Province's economy is predominantly based on mining, agriculture and tourism. Agriculture is a mix of commercial agriculture, especially the high-value tropical crops grown in the east, and widespread subsistence agriculture which is

¹⁷ RSA, 1994a

¹⁸ SAIRR, 1994a

¹⁹ SALDRU, 1993

practised in former Venda, Lebowa and Gazankulu where agriculture is most susceptible to droughts. The Northern Province has the second lowest Gross Geographic Product (GGP) among the provinces @ 10 529 million) - the GGP being the value of the final goods and services produced in a geographic area in one year. Community, social and personal services and government produce the greatest share (30%), followed by mining (21%), trade, catering and accommodation (11%) and agriculture (10%)²⁰. The far north of the province is the 'gateway to Africa' and Beit Bridge is the busiest border post in Southern Africa. The Northern Province is thus well situated for trade with surrounding African countries in the north.

The Northern Province is the 'poorest' of all the provinces after the Eastern Cape in terms of per capita income, with the lowest annual per capita income of R 2, 343 in 1993 - which is lower than the African national average per capita income of R 2, 717, and six times lower than that of Gauteng - the 'richest' province²¹. Not only is the average per capita incomes in the Northern Province very low, but this province 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. This dependency rate is defined as the number of people supported by a single member of the labour force, excluding him or her, and relates to people residing in a district²². The high dependency rate in the Northern Province is partially a result of the large number of absent male migrant labourers who are not enumerated as household supporters. However, it is well documented that migrant labourers' contributions to their rural families are much lower than they would have been, had they resided at home.

Coupled with these indicators of poverty is the high level of unemployment with 47% of people officially unemployed in 1994²³. Furthermore, the inability of the formal sector to provide adequate employment opportunities has led to enormous informal and subsistence sectors and two-thirds of the people of the Northern Province have to rely on

²⁰ RSA, 1995a

²¹ Whiteford, et al, 1995

²² SAIRR, 1994a

²³ RSA, 1994b

unreliable and inconsistent sources of income²⁴. These factors combine to produce the alarming figure of 61,2% of all households which are living below the minimum living level of subsistence²⁵. The Northern Province exhibits the highest percentage of households living in poverty, compared with 15,4% in Gauteng and 14,1% in the Western Cape which have the least proportion of households living in poverty. This poverty is reflected in the low level of services experienced by coloured and African households. While 91% of whites have running tapwater inside their homes, only a corresponding 13% of Africans have similar services. Parallel patterns are evident regarding electricity and telephone services with 14% of Africans using electricity for cooking compared with 98% of whites; and 6% of Africans having a telephone in their homes compared with 75% of whites²⁶.

An important composite index that measures development is the Human Development Index (HDI). It is based on a measure of life expectancy, literacy and income. According to Whiteford et al (1995, 22), it is "a measure of people's ability to live a long and healthy life, to communicate, to participate in the life of the community and to have sufficient resources to obtain a decent living". It is measured on a scale with a maximum value of 1, which indicates a high level of human development as opposed to zero which is the minimum value. Examples of the HDI of other nations include those with a high HDI - Canada (0.932), USA (0.925), and Mexico (0.804); a medium HDI - Thailand (0.798), China (0.644), and Swaziland (0.513); and a low HDI - Zimbabwe (0.414), Zaire (0.341) and Mozambique (0.252).

The average HDI for the Northern Province is 0.470 which is the lowest in South Africa and lower than the national African average HDI of 0.500. However, when this average is desegregated into the HDI for the different race groups, the stark inequalities between races become immediately apparent. The very low HDI of the African people living in white farming districts compared with the very high white ratios (Potgietersrus: African - 0.25, white - 0.92; Letaba: African - 0.25, white - 0.94). The African HDI is also very low in districts of former Lebowa (Bochum - 0.27, Bolobedu - 0.26 and Sekgosesa -

²⁴ SALDRU, 1993

²⁵ Whiteford et al, 1995

²⁶ RSA, 1994b

0.29) and Gazankulu (Hlanganani - 0.28, Lulekani - 0.26 and Mhala - 0.27). These indices are comparable with some countries with the lowest HDIs in the world. This is in stark contrast to the high levels of development of the white population which are comparable with the developed nations of the world, e.g. (Pietersburg -0.94)(Whiteford, et al, 1995). This index shows that in the Northern Province, Africans experience a very low standard of living. This index clearly indicates that considering development issues are relevant, such as education, by race, as the historical underdevelopment of Africans, coloureds and Indians in South Africa has led to the current differential levels of living. Policies which aim to improve the living levels of these groups in particular must systematically address these inequalities.

(i) *Number of Children Out-of-School (7-14 years):*

The out-of-school data cover children in the 7-14 year age group. This group has been catered for under the night school system. The total number of African 7-14 year old children apparently out-of-school is 158, 174, according to the 1991 census. Unfortunately, data are missing for former Venda where a large number of the children are located. Given the available data, the worst-off districts are in the former Lebowa districts of Sekhukhuneland (8, 163), Nebo (7, 566) and Mokerong (7, 271) and the former Gazankulu districts of Mhala (9, 836) and Giyani (8, 465). All the remaining of these two former homelands each have over 3 000 African children out-of-school. As similar conditions of educational underdevelopment exist in the former state of Venda, it is assumed that large numbers of African out-of-school children also exist in these districts. In former 'white South Africa' there are small numbers of out-of-school children as enrolment figures are low in these districts, e.g. Pietersburg has 472 out-of-school African children.

The numbers show that there are a proportionately higher percentage of children out of primary in comparatively well-populated areas than in more sparsely populated areas. It should be noted that these figures only record appropriately-aged primary school candidates (7-14 year old children). The process of transforming learning centres to community centres must cater for these out of school children. It would appear that the Northern Province does have a significant out-of-school problem, at least with respect to children at the primary level.

(ii) *Adult Education:*

The age category used for adults is that of 18 to 64 years (recent determinations have used the ages of 15-64 for adult learners). The figures for adult education levels by gender are based on the 1991 census data. It therefore excludes former Venda districts. Literacy is defined as education levels Std 6 and above, with illiteracy below that. The districts with the highest levels of *literacy* are the districts with urban nodes or mines where job opportunities are the greatest. For example, Pietersburg has a literacy rate of 67%, while Ellisras has a literacy rate of 53%. Noting that the former Lebowa districts of Seshego is important (58%) and Thabamooopo (60%) which lie adjacent to the administrative and industrial centre of Pietersburg have significantly high literacy rates. The Phalaborwa district, which lies astride the Kruger National Park and the tourist area to the east of the province, also reveals a relatively high literacy level of 55%. The districts of former Lebowa and Gazankulu have relatively high literacy rates in comparison to the districts of former 'white South Africa', e.g. Mapulaneng (50%) in Lebowa contrasts with the much lower literacy rate in Waterberg (36%) in the former Transvaal. There are 890 652 illiterate adults in the Northern Province in 1991. The highest levels of *illiteracy* are found in the rural districts of Lulekani (73%), Giyani (66%), Malamulele (65%) and Mhala (62%) in former Gazankulu, and Thabazimbi (63%) and Messina (62%) in former 'white South Africa'. These figures are well above the national figure for African adult illiteracy 57%. As the figures quoted above represent the total population and include the much lower illiteracy levels among the whites and Indians, illiteracy in the Northern Province is evidently of a much higher order than it is nationally. Furthermore, these high percentages of illiterate adults occur mostly in districts with high population numbers, for example, 65% of the adult population of Mhala (89 502) is illiterate, i.e. 58 176 adults.

It can be accepted that levels of adult illiteracy in former Venda are as high as those in the former homelands that appear on the map. This, with the sizable population in these former territories, indicates that adult education strategies which integrate education and training should be an important consideration in the formulation of the Northern Province's education policy.

In respect of gender, there are differing gender ratios in the former homelands and former 'white South African' districts. There is a preponderance of females in the adult

population in most of the former homeland districts. In most former Gazankulu and Lebowa areas, there are more females than males in the illiterate category. For example, Bochum (females - 44%, males - 16%), Giyani (females - 46%, males - 20%) and Mhala (females - 43%, males - 19%). There are also more *literate* females than males in the former homeland areas, but the difference is not significant, e.g. Mokerong (females - 27%, males - 21%).

In the districts of former 'white South Africa' the position is very different with the males constituting the majority of literate and illiterate adults. In the mining districts of Thabazimbi and Ellisras there is a marked predominance of *illiterate* males due to the inflow of unskilled male labourers to work in the mines. For examples, of the adult population in Thabazimbi, 49% are illiterate males and only 14% illiterate females. There are also a greater percentage of *literate* males than females in these districts. The bias is not so much in the provision in education but in the gender ratio. The high rate of male absenteeism can largely explain these differences (28%) from the former homeland areas and the influx of male labourers into mining and tourist districts. Specific projects should therefore be undertaken to ascertain the particular needs of adults in different parts of the province regarding adult education and training and specialized curricula and courses constructed to meet these needs.

2. Provisioning of ABET services

After many years of policy formulation and of national work to establish the importance of ABET in South Africa's transition to democracy, the total target population for ABET provisioning remains contested.

From an analysis of the literature, there are between 10-15 million adults who are illiterate or who lack basic education. With this wide range, estimating more accurately the number of adults requiring ABET provisioning is very difficult. The research attempted to get a sense of the provisioning of ABET services and numbers of learners by extrapolating data from existing sources and research documents and aggregating these scores. Data was extracted from the following documents:

- University of Natal ABE Capacity Building Research
- Comments on the Independent Examinations' Board ABET exams [IEB]
- EMIS - Eastern Cape
- Four Year Implementation Plan

It must be noted that this data just represents information from known centres and registered learners and makes up less than 5% of the total number of learners requiring ABET services. In addition, more quantitative data were obtained on the Eastern Cape than from the Northern Province because of a well designed and functioning EMIS. The information obtained on the Northern Province is based on the IEB report and the University of Natal ABE Capacity Building research. There is no functioning EMIS within the Northern Province.

2.1 *Estimated Number of Learners by sector in 1994-1995*

Table 1

Number of ABE learners by sector in 1994					
Sector	Returns		Estimates		Total
	Number	Percent	Number	Percent	Total
State	89 151	56%	6 349	4	95 500 (29%)
Companies	29 749	19	110 030	62	139 779 (42%)
NGOs/CBOs/Section 21 Companies	24 735	16	37 405	21	62 140 (19%)
Parastatals	10 772	7	6 046	3	16 818 (5%)
Municipalities	3 394	2	3 414	2	6 808 (2%)
Religious Organisations	1 048	1	2 452	1	3 500 (1%)
Other	0	0	10 936	6	10 936 (3%)
Total	158 849	100	176 632	100	335 481 (100%)

Source: University of Natal, ABE Capacity building research, 1995

The research survey by Natal University accounted for 158, 849 learners. This was based on the official statics received from the state sector and the night schools and a 25% sample of non-state organisations. The sample was then used as a basis for estimating the actual number of learners in South Africa.

