CHAPTER 5

DOCUMENTARY FOUNDATION

5.1 Introduction

The immediate period after 1994, after a ‘new’ South Africa was born, was characterised by intense consultations on the policy formulation front. Not to say that the ANC did not do its bit before then. Lodge (undated: p. 42)\(^{264}\), in his review of ‘policy processes within the ANC and the Tripartite Alliance’ concludes that:

*Policy-making within the Tripartite Alliance was participatory and even democratic in character up to the election. Since then, macroeconomic policy making has become an increasingly circumscribed undertaking though in other areas consultation continues to play an important role in the development of policies: education is a case in point and represents a field in which the ANC’s own policy generating arrangements have remained quite effective.*

The difference between pre-1994 and post-1994 lay in the kind and degree of consultations. While before 1994 the consultations were within the ANC and the mass democratic movement structures, you see after 1994 broader consultations with many and different stakeholders. The result was a number of green and white papers, and policy documents that are generally regarded as products of nation-wide consultations. These documents relate to a variety of spheres in the life of the people of South Africa - the economic, the social, the health, the labour, the trade and industry spheres and so on.

Policy formulation was also intense in the educational sphere which for many years was a contested terrain between the educationally under-privileged and the privileged. The need to redress the past imbalances led to the passing of the *National Policy Act of 1996 (Act No. 27 of 1996)* in April. The supreme law of the country, *The Constitution*, was adopted on May 8, 1996. For adult education the overarching document is the *Policy Document on Adult Basic Education and Training* of October 1997, which is a national policy framework to guide implementation by the provinces. It is suggested in this policy document that it

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must be read in conjunction with the *National Multi-year Implementation Plan: Provision and Accreditation* of October 1997, which was developed at the same time to ‘provide a national organising framework to set clear targets and time frames’. Two other documents, the *Provincial Multi-year Implementation Plan* of 1998 and the *ABET Act of 2000*, (Act No. 52, 2000) were developed and promulgated respectively.

Since the new democracy that South Africa is, we have seen two broad policy frameworks that were to guide the decisions and actions of government: the *Reconstruction and Development Programme (RDP)* and the *Growth, Employment and Redistribution (GEAR)* macro-economic strategy of 1994 and 1997 respectively. The latter represents a significant shift in government thinking and this could have far-reaching implications for the implementation of all policies including adult education policies.

In this chapter we look at these policy documents that regulate Adult Basic Education in South Africa and the Limpopo Province, especially those that have a bearing on the adult education practice in the mentioned province. It must be mentioned at the outset that this is not an in-depth study of all those documents but an exposition of what is contained in them in terms of goals, objectives and principles. You might want to say, *intentions*. It makes sense therefore to talk about what the documents are ‘saying’ rather than ‘policy document analysis’. This is especially preferable because the purpose of this chapter is to lay a basis or a foundation for the next chapter, what I have so far called the ‘discussion’ chapter.

Since this research is taking place in a continually changing environment, a decision has been taken to include policy documents that one could regard as the ‘pillars’ of the field, both nationally and provincially. This, however, does not mean that new policy documents that are developed along the way and significantly impact on the field will be ignored. Both SANLI and GEAR will be dealt with, though briefly, in Chapter 6.

Organisationally, the first part deals with the general documents that have implications for adult education. They are called here background documents. The second part deals with documents that concern adult education nationally while the third part looks at the provincial adult education documents. The last part is an attempt to distill the most important elements of the documents.

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265 As stated in the Policy Document, p. 9.
266 Already there is the South African National Literacy Initiative (SANLI), which is producing its own documents that a research like this one cannot ignore. This is a project of the present Minister of Education, Prof. Kader Asmal.
5.2 Background Documents

5.2.1 The South African Constitution
As indicated it is the supreme law of the country and it seeks to:

Heal the divisions of the past and establish a society based on democratic values, social justice and fundamental human rights;

Lay the foundation for a democratic and open society in which government is based on the will of the people and every citizen is equally protected by law;

Improve the quality of life of all citizens and free the potential of each person; and

Build a united and democratic South Africa able to take its rightful place as a sovereign state in the family of nations. 267

Through this constitution, it is the intention of the government to transform a society that was ravaged by Apartheid. Apartheid denied people their rights along racial lines. This was the case even in education. 268 This point led to the government taking adult education seriously as so many people’s educational needs were neglected in the past. If that was good for Apartheid, that so many people were illiterate, it could not be good for a democratic and open society. Therefore, on Education, the Constitution (section 29, sub-section 1(a)), says:

