

Adult Basic Education policies

Introduction : delimiting the field and defining Adult Basic Education

This document is concerned with policies for an **Adult Basic Education system** in South Africa. It does **not** specifically deal with **vocational education and training** (VET) and other aspects of **adult education**, although the proposals contained in this document are intended to be a part of coherent national policies concerning education, training and adult education as a whole.

Adult Basic Education (ABE) is defined here as the basic education provided to adults that is:

- more or less equivalent to that provided by seven years of good standard schooling;
- develops the knowledge and skills (conceptual, linguistic, numerical and technical) that deepens the capacity of adults for full and meaningful engagement in South African society and its various processes;
- encourages a critical approach to knowledge and social life.

The document has **two** parts:

Part A deals with a number of **concerns** or issues, namely :

- the problems of adult basic education in South Africa;
- why adult basic education is important;
- what should be the underlying **principles and aims** of an adult basic education system and its provision.

Part B deals with :

- the institutional **structure** of adult basic education;
- how it could be **financed**;
- the **curriculum** for adult basic education;
- the **provision** of adult basic education.

This document is deliberately prescriptive so that it provides a base of concrete policy proposals for discussion.

Part A. The problems, importance and principles of adult education in South Africa

1. What are the problems of ABE in South Africa?

A useful compendium of ills is to be found in the NEPI Framework Report summaries of the adult basic education and adult education reports. Without repeating the details of those reports they could be summarized as follows:

- a. The extremely *limited provision* of adult basic education. The state, big business and the non governmental organisations together provide a very limited amount of adult basic education. In addition, the policies of the state and of big capital are **discriminatory** and reinforce class, racial, gender, urban/rural divisions. In rural areas adult basic education is totally insufficient.
- b. Whatever adult basic education provision there is, is *incoherent*. This means, inter alia, that it does not provide the **conceptual skills** necessary to successful survival in this society, is not clearly linked to any recognisable **skill or competency**, is not **accredited**, has no national or regional **standard** and only very **certification**. Nor is it linked to any overarching conception of **economy and society**.
- c. ABE is provided in a *fragmentary* way because there are no links between what is done by the state and within its agencies, the private sector and the NGO's. Even within these there is very limited coordination or cooperation about ABE policy and provision.
- d. The provision of ABE is *disarticulate*. It has little reference either to the formal education system or to work based training, nor indeed to any wider conception of education in which these elements are integrated.
- e. Employers are not committed to *paid time off* to make ABE possible.
- f. The *curriculum* of ABE programmes and courses is often unrelated to the important issues which are the basis of ABE. This is reinforced by the fact that in many cases the **life experience** and existing knowledge and skills of adult learners are not used at all as a basis for learning. On the other hand, in other cases experience is made the only basis of learning. Both these approaches need to be looked at more carefully so that ABE is based on sound methodological theory and practice.
- g. There is little or no *recognition of prior learning* in ABE programmes at this time.
- h. The skill development which is offered by industry is *narrow, often plant specific* and largely job oriented for particular tasks which must be performed without conceptual understandings. These skills are also **not portable** and transferable.

2. What is the value of adult basic education in South Africa?

- 2:1 ABE is fundamental to the evolution of a **democratic society**, to democratic social and political institutions within it, and to the advance of the general culture of democracy.
- 2:2 ABE is a **basic human right**.
- 2:3 ABE necessary to achieve **active citizenship** in which ordinary members of society participate in an informed way in the decision making and institutional life of society.
- 2:4 ABE is essential to the promotion of **social equity** and is especially important where vast differences exist in the distribution of social resources, incomes and wealth.
- 2:5 ABE is one of the essential conditions for the general **economic and social development** of a society.