From the information presented in Table one the Companies evidently have the largest group (42%) of ABET Learners. The state sector night schools followed this (29%). Approximately 1/5 of the learners fall within the NGO/CBO Section 21 Company sector.

2.2 Basic Education Level in the Provinces

Table 2

Basic Education Levels in the Provinces					
Ordered by percentage of the adult population with less than std 5					
<i>Province</i>	<i>Population</i>	<i>< Std 5</i>	<i>%</i>	<i>< Std 7</i>	<i>%</i>
Gauteng	5 362 518	709 759	13	1 492 768	28
Northern Cape	1 236 289	192 748	16	291 158	24
Western Cape	2 721 076	587 752	22	1 180 619	43
KwaZulu Natal	5 358 032	1 582 624	30	2 478 497	46
Northern Province	2 921 995	996 976	34	1 418 629	49
North West	2 129 012	733 870	34	1 177 789	55
Eastern Cape	3 823 437	1 307 878	34	2 168 394	57
Free State	1 794 359	629 747	35	974 088	54
Mpumalanga	1 837 499	674 437	37	992 576	54
Totals	27 184 217	7 415 791	27	12 174 516	45

Source: October Household Survey 1995

The information presented in Table two shows the number of adults with less than std five and less than standard seven education in each province. Evidently, from the above table the Eastern Cape (57%) and Northern Province(49%) has the largest percentage of Adults in relation to the total population with less than standard seven education in the respective provinces. It is imperative that because of the high numbers of undereducated adults ABET provisioning to these provinces should be given priority.

2.3 Number of Centres Registered with the IEB in the Eastern Cape and Northern Province

Table 3

Province	Eastern Cape	N Province
IEB register centres	119	70
Centres registered with the Departments of Education	349	347
Total number of centres registered	468	417

Source: Learning from the IEB's Examination: A selective reflection from the IEB's 1996 year end ABET exams, J. Aitchison et al, 1996, E Cape EMIS, 1997, estimations presented by the Northern Province Department of Education.

Table three provides information on the number of centres registered to write the IEB exams and the number of centres registered with the DoE in the Eastern Cape and the Northern Province. The total number of known centres is 468 in the Eastern Cape and 417 in the Northern Province. These numbers do not include satellite centres.

2.4 *ABET Centres and Satellites within the Eastern Cape - run by the DoE*

Graph One

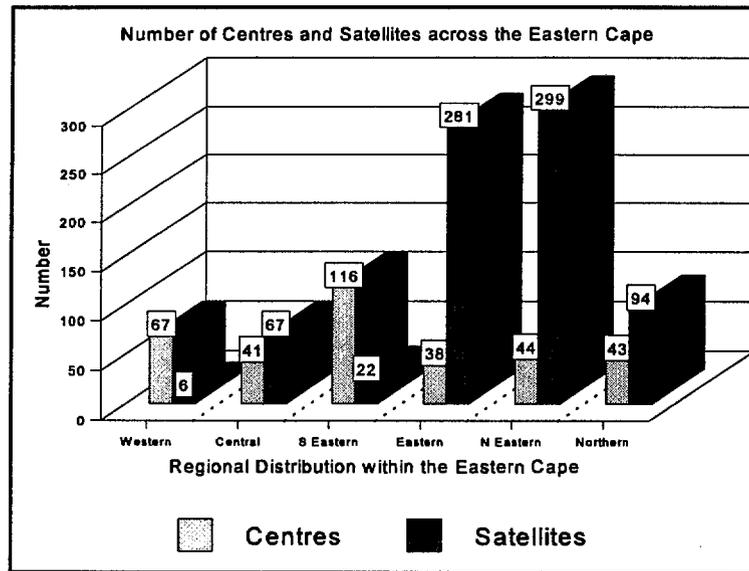


Table 4

Region	Centres	Satellites	Totals
Western	67	6	73
Central	41	67	108
South Eastern	116	22	138
Eastern	38	281	319
North Eastern	44	299	343
Northern	43	94	137
Total	349	769	1118

Source: EMIS - Eastern Cape DoE

*ABET Needs Assessment
Final Report - October 1997*

The information presented in Table 4 shows the distribution of ABET centres and satellites across the Eastern Cape. Majority of the Centres (116) fall within the South Eastern region. Majority of the satellites fall within the North Eastern (299) and Eastern regions (281). It is interesting to note that the latter two regions rank among the lowest in terms of centres but rank the highest in terms of satellite centres.

There are very few satellites (6) in the Western region.

2.5 *Number of Learners and Educators Registered with the Eastern Cape DoE*

Table 5

Region	Level	One	Two	Three	Four	Five
Western	Learners	1474	992	1590	3893	8112
	Educators	63	66	122	221	229
Central	Learners	2434	1868	1761	3691	5889
	Educators	116	127	179	287	329
South Eastern	Learners	5529	3806	3003	3139	3495
	Educators	275	187	148	155	174
Eastern	Learners	9138	3479	2889	2622	5790
	Educators	456	173	149	131	289
North Eastern	Learners	1380	1480	3110	5670	8460
	Educators	455	199	119	229	195
Northern	Learners	2501	1254	1248	2106	2360
	Educators	146	130	147	125	129
Total	Learners	2256	12 879	13 601	21 121	34 106
	Educators	1 511	882	864	1 148	1 415

Source: EMIS Basic Statics 1997 - Eastern Cape - Department of Education

From the data presented in Table five, majority of the learners are at level five (34 106) within the ABET system. Majority of the Educators (1, 511) are involved with level I learners.

The Eastern region within the Eastern Cape has the highest number of level I (9, 138) and Level II (3, 479 learners). The North Eastern region has the highest number of level III (3, 110, Level IV (5, 670) and Level V (8, 460) learners.

The highest number of Level I and II educators are found within the Eastern and North Eastern regions. The Central region has the highest number of educators at level III (179), Level IV

(287) and Level V (329). There is a high correlation between the number of learners and the number of educators within the regions. The average educator learner ratio is 1: 20 across the regions for levels I, II and III. This educator learner ratio increases in Levels IV and V to 1: 30.

2.6 *Number of Learners, Providers and Centres Registered with the Northern Province Department of Education*

Table Six

<i>Regions</i>	<i>No of learners</i>	<i>No of providers</i>	<i>No of centres</i>
Western	4 500	107	105
Central	3 000	70	81
Northern	1 745	120	40
North Eastern	1 500	103	33
Eastern	3 352	79	101
Southern	2 300	57	85
Total	16 397	536	417

The information presented in Table six provides a breakdown of the number of learners, providers and centres per region. Majority of the learners in the province are within the Western (4 500) with fewer in the Eastern (3 352) and Central (3000) regions. The provider learner ratio for these regions is approximately 1: 35

The Northern and North Eastern regions have the lowest number of learners yet these regions have the highest number of providers. The provider learner ratio for these regions is approximately 1: 15.

The Western (105) and Eastern (101) region has the largest number of centres in the province.

SECTION THREE: METHODOLOGY

1. Introduction

A need can be described as a change desired by the majority for some improvement in the future. In this context, a needs assessment is a systematic process of obtaining specific information necessary for making decisions regarding the creation of positive change. Regarding the ABET sector, this would involve obtaining information for a range of issues that would enable development planners to set priorities and make decisions about the allocation of resources, programme and organisational improvement.

The overall *objective* of the needs assessment was to summarise the general status of ABET in the Eastern Cape and the Northern Province and validate the contents of an RFA while identifying opportunities and constraints.

2. Focus Areas of the Needs Assessment

The areas presented below were the focus of the needs assessment of the ABET sector in the Eastern Cape and the Northern Province.

- *Strategic planning* - to identify the support required to strengthen provincial capacity in strategic planning for the provision and financing of ABET.
- *Organisational development* - identification of appropriate technical assistance for provincial Heads of Department on organisational development issues within the new provincial structures. This also includes building capacity among ABET practitioners through the provision of training programmes.
- *Staff development* - identification of the support required for the training of staff in provincial departments. The emphasis of this activity is assistance required by the provincial departments to make the shift to the new integrated curriculum.
- *ABET examinations* - a review of the provincial examination system for ABET Programmes and an identification of new systems that could be used to facilitate

the accreditation and articulation within the National Qualifications Framework [NQF].

- *Alternate Secondary Distance Education Programmes* - a review of the provincial departments' alternate secondary education programmes which targeted disenfranchised youth and adults.
- *Media in education* - determination of the appropriate media technology relevant to the ABET sector to be used for outreach, promotion or expanded delivery.
- *Monitoring and evaluation* - mechanisms required to strengthen capacity to monitor and evaluate ABET schemes, including the development of MIS.
- *Community Focus* - review of formal and informal ABET systems that can meet education and training needs. In addition, identification of mechanisms within the community to continue driving the process of upgrading skills.
- *Sustainability* - identification of linkages with other government departments and non-state structures that are likely to play an important role in the provision of sustainable technical and professional support of ABET centres, services and practitioners.
- *Curriculum development and learning programme design* - a review of formal and informal ABET systems and NGO support in the province regarding curriculum design.

3. Research Design

The positive research paradigm was believed to be an appropriate one in which to operate for a variety of reasons. The qualitative paradigm frees the researchers and the methodology to be responsive to the circumstances and issues surfacing during the investigation.

A broad repertoire of methodological techniques is available within the qualitative approach. The approach that was found most suitable to the situation was focus group discussion with the research participants. This technique was particularly valuable for uncovering and exploring concerns and dynamics within the context, and can be sensitive to the specific needs of each level within the ABET structures within the department and within the non-state ABET sector.

4. Participants

Participants in this study were drawn from all identified institutions within the Government, NGO and private sector within the Eastern Cape and the Northern Province. The information has been gathered from:

- the National Department of Education
- Provincial Departments of Education;
- the Regional and Districts offices of the Departments of Education
- the Non-state sector, these included the NGOs, private providers, private sector and Co-operations
- Other government Departments, e.g. the Correctional Services, Welfare and other Directorates of the Department

5. Sampling

To draw a representative sample, the first step was to determine the organisational structure of the departments of education within the two provinces and information on the "known" institutions offering ABET services within the two provinces. All the provincial structures within the ABET Directorate and non-state institutions/organisations were included in the study. The sample chosen had to reflect the following characteristics:

- Urban/rural divide;
- Programmatic divide, i.e. organisations offering different components of ABET - training of ABET tutors, developing programmes, developing materials etc.;
- Institutional divide, i.e. NGO, State, private or para-statal;
- provincial divide

Focus group discussions and in-depth interviews with individuals from these sectors were undertaken. In both the Eastern Cape and the Northern Province the focus group discussions were held at each regional office (6 regional offices) with approximately 10 to 15 participants in each group. In each region in the Eastern Cape a focus group with the non-state sector was also facilitated. There were six non-state focus group sessions held with approximately 5 to 10 persons per focus group. In the Northern Province due to the small number of non-state providers operating within the province two focus group

discussions with approximately 5 to 8 persons were held with the non-state ABET providers. Focus group discussions were also held with the provincial department of education both the provinces. Individual interviews were held with some non-state providers who could not attend the focus group discussions.