Everyone has a right to a basic education, including adult education. 269

5.2.2 The Reconstruction and Development Programme (RDP)
This programme represents (or represented?) 270 the broader thinking of government after 1994. It is a policy framework within which all policies were to be developed in South Africa. It is the result of many months of consultation within the ANC, its Alliance partners 271 and other mass organisations in the wider civil society. In the preface of the document, by Nelson Rolihlahla

268 Read Chapter 1.
270 With the ‘arrival’ of GEAR public opinion is that the RDP has been abandoned. But even a cursory look at the ABET Act of 2000 will show that the spirit of the RDP lives on.
271 The South African Communist Party (SACP) and the Congress of South African Trade Unions (COSATU).
Mandela, it is stated: “It is a product of consultation, debate and reflection on what we need and what is possible.”  

An important statement in the document is “The RDP is an integrated, coherent socio-economic policy framework. It seeks to mobilise all our people and our country’s resources towards the final eradication of apartheid and the building of a democratic, non-racial and non-sexist future.” This means eradication of racism, repression, social divisions, poverty, illiteracy and all segregation in education and other spheres of life.

The six principles that underlie the RPD are an integrated and sustainable programme, a people-driven process, peace and security for all, nation-building, linking reconstruction and development and the democratisation of South Africa. Summarised nicely in the document itself: An integrated programme, based on the people, that provides peace and security for all and builds the nation, links reconstruction and development and deepens democracy (p. 4).

Within the RDP there are five key programmes - Meeting the basic needs; developing our human resources; building the economy; democratising the state and society, and implementing the RDP. As far as human resource development is concerned it is said that the RDP is a people-centred programme where people have to be involved in the decision-making process, in implementation, in new job opportunities requiring new skills and managing and governing society. But! An education and training programme is crucial. Which then means that “the underlying approach of these programmes is that education and training should be available to all from the cradle to grave.” (p. 5). This means that the RDP takes a broad view of education and training. The following is the central objective of the RDP:

… to improve the quality of life of all South Africans, and in particular the most poor and marginalised sections of our communities. This objective should be realised through a process of empowerment which gives the poor control over their lives and increases their ability to mobilise sufficient development resources, including from the democratic government where necessary. The RDP reflects a commitment to grassroots, bottom-up development which is owned and driven by communities and their representative organisations.

272 The Reconstruction and Development Programme, 1996, Part 1, p. 3.
274 Ibid., p. 9.
As for adult education and training it is stated in the document that Adult Basic Education (ABE) aims to provide adults with education and training programmes equivalent to exit levels in the formal school system. This represented a crucial step in the reconstruction and development of the South African society. Also that the provision of ABE must be expanded by building a partnership of all: employer, labour, local and provincial government, community and funding agencies. Further that ABE must be centrally included in all reconstruction projects.  

5.2.3 The National Education Policy Act (No. 27 of 1996)
This Act is based on the necessity “to adopt legislation to facilitate the democratic transformation of the national system of education into one which serves the needs and interests of all people of South Africa and upholds their fundamental rights.” It aims at, amongst other things, the protection of the right of every person to basic education and equal access to education institutions; achieving equitable education opportunities and the redress of past inequality in education provision; advancement of the status of women; providing opportunities for and encouraging lifelong learning and achieving an integrated approach to education and training within a national qualifications framework.  

5.2.4 The South African Qualifications Authority Act (No. 58 of 1995)
This Act made provision for the development and implementation of a National Qualifications Framework (NQF) and the establishment of the South African Qualifications Authority (SAQA). The objectives of the NQF are to:

- Create an integrated national framework for learning achievements
- Facilitate access to, and mobility and progression within education
- Enhance the quality of education and training
- Accelerate the redress of past unfair discrimination in education
- Contribute to the full personal development of each learner and the social and economic development of the nation at large.

In the composition of SAQA there is (or supposed to be) one member nominated by national organisations representing the adult basic education and training sector.

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275 See Ibid., p. 42.
277 In this regard the South African Qualifications Act had already been passed in 1995!
5.2.5 Resume
In short the above documents are about an envisaged new South African society. Each one of them lays emphasis on one aspect or the other related to the future. The Constitution regards education, including adult education, as a right to every one. Besides it aims at ‘healing’ the divisions of the past and building a society based on democratic values. The RDP regarding human resource development sees reconstruction as providing adults with education and training programmes equivalent to exit levels in the formal school system. Besides it emphasises the need to improve the quality of life of all citizens especially the poor and the marginalised sections of the community. The National Education Policy Act is based on the necessity to facilitate the democratic transformation of the national system of education. The intentions are: to protect the right of every person to basic education; equal access to education; achieving equitable education opportunities and the redress of past inequality; providing educational opportunities for the disadvantaged groups; and achieving national integration of education. SAQA intends to create an integrated national framework; facilitate access to, and mobility and progression; accelerate redress; and contribute to the full personal development.