3. The principles and aims which should underlie ABE

Principles

- 3:1 The ABE system must be integral to the development of a truly democratic and peaceful society.
- 3:2 ABE must be recognized as a basic human right and society must strive for the achievement of universal literacy.
- 3:3 Both the state and the private sector must assume responsibility for the provision of ABE. Provision of ABE must not be left to market forces or private voluntary service alone.
- 3:4 A national ABE system must be based on comprehensive planning, organisation and implementation of ABE programmes which must also be coherently related to a framework of economic policies, education and training.
- 3:5 All the key social forces involved must be represented in the development of an ABE system in South Africa at this time. In the early stages such representation may be achieved through interim bodies.
- 3:6 There must be a coherent national framework for adult education including adult basic education, which must at the same time be conscious of regional and other diversities.
- 3:7 ABE must provide meaningful creative and intellectual knowledge and skills so that it empowers the people for whom it is provided to participate in society as fully and meaningfully as possible. It must impart generic skills and knowledge which supports the process of national political, social and economic reconstruction, and peace.
- 3:8 ABE must be accorded proper recognition and be transferable and have recognizable national standards based on particular competencies. However this should not mean there must be a rigid and nationally defined syllabus for adult basic education.
- 3:9 ABE must provide recognition and provision of careers for educators of adults which are themselves based on recognisable national standards.
- 3:10 The ABE system must recognise and build on the language and diversity of experience of all the people of South Africa.
- 3:11 There must be continuous evaluation, research, development and innovation in the ABE system.

Aims

The **aims** of national adult basic education provision should relate to:

- achieving democratic participation, non-racialism and non-sexism in South Africa.
- the widely expressed objectives of redress, redistribution, equality **and** development. This implies the effective coordination and allocation of resources to those communities whose need is greatest in the first place.
- achieving the general socio-economic objectives of post-apartheid South Africa.
- achieving basic education for all within a specified time frame of between ten and fifteen years.
- the development of the productive potential of society, job creation and productive work.
- the encouragement of basis for lifelong learning.
- the fullest and proper utilization of existing resources, including appropriate educational technology, and experience in ABE.
- the achievement of effective and efficient learning, through an effective curriculum, effective design and materials and democratic management.
- ensuring continuous innovation in ABE through research and development.

Part B. The structure and governance of ABE

Aims

The aims of these policies is to :

- achieve the democratization of the governance and administration of ABE.
- to ensure accountable decision making and to develop procedures which advance the possibilities for participation by stakeholders in ABE.
- to develop national coherence in respect of aims, objectives, financing, standards, provision and the like.
- to ensure that democratization implies effective participation by all those concerned with ABE in the decisions about education.
- to ensure that representation about ABE matters and decisions is based on structures at various levels so that democracy and accountability is deepened.
- to ensure effective and efficient administration and regulation in ABE within the context of democratizing education as a whole.
- to ensure cooperation between various providers in ABE by setting up structures which result in greater coordination in the provision of ABE.
- to ensure that there is effective articulation between ABE and other forms of education as a whole.
- to determine national priorities and goals in respect of ABE and to allocate resources in respect of those goals.

Structure

1:1 A **department of adult and continuing education** will be constituted within a larger ministry of national education.

1:2 The ministry of national education will exist alongside and have effective legislative and administrative co-ordination with the following bodies:

- a national training body.
- a national economic body responsible for labour market matters or a separate labour market body with which there is coherent coordination about labour market and human resource development matters.
- a structure or body within government bearing the responsibility to advance the objective of social equity through the development of affirmative action and gender policies.

1:3 The department of adult and continuing education shall have the following divisions:

- administration and finance
- inspectorate
- educator training
- infrastructural resources
- curriculum
- materials
- libraries and resource centres
- examinations, certification and accreditation
- evaluation
- distance education
- mass media
- adult basic education
- general adult education
- continuing education

1:4 The department shall also have **regional and local structures** whose purpose shall be to assume responsibility for the implementation of policies, curriculum, the financing and provision of ABE within the framework of the national system, its principles and aims.

Such regional structures shall exist in the context of regional government accountable to electors in the region, liaising with central government, operating through regional administration, and applying the laws of the land and responsible for implementing government policy at regional level.