6. Instrument Development

The first step in the construction of the instrument was to become familiar with the scope of work, understand the ABET Directorate's perspective and the areas outlined by USAID. The information gained from these sources provided the researchers with an understanding of the issues that needed to be addressed both at the national and provincial levels.

In the second step, policy documents, research documents and other documents developed by the non-state sector was reviewed. The information gathered provided the researchers with additional insight and understanding on the focus areas.

The third step involved identifying a list of key issues for the different areas of focus to 'unpack' the meaning of the different focus areas. The unpacking of the focus areas resulted in the research team attaining a uniform understanding of the focus areas and the key issues to be considered in the study.

The fourth step involved the identification of the target group to be sampled. A list of approximately 20 target groups was generated, and clustered into four broad categories: Provincial Departments of Education, non-state providers, institutions, private providers and private sector funders. A list of different institutions and key individuals within those institutions was compiled.

In the fifth stage a working session with all the researchers was held. At the working session, the methodology for the needs assessment and the instruments developed was presented to the group for comments and amendments. There after the instrument for the non-state and Department of Education was finalised.

7. Administration

The instruments developed was used to guide and direct the focus group discussion with the state and the non-state sector.

8. Data Entry and analysis

The data was analysed qualitatively. The responses documented during the focus group discussions were summarised and are presented in a grid with an accompanying narrative. All the quantitative data included in the study were obtained from secondary sources [EMIS in the Eastern Cape, the IEB examination results, the provincial departments listing of learners and centres and the University if Natal ABE Capacity Building Research].

All the qualitative data were recorded on a wordprocessor and analysed separately.

9. Limitations of the study

This section outlines some of the difficulties encountered during the collection of the data as well as factors that impact on the quality and reliability of the data collected.

- The first limitation was the poor response from members of the non-state sector. The reasons presented were the members of the non-state sector were not available during the time the needs assessment was undertaken. Subsequent arrangements were made; however, this was not very successful and the short notice given to institutions/organisations in the non-state sector to participate in the focus group discussions resulted in majority of the sector not responding.
- The second limitation relates to the relationship between the Department of Education particularly at the regional levels and the non-state sector. Poor relationships exist between the two sectors and this could have contributed to the low response rate by members of the non-state sector.
- The third limitation relates to the time - the time allocated to undertake the needs assessment was insufficient in view of the vast distances the researchers had to travel within each province and the number of issues to be covered.

- The fourth limitation in using the focus group approach is the possibility of domination by persons within the group because of their personal agenda, or because the developments within the department frustrate them. Another concern was the lack of responses by junior staff within the ABET Directorate at the regional levels.
- Due to the lack of a developed EMIS, limited quantitative data was gathered from the Northern Province. To amend the situation data based on statistics collected by the Department of Education was used as well as data from secondary sources.
- The Director for ABET provisioning in the Northern Province had just been appointed thus had a limited understanding of the needs of the ABET sector and scope of provision for ABET. To obtain a provincial perspective, there was a heavy reliance on the Chief Education Specialist within the province.
- Meetings with the stakeholder groupings were not always very productive, as many stakeholders were not direct providers of ABET services. This resulted in the discussion losing focus and direction.
- The final limitation relates to the quantitative data ascertained. Because there is no data base that captures information from all ABET providers within the provinces getting, exact data was difficult and some data included could be dated. Using existing information and aggregating information addressed the situation partly.

**SECTION FOUR:
RESULTS OF THE NEEDS ASSESSMENT IN THE
EASTERN CAPE AND NORTHERN PROVINCES**

1. Introduction

A needs assessment is a systematic set of procedures undertaken for setting priorities and making decisions about the allocation of resources, programme and organisational improvement.

The information reported on in this section lists the needs of respondents regarding the provisioning of ABET services. The information has been gathered from:

- Departmental officials at the provincial, regional and districts within the Eastern Cape and Northern Province
- non-state providers of ABET practitioner training and programmes for Adult Learners
- Practitioners from the Departments of Correctional services, Health and Welfare

The report is structured in the following way:

- Information was summarised across the regions within the province into seven domains;
- For each domain the current situation or status is presented, thereafter the needs as identified by the target groups collectively for the different domains are presented. This is followed by the resources within the province that could contribute to addressing these different needs;
- A narrative is presented highlighting more of the qualitative information and differences across the provinces within each region;
- A summary of the trends for each province is presented at the end of the findings section.

2. Findings of the Needs Assessment

2.1 Status of ABET within the Eastern Cape and Northern Province

(i) The Situation

Both the Eastern Cape and the Northern Province there is a huge problem of illiteracy. With a large part of the province comprising of rural communities, there are very few educational facilities or resources available to adults within these communities. There are many challenges to be faced by the educators, learners and the Provincial Department of Education. The challenges are presented in the matrix on the following pages:

*ABET Needs Assessment
Final Report - October 1997*

Challenges faced by educators/managers	Challenges faced by learners	Challenges in terms of resources
<ul style="list-style-type: none"> • Majority of the educators are unqualified or under-qualified to teach adults. Majority of the educators are day school teachers who have received training to teach in the formal school system and are therefore not equipped to deal with adults whose learning needs are unique; • Due to the part-time nature of the ABET educators, i.e. they hold full-time day jobs in the formal schools and teach the adults in the evening, these teachers are too exhausted to commit themselves fully to their classes; • Due to the lack of transport many centres do not get visited by the ABET district managers. The absence of this supportive and monitoring role has left many educators not knowing what to do, some centres became dysfunctional and others closed down altogether; 	<ul style="list-style-type: none"> • Due to the vast distances within the province and the poor transport facilities many learners experience great difficulty in accessing the learning centres; • ABET classes are offered during the evenings. Learners going home when it is dark expose them to unsafe and dangerous conditions; • Due to the seasonality of the economic activity in the rural and farming areas learners do not always attend the ABET programmes regularly, this results in them missing out lessons thus taking them longer to complete the level than is required; • Performance at the higher levels IV and V is very poor due to lack of free access to learning materials at this level; • there are no programmes for learners who want to develop their capacity in a particular skill. Learners at Levels I and II in particular get extremely frustrated by the ABET programmes which focusses on numeracy and literacy only; 	<ul style="list-style-type: none"> • there is an immense shortage at all levels in the ABET sector. These include shortage of office equipment, transport, learning and teaching materials and resources; • the ABET sector does not have any resources in its control. For support at the infrastructure level it is totally dependent on other directorates within the department of education; • Personnel resources - majority of the adult educators are unqualified or under-qualified with limited training and capacity in technical skills eg SMME, skills related to the learners' current employment thus creating frustration for some learners who want to learn a skill in addition to the numeracy and literacy. • the lack of learning and teaching materials have had a serious impact on the ABET centres that were on the periphery of the towns or centres that were foundering, these centres eventually stopped functioning after a while;

*ABET Needs Assessment
Final Report - October 1997*

Challenges faced by educators/managers	Challenges faced by learners	Challenges in terms of resources
<ul style="list-style-type: none"> • Many educators have difficulty with interpreting the curriculum and applying it to the context of the respective learners; • there is no forum for the ABET educators to verbalise their needs or to state their concerns or submit proposal for improvement within their districts; • Majority of the district coordinators have stated that they are overwhelmed with their current task due to the absence of any other staff. 	<p>Majority of the educators either have no adult education qualifications, or have no teaching qualifications and in the rural areas some adult educators have less than a standard ten;</p> <ul style="list-style-type: none"> • learners are with a teacher centred rather than a learner centred approach thus making it difficult for some learners to grasp the concepts and the material for the specific level • Within the Northern Province there is a high drop out rate as the year progresses due to lack of enthusiasm by the tutors. In addition the courses offered do not always meet the needs of the adult learner 	<ul style="list-style-type: none"> • because classes a facilitated during the evenings some centres are not functioning due to the absence of electricity this makes it difficult to learn and teach in this situation • there are very few material developers within the province, those that are present within the province are located within the urban areas and the materials have an urban perspective, the same applies to materials purchased from organisations outside the province. There is not much learning material available for learners in the rural communities. • the region does not have an effective communication infrastructure. • there are very little finances to sustain the programme

(ii) *Providers of ABET Services*

The information gathered during the interviews with the target groups indicated that there are many individuals/organisations/institutions providing ABET services. These include:

- the *state*, i.e. adult education centres run by the state departments;
- *Companies*, profit making organisations offer ABET programmes for their employees;
- *NGOs/CBOs*, not for gain organisations run ABET practitioner training as well as Adult learner programmes;
- *Para-statals*, publicly funded organisations or those that the government has controlling interests;
- *Municipalities*, local authorities offering ABET programmes for their employees;
- *Religious organisations*, voluntary or funded organisations at the community level.

These organisations within the Eastern Cape and Northern Province offer the following categories of services:

- programmes for learners;
- training of adult practitioners;
- the development of materials and resources and development of curricula for both learners and practitioners;
- there are organisations and institutions offering examinations and assessment for learners from level I to IV.

The largest providers of services to adults within the two provinces are the Provincial Departments of Education, i.e. the ABET Directorate, the regional and district/areas. This is followed by companies who as part of their RDP programme and social responsibility programmes provide direct ABET services to their employees or provide services through CBOs and NGOs to communities where the company is located or communities where the majority of their employees reside. Data from the Aitchison study (1996) indicates that ABET programmes run by NGOs are much smaller than the state or companies.

(iii) *Resources for ABET Provision*

There are clearly considerable differences between the various sectors in terms of the resources which they invest in ABET.

The State run ABET sector is clearly in a crisis within the Eastern Cape and Northern Province both in terms of its personnel capacity and material resources. It has become evident to both State and non-state stakeholders involved with ABET that there needs to be a greater financial investment in ABET by the State. The state also needs to take a lead in the process of changing the curriculum as well as in the retraining of teachers.

In the Eastern Cape the state sector has started the process through the initiation of pilot projects and the piloting two/three learning areas in a few learning centres. This however, is not adequate if the province has to meet the requirements of the National FYIP by 2001. The Northern Province has not yet initiated any pilot programmes in any of the areas cited above.

The business sector is clearly well resourced materially and financially and, is experiencing rapid growth in the number of ABE projects being run. The majority of the companies offering ABE services within the Eastern Cape are the motor companies and factories and within the Northern Province are the mining companies.