That gives a background against which the policy documents in adult education need to be understood. In fact the above have provided a foundation on which the provision of adult education was to be based. They have played a role in different ways in the shaping of ABET in the new dispensation. It is against this background that we now look at the ABET policy documents.

5.3 The National ABET Policy Documents

5.3.1 The Policy Document on ABET (1997) 
This is a policy document by the Department of Education on Adult Basic Education and Training. It provides policy guidelines. The document builds upon previous policy work that sought to address the historical and calamitous lack of support for ABET and to encourage ABET as the basic foundation for lifelong learning.

5.3.1.1. Origin, Vision, Goals and Principles
This will become clearer below.

Origin
The current concept of adult education in South Africa can best be understood in the context of initiatives which took place before 1994. These were National Education Policy Investigation (NEPI) referred to in Chapter 1 of this dissertation; COSATU’s Participatory Research Project; the National Training

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279 I don’t remember when last I read a Fifty-three-page, Twelve-Chapter ‘booklet’ that contains so much! It might be I have never.
strategy Initiative undertaken by the National Training Board; the Conference held by the SA Committee for Adult Basic Education in November 1993; the Implementation Plan for Education and Training developed by the Centre for Education Policy Development and the ANC before the 1994 elections; and the ANC’s Education and Training Policy document of 1994. After ongoing policy work *A National Adult Basic Education and Training Framework: Interim Guidelines* was adopted in 1995. The *Ithuteng (Ready to Learn) Campaign* was launched in 1996 as the first pilot ABET programme nation-wide on the basis of the guidelines. This created a common vision for ABET and resulted in agreed curriculum goals. These processes culminated in the adoption of the ABET policy in 1997.

**Goals**
Mainly the policy seeks to develop an enabling environment in which high quality ABET programmes can flourish with a key component being to guide providers and not to control and prescribe what they do. It is also the intention to serve the needs of different learning groups through this policy: organised labour in the formal economy; self-employed people; out-of-school unemployed youth and adults; and women.

**Principles**
The history of South Africa is well documented. So far in this dissertation (Chapter 1 and the Background section (5.2) above) the context within which policy formulation was taking place has been given. Recognising and based on that context the policy has as principles: *Equity and redress; Democracy; Development and Reconstruction; Access; and Development and Integration.*

In that order, *the first* to do with the development of a comprehensive national ABET system which addresses national, provincial and local needs; *the second* to do with preparing adults and youth for full and active participation in truly democratic society; *the third* with social transformation and laying a basis for economic growth; *the fourth* with taking measures to ensure access for special groups: disadvantaged women; women with special needs; youth with special needs; disadvantaged youth; and disadvantaged learners with special needs; and *the fifth* with making ABET part of a coherent national development policy.

**5.3.1.2. Resources and Standards**
Other points that the policy document deals with are the institutionalisation of ABET; practitioner development; curriculum development; social mobilisation; monitoring, evaluation and information systems; integration of ABET into

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281 See the vision in Chapter 2, page 25 of this dissertation.
lifelong learning; financial issues; implementation of policy; professional and technical support; and instructional support. Following the executive summary of the policy document let us look at these.

**Institutional infrastructure**

Four forms of institutional infrastructure that needed to be established were identified: the national and provincial Education and Training Councils and the ABET sub-councils thereof; the National Institute of Lifelong Learning Development (NILLD); the ABET Education and Training Quality Assurer (ETQA); and the AET Directorate in the national Department of Education and its provincial counterparts.

**Integration of ABET into Lifelong Learning**

The Department of Education sees ABET as both part of and as a foundation for lifelong learning where lifelong learning is seen as “a continuous process which stimulates and empowers individuals to acquire and apply the knowledge, skills and attitudes required to realise their full potential.” ABET is seen as the first stage in the process.

ABET must therefore be integrated into lifelong learning. The NLLD is the institutional body that provides a co-ordinating framework for this integration in terms of curriculum development, assessment, training and other services.

**Curriculum, assessment and materials development**

This was to be done within the provisions of the South African Qualifications Authority which are geared towards developing a national curriculum framework.

Because SAQA has adopted an outcomes approach and ABET fits in the General Education and Training band of the NQF, that approach also influences it in terms of: levels; critical cross-field outcomes; organising fields and learning areas; unit standards; National Standards Bodies; Standard Generating Bodies; Education and Training Quality Assurers; credits; qualifications and so on.