2:1 An **advisory council** for adult and continuing education shall be constituted. It will be made up of representatives of the stakeholders in adult and continuing education and more particularly of adult basic education and must include at least the following:

- the trade unions.
- rural representation through rural forums specially constituted for that purpose. This does not imply that the state must itself constitute such rural forums but implies some responsibility for initiating the creation of such forums.
- representatives of the unemployed and workers not substantially represented by trade unions.
- representatives of women, youth and civic organizations.
- representatives of educational institutions and educational non-governmental organisations active in adult and continuing education and especially adult basic education.
- representatives of employers in industry, commerce and agriculture.
- representatives of religious bodies active in general adult education.

The advisory council shall have the power to define further representation on the council.

2:2 Such an advisory council shall have the power of making recommendations to the ministry responsible for ABE. These recommendations shall normally be acted upon unless reasons are advanced why they cannot be.

- 2:3 The advisory council shall, at a national level, be the authoritative body which can advise government on the framing of policy and subsequently ensure that the tasks to be undertaken are remitted to the respective providers. Such a body will need to maintain a continuing over-view of the total development of adult education.
- 2:4 Such an advisory council shall, as far as possible, be reproduced at the regional and local levels. Such regional and advisory bodies shall relate to the regional and local structures of the department.

The task of such regional and local councils will be to ensure that activities are taking place and that the needs and aspirations of the people can be made known to higher authority.

- 3. The functions of the advisory council shall be to :
 - 3:1 Provide training in policy development.
 - 3:2 Ensure the overall development of national standards and curriculum and determine the duration and levels of courses.
 - 3:3 Identify which important adult and continuing education activities need state assistance.
 - 3:4 Mobilize for adult basic education.
 - 3:5 Oversee the development of infrastructure for the implementation of ABE.
 - 3:6 Oversee the implementation of national policy ABE policies including those in respect of standards and qualifications.
 - 3:7 Ensure coordination and coherence in ABE.
 - 3:8 Facilitate the promotion of job creation strategies and programmes through ABE policies and the development of such knowledge and skills which would enhance the opportunities of persons for gainful employment and personal development.
 - 3:9 Set targets for the provision of ABE.
 - 3:10 Mount national campaigns to increase awareness of and provision of ABE.
 - 3:11 Assess the level and nature of resources (physical, personnel, books and other materials) available.
 - 3:12 Determine a strategy for the commencement of national ABE provision.
 - 3:13 Ensure the presence and representation of stakeholders in the determination and provision of ABE.
 - 3:14 More generally advise on adult and continuing education policy matters.

4. A **coordinating interministerial secretariat** shall also be set up to ensure coordination between the relevant ministries, within the department of adult and continuing education itself and with other providers.

Finance

1. The aims of a policy on ABE finance shall be to :
 - to provide adequate resources for ABE.
 - to ensure that both the state and the private sector contribute to the financing of ABE.
 - to provide effective and an efficient funding for ABE.
 - to keep proper account of the financing of ABE within the framework of national expenditure.
2. The **structure of financing** shall include the following:
 - 2:1 **The fiscus** as a primary source. The amount allocated to ABE will for the first **three years** be not less than 4% of the budget for education as a whole. The percentage will be determined by reference to the following estimates:
 - the number of adults to be brought into the system of state provision for ABE.
 - the capital costs to be incurred for ABE.
 - the costs of training of educational coordinators and teachers for ABE (including through distance education).
 - the costs of materials and publicity, including the delivery of the same through distance education, resource centres and mobile units.
 - the budget for research and development.
 - the cost of administering an examination and certification system.
 - 2:2 Through **local authorities** via:
 - local taxes.
 - charges for services provided to private sector employers.
 - 2:3 Through **non-governmental organizations** using their own resources and donations facilitated by tax exemptions. Tax exemptions shall be targeted to encourage the appropriate and efficient use of such donations.
 - 2:4 Through **employers** in certain sectors (such as in the industrial, mining, agricultural and commercial ones) who would be subject to the payment of 1% of pre-tax profits as a ABE levy. All employers who provide ABE within an agreed framework of provision could be exempt from the levy.

2:5 Other mechanisms would be implemented to reduce the costs of financing ABE such as :

- greater reliance on the media and volunteer staff.
- distance education methods and self-instructional materials.
- the combination of education with productive work.