The NGO sector, a provider to a large number of adults and practitioners is scaling down activities and services due to the current funding crisis. Many NGOs within the Eastern Cape are located within the East London and Port Elizabeth areas. There are very few NGOs located in the EG Kei, Butterworth, Umtata, and Queenstown areas, resulting in the NGO service delivery being concentrated in the former areas. In the Northern Province, there are very few NGOs offering ABET services. Those that do offer these services are affiliated to the National Literacy Cooperation and are based within the Pietersburg area. There are very few NGOs located outside this town.

Both the religious and municipal sectors are both very weak sectors within the provinces. The former because of excessive reliance on volunteers and donations and the latter because of the newness of the project as well as the municipality being fairly under-resourced.

The resources for ABET provisioning is uneven across the sectors but also across the provinces, with greater non-state resources located within the major cities and towns and fewer resources in the smaller towns/communities.

(iv) *Staff Capacity of the Provincial Department of Education*

(a) **Eastern Cape**

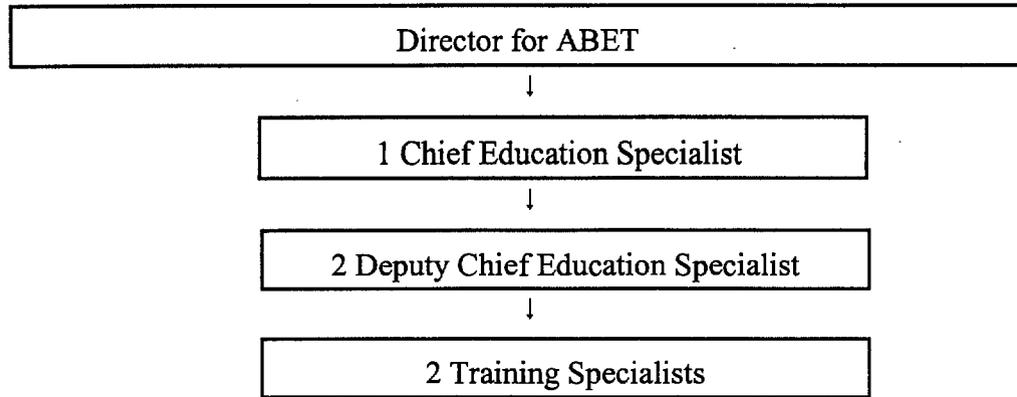
The Provincial Department of Education have majority of positions filled at all the levels within the ABET Directorate. Within the Provincial Department of Education there are six regional offices and forty-one districts that provide ABET services in the Eastern Cape. The organogram presented in the next page sketches out the personnel capacity within the province.

- The majority of the posts within the provincial directorate are filled except for the Director for ABET. However, capacity within the provincial office is limited in terms of being effective providers of ABET services.
- The majority of the posts at regional level are filled. However, critical posts in curriculum development and training are vacant in some districts. The capacity at this level is inadequate and the lack of materials and resources exacerbates the poor delivery of services.
- The district level is over staffed. Many districts are facing a situation where one person is appointed as coordinator but there are additional staff carried over from the ex-departments who are resident within the district office but are not employed in the ABET Directorate. The additional staff assist on an ad hoc basis. The majority of staff at the district level do not have the required capacity to fulfil their responsibility but more problematic are the limited resources to carry out their functions effectively

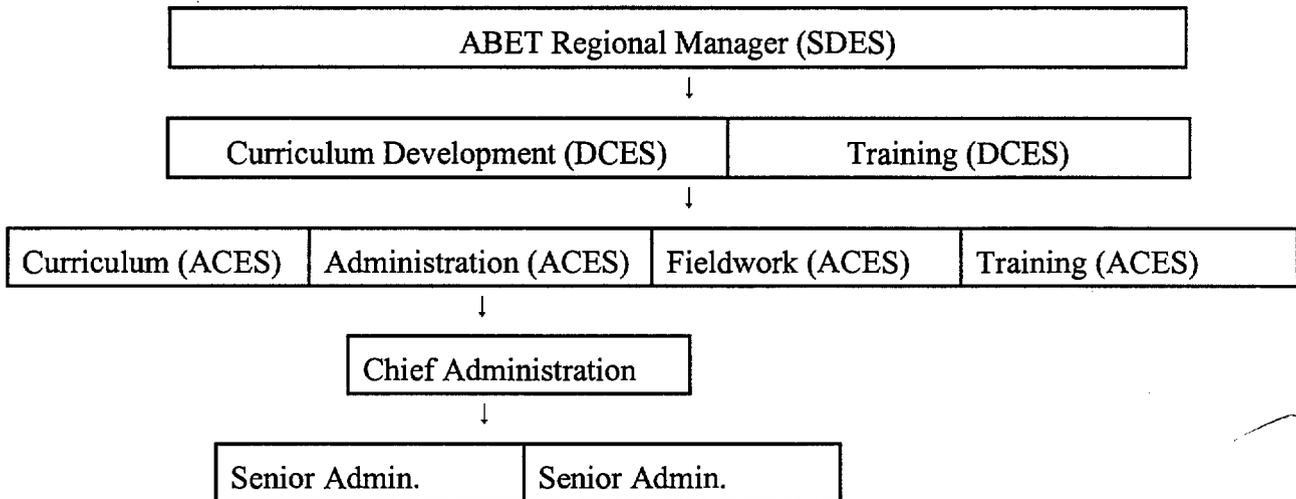
It is evident from points (ii) and (iii) that there is not only a huge lack of resources within the different levels but there is a lack of capacity among departmental officials at the different levels to perform their functions and tasks effectively.

Organogram of the Eastern Cape ABET Department

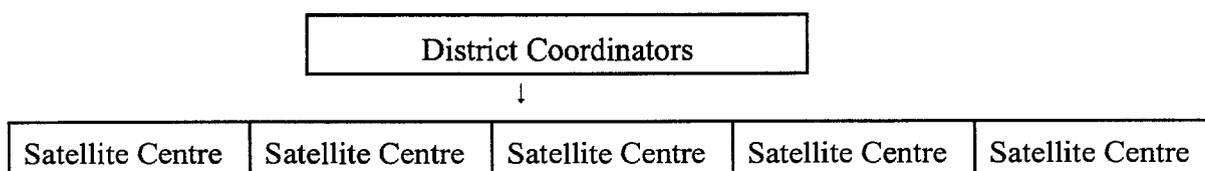
Provincial Structure



Regional Structures



District Offices



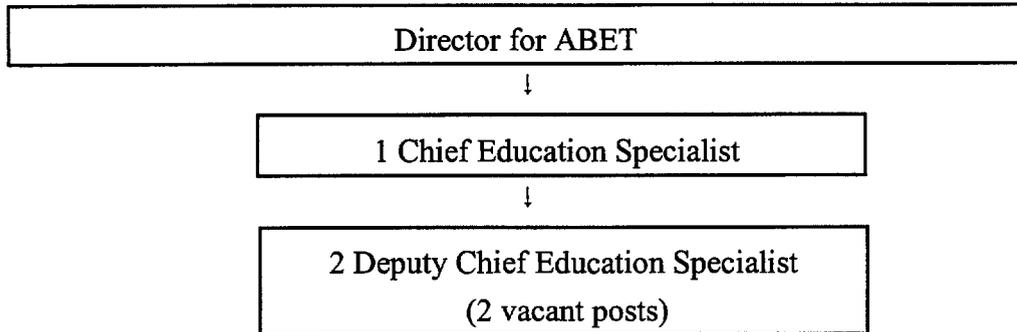
(b) Northern Province

The majority of positions within the ABET Directorate and substructures remain vacant. There are six regional offices and thirty-one area offices that provide ABET services in the Northern Province. The organogram presented in the next page sketches out the personnel capacity within the province.

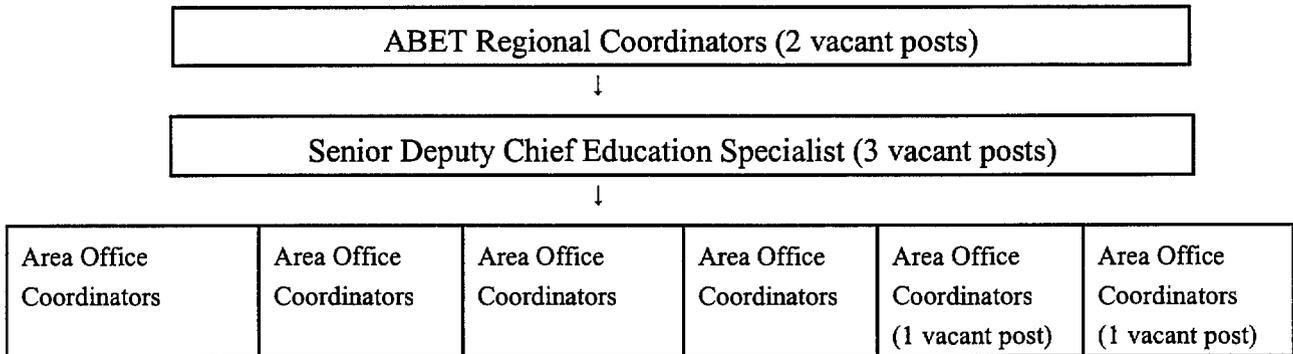
- Two senior posts at the provincial office have recently been filled, the Director for ABET assumed the position as of the 1st September 1997 and the Chief Education Specialist assumed the position on the 1st August 1997. However, two vacancies remain within the ABET Directorate, these are the Deputy Chief Education Specialist posts. Due to the recent appointment of the senior staff, assessing the capacity within the provincial office was difficult.
- The posts of regional coordinators are all filled. However, three senior Deputy Chief Education Specialist posts remain vacant and the remaining posts are occupied by staff in a temporary capacity. The capacity at this level is inadequate and the lack of materials and resources exacerbates the poor delivery of services.
- The area offices are understaffed. Many area offices are facing a situation where one person is appointed. In the majority of the regions only 50% of the staff are appointed in the area offices. In region three there are no staff appointed in the area offices. The majority of the staff at the area office level do not have the required capacity to fulfil their responsibility but more problematic are the limited resources to carry out their functions effectively

It is evident from points (ii) and (iii) that there is not only a huge lack of resources within the different levels but there is a lack of capacity among departmental officials at the different levels to perform their functions and tasks effectively.