All in all, the policy makes provision for a very flexible curriculum in adult basic education without a core.
**Social Mobilisation**
Realising that building a new nation is an educational act directed at attitudinal and behavioural change and from lessons internationally, the policy also makes provision for social mobilisation for adult education. This “mobilisation should prioritise a campaign for providing and implementing ABET to enhance its viability as a popular intervention, and to motivate learners as participants and actors in a socially and historically significant programme.”

**Practitioner Development**
Given the new concept of adult education, integrated in a national qualifications framework, the new approach and the decision to re-deploy school teachers to adult education, the policy provides for the retraining of these and the ‘old’ educators for the new approach. For this it is suggested in the document a need to develop new programmes oriented towards retraining and pre-service ABET practitioner training.

A ‘system of rewards’ based on competence and performance rather than qualifications is also suggested in the programme. It is currently being put in place nationally.

**Professional, technical support and research**
This is about the professionalisation and the systematisation of the ABET field. The Department here announces its willingness to support these processes by strengthening professional and technical support and research in co-operation with other role-players. The policy recognises that the relationship between research and system support is essential.

**Monitoring and Evaluation**
Accountability, evaluation and assessment as central to the processes of educational transformation are viewed seriously in the policy document since “Evaluation and monitoring are a vital part of all ABET programme planning and implementation. In its broadest sense, evaluation and monitoring are the collection and analysis of information in order to facilitate informed decision-making.”

The policy document proceeds to say that in the climate of decreasing international and national public resources, which places developmental work with adults under threat, evaluation processes will continue to be used as a key strategy for accountability and reporting to ensure ‘value for money’. As a result

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286 Ibid., p. 35.
287 Ibid., p. 37.
evaluation processes need to be well conceptualised, planned, resourced and implemented.\textsuperscript{288}

More detail is provided by the \textit{Multi-year Implementation Plan (MYIP)}. As stated in the policy document (p. v) this plan must be read in conjunction with it.

5.3.2 \textbf{The Multi-year Implementation Plan (1997)}

This is the national plan that offers a framework for implementation. The “\textit{Plan} provides a national organising framework to set clear targets and time frames for extending the provision of ABET so as to significantly reduce illiteracy in South Africa within the next ten years.”\textsuperscript{289}

5.3.2.1.\textit{Origins, Vision and Goals Origins}

The origins of the \textit{Plan} are to be found in three inter-related experiences of the few years preceding its adoption in 1997: The shared vision of Adult Basic Education and Training; the attempt to substantially increase the range of learners who are educated through programmes; and the limits of one-year and small scale planning which together pointed to the necessity for large scale, integrated, comprehensive and multi-year planning.\textsuperscript{290} A clear multi-year implementation plan was necessary in order to have a successful implementation strategy that would have a lasting impact on the levels of literacy in the country.

\textit{Vision}

The vision of the plan is the same as that of the Policy Document namely:

\begin{quote}
A literate South Africa within which all its citizens have acquired the basic education and training that enables effective participation in socio-economic and political processes to contribute to reconstruction, development and social transformation.\textsuperscript{291}
\end{quote}

Again you see the centrality of context and challenges that are (or were?) facing the country.

\textit{Goals}

The “\textit{Plan} is grounded in improving both the quality and the quantity of Adult Basic Education and Training provisioning. Given the current context and the inheritance of the past, the objectives for the Plan have been on a rational,

\begin{footnotesize}\begin{enumerate}
\item Ibid., p. 9.
\item See the MYIP, pp. 15-16, for detail.
\item MYIP, p. 23 (also as in the Policy Document). This vision appears three times in the MYIP document!
\end{enumerate}\end{footnotesize}
systematic and formal approach to the implementation of a new system aimed at successfully transforming and increasing the capacity of the old.”

Based on that the overall objective of the plan was to provide general basic education and training to adults for access to further education and training and employment. There are also a number of sub-objectives: *Enrolling greater numbers of learners; increasing greater choice for learners; increasing the range of offerings; introducing an appropriate and accessible Recognition of Prior Learning assessment system; expanding the services offered; ensuring high quality programmes; increasing the number of qualified and professional practitioners; ensuring adequate and sufficient finances and resources; putting in place a management, monitoring and evaluation system; and enhancing understanding of, and increasing resources, for the sector.*

The one big obstacle towards implementation was the lack of baseline information about the sector. Therefore in the first two years it was the most important objective to put into place all the necessary structures and systems for an adequate and appropriate national monitoring and evaluation system. This included development of the curriculum framework, the introduction of learning unit standards and learner support materials; and enhancing practitioner standards. That would be Phase One (1998 & 1999) of the plan. It would be used to inform and develop capacity of the sector to manage and maintain the large increase in the numbers of learners and services that would be provided in Phase Two (2000-2001). This was to be the phase of mass mobilisation of learners so that the overall target of some 2,5 million learners would be reached by the year 2001.

An indication of targets for the elements of a new ABET system in the Plan (and those appearing under the Policy Document above) will do here.

5.3.2.2. Targets and Timeframes

*Effective Learning Institutions*

The objectives are the establishment of a network of adult learning centres in each province which are sufficiently equipped and staffed to provide a range of programmes and assessment for all ABET sub-levels and area of learning.

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292 MYIP, p. 10.
293 See page 86 of the MYIP.
294 The above paragraph takes care of mobilisation and advocacy.
295 The priority target groups are the same as those in the national Policy Document.
296 I will not give all those time frames that appear in the Plan. It is enough to say the time frames fall within the four years of the implementation plan: 1998 - 2001. However, if interested, there are all those tables in the MYIP document.
The outcome: the registration and recognition of a thousand adult learning centres by the year 2000, excluding satellites.\textsuperscript{297}

\textit{Curriculum Framework, Unit Standards and Learning Materials}

The objectives are the consolidation and implementation of the ABET curriculum framework.

The outcomes: the establishment of a bank of nationally recognised unit standards for ABET at all ABET sub-levels; the establishment of level descriptors for each sub-level; the establishment of the rules of combination for ABET; and the consolidation of curriculum capacity in the ABET sector. This whole process was to be completed in the first quarter of 2001.

\textit{Practitioner Development}

There is a need for practitioner development generally. The plan rightly recognises the fact that what adds to the problems and difficulties of Adult Education and Training practitioner development is the introduction of the outcomes-based education approach and the corresponding assessment system. But not only that but also the need for the development of administrative and organisational skills.

Therefore the \textit{Plan} aims at significantly increasing the numbers of adult education and training practitioners and enhancing their skills. One of the outcomes would be the development and employment of a corps of at least ten thousand (10 000) dedicated professional adult education and training practitioners by the year 2001.\textsuperscript{298}

\textit{Monitoring and Evaluation}

The objectives are the establishment and maintenance of a decentralised, accurate and reliable information source for the monitoring of the \textit{National Multi-year Implementation Plan for Adult Education and Training: Provision and Accreditation}.

The outcomes: the establishment of “an Education Management Information System (EMIS) located within the Department of Education, Directorate: Adult Education and Training and which is supported by provincially maintained EMISs to facilitate the monitoring and evaluation of key activities linked to the \textit{Multi-year Implementation Plan}; and

\textsuperscript{297} For more see the MYIP, p. 129.
\textsuperscript{298} See Chapter 5 of the \textit{Plan} for more information especially pages 145 – 147.
Making sure that the EMIS will be driven by tracking activities that will be conducted by adult learning centres such that the culture of information utilisation becomes an accompanying - and key - component of the plan’s evolution.”

5.3.3 Resume

The above is what the national ABET policy documents are ‘saying’. It is stated in the policy document that “Through this policy the Department of Education registers its **deep commitment to ABET** through resolving to promote, implement, monitor and evaluate robust plans and practices in the sector as a whole. It is the intention of the Department that **ABET occupies a central place in the development of South Africa** through the provision of quality education and training opportunities for all our people” (Own italics).

In line with the commitment and the pursuit of the ideal above, the national policy document on ABET has as its goal the development of an enabling environment that will allow adult education to flourish. To realise that it is recognised that there is a need to improve the adult education infrastructure; to integrate ABET into lifelong learning; to develop curriculum, materials and assessment tools; to mobilise for adult education; to train practitioners; to do research; and to monitor and evaluate programmes.

The national **Multi-year Implementation Plan** was developed to provide a national organising framework to set clear targets and time frames. Target groups include disadvantaged women; women with special needs; disadvantaged youth; youth with special needs; and persons with disabilities capable of independent learning. The overall time frame, in two phases, starts in 1998 and ends in 2001. But besides that the plan also gives more detail on matters of policy. The plan gives more information about the objectives regarding: effective learning institutions; development of curriculum and learning materials; practitioner development; and monitoring and evaluation.

All these provide a background for understanding the role of provinces in adult education matters. We turn now to provincial documents of the Limpopo Province.