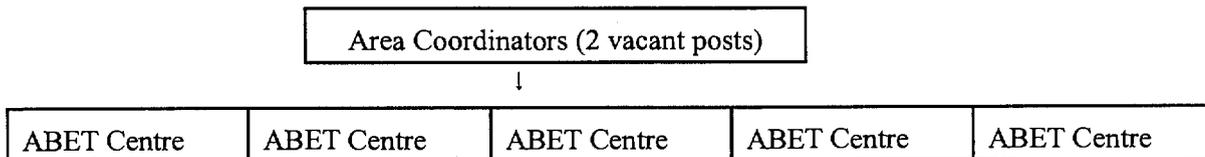
Provincial Structure



Regional Structures



Area Offices



NB: The staff capacity at ABET Centres is approximately 60%

2.2 *Findings Respective to the Research Areas*

This purpose of this section is to give a succinct account of the status of ABET, the needs regarding capacity and the resources available for the provision of ABET services with respect to the areas focussed on in the needs assessment:

- ABET Management and organisational development
- curriculum development and learning programme design
- assessment and examination systems
- secondary education programmes
- monitoring and evaluation
- staff development and training
- media and technology

This section of the report presents in detail a synthesis of the information gathered with respect to the research areas within the Eastern Cape and the Northern Province. The information gathered has been summarised and reported as follows:

- an analysis of the information
- discussion of the main points
- recommendations for the particular area

2.3 *Findings: Eastern Cape*

The information contained in the section below is a summary analysis of the responses across the different regions and sectors. The narrative following each table highlights regional differences and particular components of the research domains.

*ABET Needs Assessment
Final Report - October 1997*

2.3.1 ABET Management and Organisational Development Capacity

(i) Analysis

Domain	Status	Needs	Resources
<p>ABET Management and organisational capacity Eastern Cape</p>	<p>ABET is managed at different levels within the province. The levels of management include the provincial level, the regional level and the district level. While most of the management is done at provincial and regional levels, staff employed at districts levels also have a great deal of management responsibilities.</p> <ul style="list-style-type: none"> • provincial staff are responsible for overseeing the various functions and tasks, attend interdepartmental meetings, e.g. curriculum, teacher training, assessment, provide support to the regional managers, collect and collate statistics required by the Department of Education and provide support to the regions in development of plans and programmes • Regional staff are responsible for the management of their regions in terms of the planning, day-to-day running of ABET activities, and financial and programmatic planning. The regional coordinators are also responsible for liaising with the provincial department and acting on the guidelines and instruction communicated to the region. 	<p>To become effective and efficient managers and administrators in the provision of ABET services, the following capacity needs to be developed:</p> <ul style="list-style-type: none"> • The capacity to facilitate and design strategic planning at the provincial, regional and district levels; • draw up a vision and mission for the provision of ABET services within the province • In view of the newness of the ABET structure assistance may be required in the HRD for the managers at the different levels; • A skill's audit of the managers at the different levels needs to be undertaken to determine the competency to implement the FYIP; • the ABET managers will require broad managerial skills and policy development skills such as proposal writing, fund-raising, developing project implementation plans and report writing; • the Director would require training in labour relations, interpreting the LRA and it application 	<p>The resources that the provincial department has are minimal. The Public Works Department within the province does have the capacity and some resources to design a management training programme for the ABET Directorate. However, this would be insufficient and such training needs to be out sourced to the NGOs that are currently running programmes within the province, e.g. ECALP, Siyaphambili, CorPlan etc.</p>

*ABET Needs Assessment
Final Report - October 1997*

Domain	Status	Needs	Resources
<p>ABET Management and organisational capacity Eastern Cape</p>	<ul style="list-style-type: none"> • the district manager is responsible for the running of the centres and satellites within the district, acting on instructions communicated by the regional offices, liaising with the regional office and providing support to the centre principals and educators <p>Personnel employed at the different levels within the system have limited capacity to administer effectively and efficiently and manage the provision of ABET services within the province. All the managers within the different levels have administrative responsibilities and the majority of them have minimal capacity to execute their various responsibilities. Managers who were previously employed within the NGO sector have some management skills and have a management style aligned with the principles of adult education, democracy and transparency. Managers whom the ex-departments employed continue to be authoritarian, believe in the top-down approach. The majority of the managers stated during the focus group discussion that they lack the necessary management and administrative skills to effectively and efficiently to provide ABET at mass levels.</p>	<ul style="list-style-type: none"> • the managers at the different levels would require extensive training in developing a monitoring and evaluation plan • Other management and administration needs include time management, performance appraisals et.). • Regarding the lack of a strategic focus as well as the lack of expertise in programme management the following technical assistance would be required: <ul style="list-style-type: none"> • Strategic planning at a programmatic and provincial, regional and district level; • Developing and designing an implementation plan for the FYIP; • Designing a skill's audit to assess the competency of all levels of staff within the ABET sector. • other areas of technical assistance required includes <ul style="list-style-type: none"> • conflict resolution skills • budgeting and financial planning • project management • decision making skills • the capacity to supervise subordinates in a way that is developmental • leadership and decision making skills • ABET advocacy skills 	

(ii) Discussion

The managers at the provincial department would benefit from attending a management and administrative skills training programmes to enhance their capacity to support the regional managers in the implementation of their respective programmes. The type of technical assistance that should be offered to the provincial department should be the design and development of a strategic plan and an action plan around the FYIP. With the inadequate resource supply to the ABET division, it would benefit the provincial managers if they attend a fundraising workshop that would equip them with writing funding proposals and reports to both international and local donors.

From the focus group discussion across the six regions there are apparently different levels of management and administrative capacity. The regional managers in the Central, Eastern and the South regions do have some administrative and management capacity. These regional managers will enhance their functioning extensively if they are exposed to a management skill training programme with minimal mentoring.

The regional managers from the North Eastern, and western regions would benefit from participating in a skill's audit before becoming involved in a management and administration training programmes. These managers might require a great deal of training and ongoing mentoring support for an extended period.

2.3.2 Curriculum Development and Learning Programme Design

(i) Analysis

The Ministry of Education has provided a broad national curriculum framework that supports curriculum development at both the national and provincial levels. The principles and guidelines of this framework provide both the philosophical base and an organisational structure for growth of the various curricula in different contexts. This framework serves as a reference point for the development of education and training programmes that will assist in improving the quality and extent of ABET provision.

The curriculum framework and the matching National Qualifications Framework have adopted an outcomes-based approach to education and training as this is believed as the

best way to serve the transformation and integration of the education and training system in South Africa.

The concept learning programme also adopted by the national Department of Education refers to an education or training programme or set course or module or course units through which learners can achieve agree upon learning outcomes (unit standards). By using the concept learning programme, the emphasis is on the outcome the learner will achieve rather than the syllabus or content of the programme that the adult educator will teach.

The ABET National Stakeholder Forum had adopted the notion of an open non-prescriptive curriculum framework for ABET. The Draft Policy documents states that the curriculum framework must equip learners with knowledge, attitude, skills and critical capacity to participate fully in all aspects of society. The curriculum framework must:

- develop literacy, language and communication skills in more than one language
- develop numeracy and mathematics skills
- develop critical understanding of society in which learners live
- develop a critical understanding of the context in which learners live, work and interact with others
- develop technical and practical skills, knowledge and understanding and
- develop an understanding of the world of science and technology.²⁷

The above exposition is used as a backdrop to demonstrate the capacity that will be required for programme planners, curriculum developers, programme implementors, adult managers and educators in the implementation of the new curriculum framework.

²⁷ Draft Policy Document, March 1997

*ABET Needs Assessment
Final Report - October 1997*

Domain	Status	Needs	Resources
<p>Curriculum development and Learning programmes- Eastern Cape</p>	<p>The curriculum/programme used for Level I and II throughout the province is the Fundani programmes. For the remaining levels the respective tutors have developed the programme in collaboration with an NGO training programme they attended or they use the ex-departments ABET programmes. For 1998 the ASECA programme and trainer's materials will be used for level IV only. The Curriculum for Level V will be the current standard ten curriculum.</p> <p>In view of the status, ABET curriculum/programmes development within the provincial department and its substructures and there is a need to:</p> <ul style="list-style-type: none"> • Design and develop the curriculum framework to meet the required outcomes. • Design and develop learning programmes that articulate's clearly with the learning outcomes for a particular unit standard. • Implement the learning programmes to ensure that learners develop capacity as stated in the Draft Policy document. 	<p>From the description presented above as well the status of the province regarding the interpretation of the curriculum, the development and design of the learning programmes, a great deal of technical support and assistance is required in this area. The type of technical assistance required includes:</p> <ul style="list-style-type: none"> • Understanding the concept of a curriculum framework; • Understanding the philosophical base and organisational structure of curriculum design; • Understanding the operations of the national qualifications framework, the process of articulation and accreditation; • Developing skills in the design and development of learning programmes; • Develop the capacity to assess learners within each of the learning programmes and at different levels • Design a curriculum that is meaningful to the learners and contributes to the global economy; • Develop skills to evaluate and monitor the impact of the curriculum on the learners 	

*ABET Needs Assessment
Final Report - October 1997*

Domain	Status	Needs	Resources
Curriculum development and Learning programmes'- Eastern Cape	Staff at the provincial level are participating in different curriculum fora at national and provincial levels to work through the curriculum framework and its many sub-components. There are initiatives underway in designing learning programmes and piloting these programmes in ten satellite centres. However, this information is not communicated to all levels within the provincial structures nor are all staff exposed to the same amount and quality of information that is necessary to implement the programme to scale.	It has become evident from the interviews and discussions facilitated across the six regions that there is very limited capacity regarding this area. The province has an enormous task ahead to meet the recommendations and requirements of the national curriculum framework.	The resources within the provincial department of education and the non-state organisations within the province have limited skills and knowledge to provide the type and extent of technical assistance required to build capacity at the different levels within the provincial ABET structure.

(ii) Discussion

From the above analysis it can be established that the capacity in curriculum development and design and implementation of learning programmes that capacity needs to be developed within the provincial department and its substructures across the regions. The provincial office has some expertise that could be harnessed and utilised to support the building of capacity within the province, but this is insufficient for the task at hand. In addition there are limited resources and personnel within the province with such skills, thus resulting in the province needing to access technical assistance from outside the province.

2.3.3 Assessment

(i) Analysis

There are three major components to assessment for the ABET Sector. These are:

- the outcomes-based assessment approach
- the recognition of prior learning
- examinations

The outcomes-based assessment approach

In outcomes-based learning, a learner's progress is measured against agreed criteria. All learners who meet the agreed upon criteria for specified learning outcomes would receive appropriate credit/s. The aim of the outcomes-based assessment, and competency-based development, is the achievement of the desired outcome by the learner. The outcomes-based assessment seeks to acknowledge competence where it is demonstrable in a broad sense.

The recognition of prior learning (RPL)

The basic premise underlying RPL is that people, especially mature adults, learn many things outside the formal structures of education and training and that irrespective of where, how and when learning was acquired, subject to assessment it can be worthy of recognition. This notion breaks with the idea that learning acquired through formal

education is legitimate. It opens the possibility of people having skills which were gained through on-the-job experience, through life experience and through informal courses recognised in addition to skills gained through formal education.

Examinations

Examinations are the longest existing system that test individuals on a set curriculum. The focus of examination has been on assessing the individuals knowledge. With the introduction of the outcomes-based approach, examiners had to reassess their examining practices and begin the process of designing instruments that better suit this approach.