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299 MYIP, p. 186.
300 Of course there is more but space and this study allows for only that much.
5.4 The Provincial ABET Policy Documents

In defining what the Department of Education is, the national Multi-year Implementation Plan (p. 14) says it “refers to the Ministry of Education consisting of the national office responsible for policy and its provincial counterparts responsible for implementation.” (My own italics). It is stated also (p. ix) that “within this umbrella framework, each stakeholder at national, provincial and local level will have to develop context and constituency specific business plans for improving the quality and quantity of the learning services that they provide; and

Obviously, the national and provincial departments of education have the largest responsibility for ensuring that the greatest numbers of learners are reached and drawn into the system.”

This dictates that we look at what the provinces are doing. And for the purposes of this study we look at the Limpopo Province. In particular, the provincial MYIP. The ABET Act is also included in this section because I see that it has a lot of implications for implementation in the provinces. Although it touches on the roles of the national Minister of Education, it is more on the role of Members of the Executive Council (MECs) and the Heads of Department in their respective provinces.

5.4.1 The Provincial Multi-year Implementation Plan (1998)
5.4.1.1 Origin, Vision and Goals Origins
The provincial plan for the implementation of Adult Education and Training policy was drawn through a process that involved a series of workshops and collaborative efforts and a joint commitment of both the provincial Department and the provincial branch of the National Literacy Coalition (NLC). A conference involving all ABET stakeholders held in the Province in November 1997 provided the necessary impetus. Regional workshops where regions were to come up with their own regional plans were conducted from June, 1998. All processes culminated in the final draft of a provincial MYIP.

Vision
The entire process is understandable in the context of the national process of reversing the historic neglect of ABET in the country. This plan, had to, amongst other things, set clear targets and time frames for extending the provision of adult basic education in order to reduce illiteracy in South Africa. The plan adopts therefore the national vision referred to above.

302 This body has since folded.
Goals
The plan aims to develop a planning framework which takes the unique context, needs and circumstances of the Limpopo Province into consideration. The basic assumption was that the Province had the political will necessary for a larger scale ABET provisioning. It was understood that the largest threat to the realisation of the plan in the Province was both financial and the lack of technical skills necessary; while this shortage was at the same time exacerbated by the very low staffing levels within the ABET sub-directorate in the Department of Education.

5.4.1.2 Targets and Timeframes
In this section we present the plans and intentions of the Province as encapsulated in the provincial MYIP regarding some elements from the national MYIP.

Curriculum Framework, Unit Standards and Learning materials
The overall objective was to develop a curriculum framework, learning programmes and unit standards with available material for all learning areas at ABET Levels 1, 2, 3 and 4. Since the establishment of the curriculum was the responsibility of the national Directorate, the plan was to first participate in the national processes to complete the development of Unit Standards. Then to develop provincially based learning programmes for all the eight learning areas that would be followed by piloting of the areas in five pilot centres. The process would be complete in 2001.

There was also the plan to pilot three (Agriculture, Agricultural Technology, SMME) electives in the Province that would be preceded by participation nationally to develop unit standards for this (1998 was the deadline). The challenge for the Province, indicated as such in the document, would be the interpretation of standards into a provincial context and to establish learning programmes which can be utilised by educators at all levels.

Practitioner Development
Overall objective: To see to it that the ABET staff is trained to deliver effective Outcomes Based ABET programmes for all learning areas at ABET Levels 1 – 4.

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303 See Chapter 1 of this dissertation.
305 In the document there are long tables indicating activity, agents responsible, timeframes, indicators and assumptions. There are interesting points in those tables. I will point at a few, but otherwise I refer the reader to those tables.
306 For more see table in the document (pp. 14 – 16).
307 See table in the document (pp. 28 – 30) for more detail.
To do this the Province has chosen to be part of a National Cascade Training Programme which is the initiative of the national Directorate. This means the Province sends 10 trainers to national training sessions meant for all provinces. All of them are known as the National Core Training Team. In the Province these ten will train 96 (second tier) trainers who are then expected to train 100 educators per region.  

*Policy Development*

The objective was to develop a Provincial policy which would include promotion, implementation, monitoring and evaluation of all ABET activities. The Province did not have policy guidelines at the time of the adoption of the plan.  

There was need for such guidelines in the areas of financing ABET; accreditation and qualifications; establishment of practitioner standards; role and responsibilities of stakeholders; and co-ordinating structures regionally and provincially.  

*Social Mobilisation*

Objective: To mobilise and gain support for all areas of ABET delivery and to maximise the use of available resources to exceed delivery plans and learner enrolment targets. The challenge was the limited budget that the Province had to do that. The sector needed to find resources and channels to find support from all quarters. The idea was to launch a constructive and multi-faceted mobilisation campaign to gain support and access to resources. This was to be a continuing process.  