*ABET Needs Assessment
Final Report - October 1997*

Domain	Status	Needs	Resources
<p>Assessment and examinations -Eastern Cape</p>	<p>The needs in this focus area are vast. The provincial education department is confronted with the immediate problem of thousands of learners currently registered with the Centres run by the Department, without any obvious means to assess their competence.</p> <p>The assessment within the Eastern Cape differs according to the different ABET levels. Within the Department of Education the following situation exists:</p> <ul style="list-style-type: none"> • Assessment at levels I, II and III - each centre and provider is responsible for designing their own assessment tools and administering these to the learners as would be done in the formal school sector; • Assessments for level IV and V - the assessments utilised at these levels are the same as the formal school's assessment. Adults write the Grade 9 and 12 examinations • There are attempts to utilise the ASECA examination for level IV in 1998. 	<p>The needs articulated by the state and non-state providers included:</p> <ul style="list-style-type: none"> • an understanding of assessment practices • an understanding of the assessment of a learner and his/her subsequent performance links with the process of accreditation • the capacity to develop placement tests that can be accredited • understanding and knowledge of the standard setting process • technical capacity is required to be able to: <ul style="list-style-type: none"> • Design assessment tools for learners at all levels within ABET; • Design assessment tools for RPL so that learners are located at an appropriate level within the ABET structure; • Implementing assessment; • constructing assessment activities that are appropriate for assessing the learner's range of knowledge and skills against a defined standard or benchmark 	<p>The resources available within the province are the examination section that is responsible for the administration of the formal examinations.</p> <p>There are agencies and organisations within the non-state sector that have had some experience in developing outcomes-based assessment tools. Such providers are Siyapambili and the IEB regional office. Other agencies include Spornet and industry based ABET programmes.</p> <p>Personnel within the provincial department who are involved with the policy on assessment and the training of assessors at the National level could contribute to the capacity building process within the ABET provincial structures.</p>

*ABET Needs Assessment
Final Report - October 1997*

Domain	Status	Needs	Resources
<p>Examinations and assessment -Eastern Cape</p>	<p>The assessment tools utilised by the non-state sector include those developed by Industry and the IEB national ABET examination for levels' I, II and III. For levels IV and V the ASECA examination is being utilised.</p> <p>From the discussions, none of the adult educators within the DoE evidently have the capacity currently to develop assessment tools for any level within the ABET structure. Many District coordinators stated that the assessment tools developed are based on what they think a learner should know rather a measure against the agreed upon outcome.</p> <p>The current capacity of agencies within the non-state sector that have some outcomes-based experience seems inadequate for the demands of assessment in both the state run institutions as well as programmes provided by the non-state sector.</p>	<ul style="list-style-type: none"> • decisions regarding the choice of assessment method to produce consistent results and valid outcomes for the skills and knowledge being considered • moderating assessment • recording assessment results 	

(ii) Discussion

The provincial department of Education within the Eastern Cape is faced with a situation of providing ABET programmes and appropriate forms of assessment to thousands of learners within the province. The ABET Directorate at the provincial level as well as personnel within the regional offices have limited capacity to design and develop an assessment system. The reasons presented by the departmental officials are as follows:

- A lack of information and understanding of the National Curriculum Frameworks and how this framework fits within the National Qualification Framework;
- A lack of technical knowledge in designing assessment tools or instruments that would assess the learner in terms of the requirements of an outcomes-based system;
- A lack of technical knowledge on how to develop and assess learning programmes that would address the needs of the learners;
- A lack of expertise and understanding on how to monitor the progress of a learner in a meaningful way.

Despite these limitations and reasons presented by the province regarding the inadequate capacity to design and implement appropriate assessment tools/instruments, there have been initiatives undertaken in the areas of assessment. These are:

- the design of learning programmes and development tools to assess learners in these learning areas;
- consultation with the examination section within the province to look at a system to develop an examination system for the ABET sector that could be implemented province-wide;
- consultations and the adopting of the ASECA materials for level V to ensure that the outcomes achieved by learners and the unit standards articulate with the qualification levels on the NQF.

The province requires a great deal of technical assistance to develop an assessment system that would be appropriate to the learners and meet the requirements of the NQF.

*ABET Needs Assessment
Final Report - October 1997*

2.3.4 Secondary Education Programmes for Disenfranchised Youth and Adults

Domain	Status	Needs	Resources
<p>Secondary Education Programmes -Eastern Cape</p>	<p>There are no secondary education programmes implemented by the Provincial Department of Education or the regional offices for disenfranchised youth and adults.</p> <p>The Community College Directorate is beginning to address the problem within the Community College projects. However, this is at a very embryonic stage of development.</p> <p>The Department of Correctional services through it's ABET programmes in the prisons are providing some services to this target group.</p> <p>The Department of Youth Affairs has taken some responsibility for the disenfranchised youth and are taking the responsibility for initiating ABET programmes</p>	<p>The research respondents have expressed the following needs:</p> <ul style="list-style-type: none"> • there is need to develop an appropriate curriculum for the target group; • assessment tools and instruments need to be developed; • placement tests to appropriately locate the target group into one of the ABET levels on the NQF • to design a curriculum that emphasises the T (training) component to prepare these persons for the marketplace • develop programmes that focus on arts, culture and music • In-service training for ABET providers to meet the above changes. 	<p>There are no resources within the Department of Education to facilitate the design and implementation of secondary education programmes within the province.</p>

2.3.5 Monitoring and Evaluation and the Management Information System

(i) Analysis

The National Education Policy Act (Act no. 27 of 1996) assigns a key responsibility to the Minister of Education for monitoring the implementation of national policies and evaluating education provision and performance, accountability and assessment as key issues to the process of educational transformation in South Africa. Monitoring and evaluation is a vital component of all ABET programme planning and implementation.

An effective system of evaluation and monitoring of ABET programmes should fulfil a variety of functions:

- It will ensure the quality and efficiency of an entire programme;
- It would provide information and insight for optimising the learning outcomes and for increasing the impact of these programmes;
- the system for monitoring and evaluation should provide enough evidence and data for appropriate decision making to strengthen and moderate ABET programmes, follow-up action and further studies for both out-of-school youth and adults

To ensure that this effective monitoring and evaluation system is in place, the provincial department has to design and develop systems that are not only measurement oriented but improvement oriented as well.

*ABET Needs Assessment
Final Report - October 1997*

Domain	Status	Needs	Resource
<p>Monitoring, Evaluation and EMIS -Eastern Cape</p>	<p>The Education Management Information System is a fairly well designed and developed system. The system in place is able to capture all the information related to all general and further education providers and institutions within the province. Examples of information captured includes:</p> <ul style="list-style-type: none"> • Information on the infrastructure, equipment and resources within the schools; • Information on teacher profiles; • number of learners per institution and the location of the institution • the learner teacher ratio for the different types of learning centres etc. <p>The monitoring and evaluation developed and implemented relates to the delivery of ABET programmes. Educators within the different centres compile and submit a range of forms that indicates the following:</p> <ul style="list-style-type: none"> • the number of hours that they spend at the centres daily • information on the number of learners that were attending during the sessions • learner registration forms • exam schedules developed for the different levels <p>All this data is captured manually and documented in a report and forwarded to the regional office and then the provincial offices.</p>	<p>The monitoring and evaluation system needs to be:</p> <ul style="list-style-type: none"> • Undertaken in a systematic way and regularly; • the system developed should also include the monitoring and evaluation of ABET programmes to ensure that these programmes are flexible, developmental and targeted at the specific requirements of particular learning audiences and groups. <p>To undertake the above the departmental officials stated unequivocally that there would require capacity building in the following areas:</p> <ul style="list-style-type: none"> • instrument development • computer training to capture and analyse data • report writing skills and • how to utilise the information for programme improvement 	<p>The resources within the Department of Education that could be used to facilitate the design and implementation of a monitoring and evaluation system is the Educational Management Information system (EMIS).</p> <p>Organisations and agencies within the non-state sector have capacity to design an effective and efficient monitoring and evaluation system</p>

*ABET Needs Assessment
Final Report - October 1997*

2.3.6 Staff Development and Training

(i) Analysis

Domain	Status	Needs	Resources
<p>Staff development and training -Eastern Cape</p>	<p>Although the Department of Education considers teacher education, including professional education of trainers and educators, as a central pillar of a national human resource strategy and the growth of professional expertise and self-confidence as the key to teacher development, not much has been done in this regard within the Eastern Cape.</p> <p>Added to this is the fact that many people involved with ABET do not identify themselves as adult educators and/or do not work in institutional settings. This causes quite substantial problems in terms of training within the province.</p> <p>Perhaps the most undisputed fact in the provision of ABET within the province is that there are not enough well-trained people to do the jobs required.</p>	<p>Regarding staff development and training a variety of needs have been expressed. The staff development and training required includes:</p> <ul style="list-style-type: none"> • training in Adult Education • training in assessment • management skills training • Skills-based training to assist learners interested in learning a particular skill • report writing skills • computer skills • skills in planning of lessons • organisation and administration skills • material's development • curriculum design • administration and management of the system • policy formulation • research skills • monitoring and evaluation skills <p>Although this list is not exhaustive and the functions not mutually exclusive, they were the most common ones articulated and the most common ones performed.</p>	<p>The resources that could be utilised in developing ABET staff capacity could be ascertained from:</p> <ul style="list-style-type: none"> • within the provincial department • the Public Works department • the non-state sector • the tertiary education sector

*ABET Needs Assessment
Final Report - October 1997*

Domain	Status	Needs	Resources
<p>Staff development and training -Eastern Cape</p>	<p>The status of ABET educators within province are:</p> <ul style="list-style-type: none"> • Many teachers are part-time and do not have the time or inclination to attend workshops or courses; • many are trained to teach children which they do during the day and do not consider it necessary to improve or change their practice • with the low pay and no career paths there are few incentives to participate • state run teacher training institutions within the province do not have trainers that are adequately trained in adult education themselves <p>Current staff development and training programmes within the province are poorly planned, often reactive and lacks follow-up and evaluation.</p> <p>There is poor communication between the state and non-state sectors, the latter having the capacity to contribute to the development and training of adult educators</p>		

(ii) Discussion

Curriculum innovation in ABET in South Africa demands a high level of skills on the part of educators. To implement the outcomes-based curriculum as recommended in the curriculum framework document, the majority of the adult educators would have to change radically the way they teach. The current conceptualisation of ABET has raised the stakes considerably in terms of the demands placed on all levels of ABET staff. To meet these demands and to implement ABET programmes effectively, training and orientation of ABET practitioners at all levels of the system is required to equip them with the necessary knowledge, skills, attitudes and values. Similar to the rest of the country the Eastern Cape is faced with a situation of having poorly qualified adult educators across the province.

With the growing demand for ABET services, the Department of Education in the province has begun the process of investigating strategies and avenues to develop the current cohort of teachers. The staff of the province articulated that many adult educators are attending adult education programmes through UNISA. However, this programme has not equipped the adult educator with the necessary skills to implement the outcome-based education approach and the corresponding changes in the assessment system. This is apparently inadequate to meet the demands within the province and alternatives need to be addressed.

Although there are non-state providers who provide staff development and capacity building for adult educators the provincial department has not used these resources. The reasons posited are:

- the programmes provided by these agencies and organisations are not accredited;
- the poor relationships and tensions between the state and non - state ABET sector inhibits the state sector from utilising these resources
- the limited networking opportunities prevent the sharing of information and resources

The sectors within the province evidently have to begin working together develop the capacity of all those involved with the provision of ABET.

*ABET Needs Assessment
Final Report - October 1997*

2.3.7 Media Technology and Materials Development

(i) Analysis

Domain	Status	Needs	Resources
Media technology -Eastern Cape	<p>The situation within the Eastern Cape regarding media technology is as follows:</p> <ul style="list-style-type: none"> • the NGO sector has been involved in investigating a range of media technology that will enhance the teaching and learning situation. Some processes have been piloted, but no information was provided regarding its successes or failures; • Currently USAID supported a workshop for the Department of Education to initiate a pilot programme for adults on the radio • other types of media technology-based programmes currently being implemented within the province are by the private sector. The private sector has invested in computers to teach the adult learners. This type of learning has been well received by the adult learners and the performance of the learners have improved. • the other forms of media found in the province are newsletters and magazines written for adult learners. 	<p>For media technology to be an integral part of the delivery of ABET services the research respondents have identified the following needs:</p> <ul style="list-style-type: none"> • an analysis of the range of media technology available • training in the design and development of alternate media technology • Funding to purchase of equipment necessary for media-based teaching and learning; • training on how to utilise different forms of media technology 	<p>NGOs and the private sector are well versed with the design, development and implementation of alternate media technology for the ABET.</p> <p>These resources could be utilised for:</p> <ul style="list-style-type: none"> • design and development • training • development of appropriate materials

*ABET Needs Assessment
Final Report - October 1997*

Domain	Status	Needs	Resources
Materials Development - Eastern Cape	<p>Well designed learning programmes and materials are essential if the goals for ABET within the province are to be met.</p> <p>The Provincial Department of Education has not yet embarked on the design or development of any materials that are suitable to the needs of the learners within the province.</p> <p>NGOs and the private sector have engaged in research and have designed materials for learners at the different ABET levels. Materials have also been developed for the trainer as well.</p> <p>However, the provincial department is of the opinion that these materials are not always appropriate to the needs of the learners and the context in which they live.</p>	<p>For the new curriculum to be operationalised in a way that enhances the learning and teaching situations ensures that the provincial department and the stakeholders meet the goals for ABET the following needs have been identified:</p> <ul style="list-style-type: none"> • Training in developing materials that are integrated and interdisciplinary in nature; • Training in developing materials tailored to the needs of learners and their context; • Development of materials that clearly articulates with the learning outcomes of the different units; • training in development of self-instructional and distance education materials • financial support to develop these materials 	<p>The Department could utilise resources within the NGO and private sector to design and develop appropriate materials according to the needs of the learners and the adult educators.</p> <p>Many NGOs have been involved with training people in materials development, services from these organisations could be secured.</p>

(ii) Discussion

Media technology is increasingly becoming important in the teaching and learning environment of adults. The Provincial Department of Education has embarked on a pilot project using radio as the medium of reaching out to adult learners. Similar projects could be developed in other areas of media technology, e.g. television programmes, newspapers and magazines for adult learners. Learning and support materials are vital tools that inform learning and enrich the teaching and learning encounter. Currently the provincial department of education has limited capacity in this regard. However, there is capacity within the non-state sector that could be utilised to develop materials for the learners at the different ABET Levels.

2.4 Findings: Northern Province

The tables on the following pages contain information that is general across all six regions of the Northern Province. Regional peculiarities are summarised in the paragraphs that follow each table. The last column of the tables (available resources) captures the kind of NGO support identified during information gathering.

*ABET Needs Assessment
Final Report - October 1997*

2.4.1 Secondary Education Programmes

(i) Analysis

Domain	Status	Needs	Resources
Secondary education programmes - Northern Province	<p>There are no secondary education programmes offered by the ABET Directorate within the province. All adults wanting to complete their secondary education do so by attending Saturday classes and writing the formal school examinations for Grade nine and twelve.</p> <p>In region five secondary education programmes commence when the adult learners are writing examinations. A similar situation is evident within the NGO sector. Adult learners attending NGO programmes have been introduced to the ASECA programmes and examinations.</p>	<ul style="list-style-type: none"> • Programme conceptualisation and management training in support of the establishment of programmes for disenfranchised adults and youth needs to be instituted. • Training in programme conceptualisation and management is required • Funding to establish programmes and pay tutors is also needed. 	<p>Training in various life skills and the use of modern technology can be availed from the Business, Private Colleges and NGO sector</p>

(ii) Discussion

The Department of Education has not developed any secondary education programmes for adults within the province. The focus has been and continues to be on programmes for levels I, II and III. The ABET Directorate consider secondary education programmes up to level IV as their responsibility.

*ABET Needs Assessment
Final Report - October 1997*

2.4.2 ABET Management and Organisational Development

(i) Analysis

Domain	Status	Needs	Resources
<p>ABET Management and Organisational Development - Northern Province</p>	<ul style="list-style-type: none"> • With the newly appointed staff at the provincial level, the capacity of these persons could not be determined. • A minimum of twenty-three posts were identified as vacant within the regions. In addition there is no regional policy in place. • 62 ABET facilitators will be trained. These facilitators will in turn train about 600 tutors. However, there was no indication of who would be responsible for the training. • There are approximately 800 adult education tutors who are sponsored by the ODA to compete the Adult Educators Diploma offered by UNISA <p>There is limited management capacity within the ABET Directorate. There has not been any planning within the provincial office or by the regional and area offices. The management operations within the provincial office and its substructures have been ad-hoc and based on the available resources. The provincial ABET Directorate yet has not developed a strategic plan.</p>	<p>In order for the Province to manage the delivery of ABET services effectively and efficiently the research respondents have articulated the following needs:</p> <ul style="list-style-type: none"> • ABET posts need to be filled urgently. • The availing of policy documentation to regions as well as training in policy dialogue and interpretation. • Creation of regional structures for interaction with other stakeholders. • Technical assistance required is: <ul style="list-style-type: none"> • Management training, e.g. project management, planning, advocacy etc. and ABET material. • Skill's development and participation in strategic planning exercises • Developing and designing implementation plans • Fundraising and financial planning • Monitoring and evaluation • Report writing skills 	<p>Active participation in formulating a multi-year plan which includes policy making by NGOs makes them good candidates to provide such policy related support.</p> <p>NGO support for the training of managers, facilitators and tutors is available.</p>

(ii) Discussion

From the exposition presented above evidently for ABET services to be delivered effectively and efficiently a great deal of technical assistance is required in the area of management training and organisational development. From the discussions with the target groups at the provincial, regional and are level very little management capacity exists and no organisational development capacity exists at all.

Many appointed managers are not au fait with management styles that are democratic, transparent or developmental. The leadership and management particularly at the regional level is still characterised as being autocratic and top-down.

The organisational development activities for example, strategic planning, development of action plans, working out time sheets, drawing up job specifications, etc. has not been implemented at all levels within the ABET Directorate. In addition there are no systems to appraise staff or monitor performance of staff and the implementation of programmes. Staff have been employed but there is very little insight into their capacity or skills and what they can deliver.

*ABET Needs Assessment
Final Report - October 1997*

2.4.3 Assessment and Examination systems

(i) Analysis

Domain:	Status	Needs	Resources
<p>Assessment and Examination system -Northern Province</p>	<p>The Department of Education has not embarked on any strategy to transform the examination's systems.</p> <p>The examinations written at levels I to IV are developed by the tutors, based on the materials that they use at the centre. There is no uniform curriculum or standardised way in which the examinations for these levels are set. Each centre/tutor is responsible for designing his/her own assessment tool for their learners.</p> <p>Regarding Level V the old DET system is used. There is no strategy to transform this examination.</p>	<p>All the respondents participating in the focus group discussions articulated the following needs:</p> <ul style="list-style-type: none"> • Programming assistance aimed at helping the Department to transform ABET examination system and bring it in line with the operation of the NQF. • Support is needed to design assessment tools that assess the outcomes set down in the NQF. • Workshops should be facilitated to provide an understanding of the philosophical underpinnings and the practical application and implications of the NQF, and the new methods of assessment • Training on a variety of assessment methods is required. 	<p>The National Literacy Cooperation, with its affiliates, is developing a programme for an examination system that will suit various contexts. Support could be sourced via members of the National Literacy Cooperative</p> <p>The examination section within the provincial department of education could be requested to assist with the transformation process.</p>

(ii) Discussion

The Department of Education within the province has not embarked on any strategy to transform the examination system. The examining of learners at the lower levels has been disregarded and learners at Level V are subjected to the ex-DET examination.

There is very limited capacity within the ABET section to design and develop an examination or assessment tools that are appropriate to the learners or meet the requirements set down by the NQF. The research participants had no insight into the concept of continuous assessment or understood the technical operations of continuous assessments. There is also limited capacity regarding how to transform the assessment/examination systems.

*ABET Needs Assessment
Final Report - October 1997*

2.4.4 Monitoring and Evaluation

Domain:	Status	Needs	Resources
Monitoring and evaluation of ABET delivery and the Education and Management Information System (EMIS) - Northern Province	There is no monitoring and evaluation system in place or an Education and Management Information system	<p>Because of the absence of both a monitoring and evaluation systems and an EMIS getting a sense of the scope of activities was extremely difficult, the number of staff employed, the numbers of learners and the levels of learners. All the respondents stated that it is critical to:</p> <ul style="list-style-type: none"> • Establish an EMIS within the province as soon as possible; • Establish a system to monitor and evaluate ABET delivery as well as training in monitoring and evaluation. • Training of staff in the utilisation of information/data collected by the EMIS and from the monitoring and evaluation system • Training in the design of monitoring and evaluation tools • Computer training to capture the data collected at the regional and area levels. 	<p>Within the NGO sector monitoring and evaluation is part of the delivery system. Over the last few years the NGO sector has increasingly developed these skills. Support could be ascertained from the NGO sector both within the province and outside from the more established NGOs.</p>

(ii) Discussion

Within the Northern Province there is no developed EMIS or monitoring and evaluation system. There have been preliminary investigations into setting up these systems, but nothing has materialised yet. The research respondents stated that as a priority the Department of Education across all the sections need to pool their resources to develop and design the system.