*Partnership and Co-ordination*

It was the intention to establish systematic delivery partnerships in the Province. Delivery partnerships were thought to be an important development area for the Province. Such a partnership would be between the provincial DOE and Non-Governmental Organisations (NGOs). It was also intended to bring in the business sector. The ABET Council would be the formal structure to manage partnerships, especially with NGOs.  

*Monitoring and Evaluation*

Effective monitoring of all the levels of implementation of ABET delivery, within the context of the Multi-year Implementation Plan, was the main

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308 This process is underway in the Province.
309 For process see table (pp. 32 – 33).
310 Table (pp. 35 – 37).
311 See table (p. 45).
objective. There was a need to develop monitoring skills and techniques at all levels of the system.

It is indicated in the Plan that an Annual Provincial workshop of the implementation of the multi-year plan was budgeted for.\(^{312}\)

**Research and Development**
The development of a research unit which would focus on issues related to practitioner training, learner needs analysis and learning materials in the Province was among the objectives of the provincial Multi-year Implementation Plan. It was recognised that research into ABET-related issues was a very neglected field in the Province. At the time, it is mentioned in the document, the “Research Methodology … tends to be Action research, conducted by ABET officials on an ad hoc, non-systematic basis.”\(^{313}\) It was thought that research that would inform delivery was crucial.

Two universities, University of the North and Venda, were said at the time to be researching the establishment of a practitioner training programme and indicating the willingness to embark on relevant research programmes respectively.\(^{314}\)

**5.4.2 The ABET ACT (Act No. 52 of 2000)**
This legislation was enacted in order to provide a legal foundation for all the intentions, goals, objectives and aspirations that have been the subject of the section above. It is the first act of its type in the country. Its objective:

> To regulate adult basic education; to provide for the establishment, governance and funding of public adult learning centres; to provide for the registration of private adult learning centres; to provide for quality assurance and quality promotion in adult basic education and training; to provide for transitional arrangements; and to provide for matters connected therewith.\(^{315}\)

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\(^{312}\) This never took place.


\(^{314}\) With respect to the University of the North it can be said that, that teaching programme (both academic and outreach programmes) is in place. But also that a research programme has been developed in collaboration with the University of Groningen in the Netherlands. It is recognised by the University of the North and the National Research Foundation (NRF) as a niche area.

\(^{315}\) The ACT, 2000, p. 2.
From the preamble it is clear the desire is to establish a national co-ordinated adult basic education and training system which promotes co-operative governance and provides for programme-based adult education and training; to restructure and transform the whole system; to redress past discrimination; to ensure increased access to adult basic education and training; to provide optimal opportunities for adult learning and literacy; to promote democracy and democratic values; to advance strategic priorities within adult basic education and training; to pursue excellence and to promote the full potential of every learner and member of staff; to respond to the needs of the Republic and the labour market and the communities served by the centres and to complement the Skills Development Strategy in co-operation with the Department of Labour.

To realise the desire the Act makes certain provisions that are briefly discussed below.

**Establishment of centres:** The MEC\(^{316}\) is responsible for the establishment of centres through money appropriated for that purpose by the provincial legislature. If the centre occupies an immovable property owned by the State, that centre has a right to use the immovable property for educational purposes.

**Provision of facilities:** The Head of the Department (HOD) must provide facilities for use by the public centre to perform its functions in terms of the Act. If no facilities are available, the HOD can request the governing body of a public school to allow reasonable use of the facilities of the school by the public centre.\(^{317}\) An agreement must then be entered into with the school governing body regarding amount of time for use, the sharing of costs, responsible authority to be liable for payment; maintenance, security and the relationship between the school governing body and the centre governing body.\(^{318}\)

**Merger of public centres:** The MEC has the right to merge two or more centres into a single centre, provided that the centres are given written notice; the notice with reasons, appears in one or more local newspapers; and that the interested persons are give an opportunity to make a representation within 90 days.\(^{319}\)

**Closure of Public Centre:** The MEC has the authority to close a centre provided that the governing body is informed of the intention; the governing body is

\(^{316}\) In full: The Member of the Executive Council. These are provincial ministers of education, health, agriculture, etc.

\(^{317}\) In terms of section 20(1)(k) of the South African Schools Act, 1996 (Act No. 84 of 1996).

\(^{318}\) Presently most centres are housed in schools and there is no clarity about some of the issues raised here. In some cases there are even tensions between the school and the centre as this research has revealed.

\(^{319}\) See page 10 for more information.
given an opportunity to make representations; and that a public hearing is conducted after 90 days.

**Governance of Public Centres:** A public centre is governed by a governing body while the day to day management is undertaken by the centre manager. The governing body must consist of elected members, the centre manager, co-opted members, any representative of the sponsoring body, any representative of an organisation of disabled persons and an expert in the field of adult education.\(^{320}\)

**Funding of Public Centres:** The MEC is responsible for funding the centres on a fair, equitable and transparent basis, from the money appropriated for the purpose by the provincial legislature. This on condition that the MEC provide on an annual basis sufficient information to public centres regarding how they were funded. The Minister must, in terms of the National Education Policy Act of 1996 determine norms and standards for public centres after consultation with the Council of Education Ministers, the Minister of Finance and the National Advisory Board for ABET (NABABET). The funds for a public centre consist of: funds from the State; donations or contributions received by the centre; money raised by the centre; and money payable by learners for adult basic education and training provided by the centre. The governing body of a public centre must keep complete accounting records of all assets, liabilities, income and expenses of the public centre as a whole.\(^{321}\)

**Quality Assurance:** An annual report on the quality of adult basic education and training must be made to the Minister within 90 days after the end of the academic year by NABABET in respect of the country as a whole and by the MEC in respect of the relevant province.

### 5.4.3 Resume

The provincial MYIP aims to develop a planning framework which takes account of the unique context, needs and circumstances of the Limpopo Province. The year 2001 was to be the deadline for the implementation of the plan. In terms of issues the plan did not deviate from the national framework. Like the national one you still see intentions as far as the development of the curriculum and learning materials; practitioner development; social mobilisation; research; and monitoring and evaluation. It raises also the question of the development of systematic delivery partnerships in the province.

\(^{320}\) See the Act (pp. 12 - 14) for the process. Pages 16 – 20 deal with the functions, the training and other issues pertaining to the governing body.

\(^{321}\) See pages 22 – 24 for more information.
The ABET Act, which provides a kind of a legal foundation, goes to the real ‘practice’: establishment of centres; provision of facilities; merger of public adult learning centres; their closure; their governance and their funding; and the issue of quality assurance.

5.5 Conclusion

Without claiming justice to have been done to all these documents and what they stand for, it is the belief of the researcher that what has been presented here in general gives one a picture of what the new concept of adult education and the direction in which it is headed (or supposed to be heading?) in South Africa today. The national policy documents, the general ones and the ABET-specific ones, the provincial ABET policy documents\(^{322}\) and the ABET Act provide both a background for understanding the new concept of adult education in South Africa and the intentions of the new government about adult education. In point form:

- Adult Education is a right for everyone
- The quality of life of everyone, especially the poor and marginalised, must improve
- Adult Education must provide adults with education and training programmes equivalent to the exit levels in the formal school system
- Providing opportunities for lifelong learning and achieving an integrated approach to education and training
- Creating an integrated national framework for learning achievements
- Redress of past unfair discrimination
- Address the historical lack of support for adult education
- Developing an enabling environment for adult education activities
- Reconstruction and development
- Providing institutional infrastructure
- Development of curriculum and learning materials
- Research
- Monitoring and evaluation
- Social Mobilisation
- Practitioner development
- Partnerships for delivery

These and others not mentioned here\(^{323}\) are a summary of what are, in line with the adopted model\(^{324}\) of this study, the Standards and Resources of the policy.

\(^{322}\) There is also the Regulatory Framework of June, 1997 which by and large has been replaced by the ABET Act.

\(^{323}\) I have deliberately left out funding for later in the next chapter.
documents. In a way they really open space for the provinces to begin to deal with adult education (including implementation) in a different way. The notion of developing an enabling environment for adult education activities needs to be understood in that context.

The purpose of this chapter, therefore, was to establish these standards and resources without which it is impossible to talk about implementation. They are a necessary, though not sufficient, condition for implementation. In the next chapter we look at the implementation of these standards in the Limpopo Province. We also look at what resources (human and all) are made available for that process. We look, as it were, at the ‘implementation trials’ occurring in the Province with Williams ‘watching us’.

“… an inquiry about implementation … seeks to determine whether an organization can bring together men and materials in cohesive organizational unit and motivate them in such a way as to carry out the organization’s stated objectives.”

Chapter 4 (“What the Field Says”) is very important in this regard as it sheds light on what is actually the state of the art in the Province. But besides that, it is the view of the researcher that it is almost impossible to understand politics, even more so implementation, unless one starts from the bottom where the difference must be seen and felt. This especially in the area of adult basic education and services in general.

We take with us all that has been said so far to the next chapter, especially the theoretical framework (Chapter 2); “What the Field Says” (Chapter 4); and what the documents are ‘saying’ (Chapter 5).

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324 The model of Implementation Variable Clusters by Van Horn and Van Meter.
325 See Chapter 2, Footnote 91.
326 I add women also.