*ABET Needs Assessment
Final Report - October 1997*

2.2.5 Media Technology and Materials Development

(i) Analysis

Domain	Status	Needs	Available resources
Media technology - Northern Province	Currently there is no development regarding media technology within the Department of education and the non-state sector.	<p>To provide ABET services to scale looking at alternative media technology would be important. In addition, training will be necessary on how best to use alternative media technology for ABET delivery.</p> <p>Radio is the most accessible (65%), followed by television (30%). Programmes need to be developed so that it is suitable for transmission on the radio and television. Designers of such materials and providers are not available within the province, and these designers and providers must be sought from outside the province.</p>	There are no resources within the province to develop and design alternate media technology. In addition financial resources are also limited concerning this aspect of ABET delivery.

*ABET Needs Assessment
Final Report - October 1997*

Domain	Current status	Needs	Resources
Materials Development - Northern Province	The Department of Education has not developed materials for learners and adult educators yet. The materials used for teaching and learning are based on the ex-DET materials and the teaching materials that the adult educators received as part of the UNISA programme.	There is an urgent need for ABET materials that are relevant and appropriate to the lives of the learners. The following needs have been identified regarding materials development: <ul style="list-style-type: none"> • training in materials development • design and development of appropriate materials for the learners • design and development of materials that would meet the requirements of the outcomes-based approach and the new assessment practices. 	Training on materials, development could be acquired partly for the NGOs offering such services within the province. However, the capacity of the NGOs in this regard is also minimal. Thus, expertise from outside the province should be secured.

(ii) Discussion

It would appear that the province still relies heavily on the ex-DET night school material for ABET delivery. Some materials from the 'Bureau of Literacy and Literature' is available. Although the ones that were shown to the researchers were fairly dated.

SECTION FIVE: RECOMMENDATIONS

1. Introduction

The recommendations presented are based on the information gathered during the focus group discussions and interviews with the target groups. The recommendations are categorised according to the emerging situation within the respective provinces and the areas addressed in the study.

2. Challenges Faced by the ABET Sector in the Eastern Cape and Northern Province

The ABET sectors within the Eastern Cape and Northern Province are challenged with the following situation. The extent of these challenges varies, i.e. the challenges in the Northern Province are much greater than the Eastern Cape.

- (i) The first challenge is the lack of understanding of what capacity is available within all levels of the ABET Directorate and its substructures to deliver ABET services to the required scale.
- (ii) The second challenge relates to the poor relationships existing between the various role-players in the ABET sector [NGOs, CBOs, the Business sector, industry and the state sector]. These poor relationships have led to a situation of minimal or no communication between the sectors at the provincial and regional levels, a lack of understanding and insight into the resources that are available as what each partner could bring to the table in terms technical expertise, an absence of a uniform response to the situation of the Adult Learner and an absence of a plan of action to address the problems of illiteracy within the province.
- (iii) The third challenge is the state financial situation and the capacity of the province to sustain these activities. Currently, the ABET Directorate has very limited finances and resources to develop, design and implement programmes in any of the key areas investigated in this study and even more limited capacity to sustain the programmes. During the interviews and focus group discussions the researchers raised the issue of what resources the Provincial Department of Education can contribute to the USAID funded programme - most often there was silence on this issue. On the issue of sustainability the response was developing more realistic budget that could then cover the cost of these and other activities.

- (iv) The fourth challenge relates to the capacity of the Provincial Department of Education to respond appropriately and creatively to the RFA.
- (v) The fifth challenge relates to the lack of staff to support programme implementation within the Northern Province.

Recommendations

To address the above issues the following are the proposed recommendations:

- (i) Prior to the implementation of the USAID funded programme it is essential that the ABET Directorate in both the provinces undertake a comprehensive skills audit. The information gathered would assist the ABET Directorate to determine its exiting capacity, what key areas of capacity needs to be developed, to develop job specifications and determine the capacity required for the different tasks and functions. This information would enhance the management and delivery of ABET services within the province.
- (ii) Relationships between the various stakeholders within the province needs to be improved. Better relationships could mean addressing the problem of illiteracy within the province in a planned, systematic and collaborative way. In addition, the ABET Directorate as part of its preliminary investigations for the RFA must get a sense of what resources and expertise is available and how these could be accessed from the non-state providers. To undertake the latter good working relationships becomes and imperative.
- (iii) The focus of the USAID funded programme may provide seed funds to support and enhance the delivery of ABET services within the province for a specified period. It is expected that the counter- part contribution by the Provincial Department of Education within the province would be substantial enough for the process to be sustained. For this to occur, the Directorate has to investigate what resources it has and how it can access additional resources to make up the counter part contribution. If this is not done prior to the implementation of the programme, the sustainability of the programme is threatened.

Recommendations (continued).

- (iv) The ABET Directorate has limited capacity to write funding proposals to secure USAID funds in an appropriate manner. Funds should be made available to secure services of consultants within the province to assist the Directorate with developing the proposal. If funds are not committed to this process, the response may not be articulated clearly or the response maybe inappropriate in terms of the identified areas of need.
- (v) The Northern Province ABET Directorate must commit itself to filling up majority of the vacant posts within the Provincial, regional and area structures. If this does not happen there are areas within the province that would not receive technical assistance and continue to be underdeveloped.

3. Recommendations on Key Research Areas

3.1 *ABET Management and Organisational Development*

The ABET management systems and organisational development capacity within the provinces are very limited. The roles and responsibilities for managers within the Directorate and its sub-structures should be clearly defined,. This clear definition, would assist in determining the type of training that should be structured for managers within the Directorate and the substructures. From the data gathered the elements of organisational development should be considered in the training programme. The programmes should include the following:

- training to be effective managers
- time management skills
- strategic planning and the development of implementation and action plans
- developing and implementing appropriate performance appraisal systems
- understanding of policy and implementing the policy in an appropriate way
- programme design, development and management
- providing support and supervising staff at lower levels

3.2 *Curriculum Development and Learning Programme Ddesign*

Adult Basic Education curricula can be viewed from a number of different perspectives ranging from abstract theory to practical implementation. The curriculum is about why

something is taught, to whom it is taught, what is taught, how it is taught etc. Therefore it covers many complex elements ranging from underlying educational philosophy through learning theories, to teaching methods to forms of assessment and certification.

The current situation regarding ABET curriculum in South Africa is at a stage where a new curriculum framework has been introduced which emphasises an outcomes-based approach, i.e. an emphasis on the results of learning, focus on what the learners can do well, opportunities for recognition of prior learning and the emphasis on the applications of learning in the new and different contexts.

For the ABET Educators, Planners and managers to develop and implement the curriculum effectively the following capacity needs to be developed:

- an in-depth understanding of the underlying theory and philosophy of the outcomes-based approach;
- understanding the principles for curriculum development and design;
- understanding the technical operations of designing learning programmes - Adult educators need to develop the capacity to plan for a range of learner options and interests. They will have to develop programmes that is appropriate to the lives of the individual learner and develop programmes that are flexible and have the potential to provide a broad foundation and core concepts that learners need for their future education and training. For this to take place intensive in-service programmes need to be developed and designed for the adult educators.
- with the support and guidance of curriculum planners and developers [state and non-state sectors] the adult educators need to develop learning programmes for the specific levels across the eight learning areas;

3.3 Assessment and Examination Systems

The achievement of specific outcomes, measure against unit standards will serve as the basis of assessing learners, and thus indirectly the effectiveness of learning programmes. Given that the focus of assessments within the night school system was on summative examinations which were inappropriate to the adult and out-of-school youth learners, the adult educators would have to develop the following skills:

- development of assessment tools for the different ABET levels ;
- determine the primary purpose for each assessment event and choose appropriate assessment tools for the purpose;

- measure achievement of set standards
- design assessment instruments to measure the competency and capability of the learners;
- develop systems to monitor generic competencies such as transfer of skills and application to different contexts;
- be able to diagnose learning problems and develop remediation programmes
- develop skills to assess the prior knowledge and learning of adult educators.

3.4 Secondary Education Programmes

In both provinces no secondary education programmes have been developed. The ABET Directorate would need to consult with the non-state sector regarding secondary education programmes and access skills and expertise from this sector to develop the secondary education programme for Level IV. The ABET level V programmes fall under the community colleges. In addition, the Directorates should invest in both the teaching and learning materials developed by ASECA and secure the service of ASECA to train the adult educators to develop learning programmes and assessment tools for this level.

3.5 Monitoring and Evaluation

The Department of Education views accountability, evaluation and assessment as central to the processes of educational transformation in South Africa. Evaluation and monitoring are a vital part of all ABET programme and implementation. Because of the importance of monitoring and evaluation the process needs to be well conceptualised, planned, resourced and implemented. To ensure that this happens the following is recommended:

- to establish a sub-unit within the directorate to focus its resources and expertise on monitoring and evaluation of ABET programmes;
- technical training for persons within the unit as well adult educators on how to evaluate and monitor;
- skills in the design and development of monitoring and evaluation tools, an understanding of how to analyse and utilise the information.

Linked to monitoring and evaluation is the setting up of an Education Management Information System. This system is developed to a relatively high level within the Eastern Cape, but in the Northern Province it is nonexistent. Preliminary investigations have commenced on setting up an EMIS but there was no follow up. [Note: The Education Foundation was funded to assist the Northern Province]

3.6 *Staff Development and Training*

The training and orientation of ABET practitioners at all levels of the system should equip ABET practitioners [educators, trainers, education managers, field workers and coordinators] with the knowledge, skills and attitudes and values required to implement ABET programmes. Staff development and training should include the following:

- retraining of teachers that have been redeployed to the ABET sector to meet the requirements of the ABET curriculum framework, design of assessment tools based on the outcomes-based approach and the development of learning areas;
- develop management capacity within the different levels of the ABET Directorate and the substructures
- undertake a skills audit to design ongoing staff development programmes;
- provision of materials for adult educators
- training in Adult Education
- training in assessment
- management skills training
- Skills-based training to assist learners interested in learning a particular skill
- report writing skills
- computer skills
- skills in planning of lessons
- organisation and administration skills
- material's development
- curriculum design
- administration and management of the system
- policy formulation
- research skills
- monitoring and evaluation skills

3.7 *Materials Development and Media Technology*

For the new curriculum to be operationalised in a way that enhances the learning and teaching situations and ensures that the provincial department and the stakeholders meet the goals for ABET the following needs should be addressed:

- Training in developing materials that are integrated and interdisciplinary in nature;
- Training in developing materials tailored to the needs of learners and their context;
- Development of materials that clearly articulates with the learning outcomes of the different units;
- Training in development of self-instructional and distance education materials; and
- Financial support to develop these materials

For media technology to be an integral part of the delivery of ABET services the following has to be addressed:

- An analysis of the range of media technology available;
- Training in the design and development of alternate media technology;
- Funding to purchase of equipment necessary for media-based teaching and learning; and
- Training on how to utilise different forms of media technology.