Curriculum

Aims

The core ABE curriculum shall relate to the following aims and situations :

- the need for equity.
- the portability of qualifications.
- the particular problems facing adults in the furtherance of their education in different educational contexts.
- an articulation between the education and training system as a whole.
- developing generic knowledge and skills,
- facilitating entry to and exit from the formal education system and from training.
- developing a broad based scientific and technological literacy.
- the development of an informed citizenry which is able to participate in the process of democratizing society.
- enhancing the possibility of job creating projects.
- the development of national courses which are based on a gradual progression from courses in indigenous languages to English as a medium of instruction.

Curriculum policy

Generally, curriculum policy shall be that the ABE curriculum shall :

1. Be directed at enhancing social awareness of the problems of society.
2. Develop general knowledge and skills, be broadly based, and enhance active citizenship and the possibilities for employment creation.
3. Provide for appropriate specializations.
4. Develop knowledge and understanding of industry, society, the environment, science and technology.
5. Develop practical competencies in, for example, communication, problem solving and numeracy.
6. Develop social and development skills, such as the setting up of income generating projects.

Provision

Aims

The aims of ABE provision shall include :

- To plan an overall strategy including targets.
- To develop a cadre of educators and resources personnel necessary for the widest national provision of ABE.
- To develop **libraries and resource centres** which are accessible, friendly and efficient and to work towards the sharing of educational resources including infrastructure, materials and personnel.
- To develop a delivery system for ABE within which distance education is an integral part.
- To develop materials which are necessary for an ABE system.
- To facilitate research for continuous innovation in the provision of ABE.
- To develop methods of management monitoring and evaluation.
- To develop organisational structures for mobilization, motivation and implementation of ABE and to develop institutional infrastructure which links providers in a coherent national framework.
- To develop a coherent certification system.

Provision policies

Provision policies shall include :

1. Providing a national survey of educational levels, needs and resources.
2. The development of a cadre of educators, administrators and other skilled personnel for the ABE system.
3. Ensuring the continuous training and retraining of ABE staff.
4. Providing career paths, recognition and security of employment for educators in ABE.
5. Developing adult education resource centres which are accessible, friendly and efficient.
6. Ensuring the development of networks in the provision of ABE.
7. The production of materials including distance learning materials for ABE, and the development of continuous innovation through research and development.
8. The setting up of structures at a national, regional and local level.

**SECTION TWO - DRAFT POLICY GUIDELINES FOR
ABE BASED ON THE 1991 COSATU CONGRESS
RESOLUTION ON ABE
DEVELOPED BY THE COSATU PRP (ABE) IN MARCH
AND JUNE 1993**

1. OBJECTIVES - ADULT BASIC EDUCATION FOR WHAT?

Political

- to defend basic rights
- to analyse and understand society
- empowerment (to participate actively in decision-making)
- to address power relations and class contradictions locally and internationally
- to create national unity
- to address class race and gender inequalities and imbalances
- to encourage critical thinking
- to participate actively in the life of the nation
- to raise awareness
- to promote the cultural heritage and identity of the oppressed
- to build a better future

Social

- to strengthen the cultural heritage and identity of the oppressed
- to build self-reliance
- to build understanding amongst people
- to build confidence
- to break barriers that divide us
- to build a better future
- to promote people's self-image and dignity
- to contribute to harmony
- to build social justice and upliftment
- to transform the existing education system
- to build organising and leadership skills
- to ensure that all people have a basic education

Economic

- to promote economic development
- to promote career paths
- to help combat poverty
- to develop and upgrade technical skills
- to help improve productivity and competitiveness internationally
- to make our society effectively and efficiently utilise human and material resources

2. CURRICULUM

(Detail not included here.)

2.1. What should the **parts of the curriculum** be?

- knowledge
- skills
- attitudes or values

2.2. What should the **key principles** for an adult basic education curriculum be?

- * should promote the development of the society
- * should promote democratic decision-making
- * should promote affirmative action and equality
- * should promote mobility between different educational and training programmes so that people can easily move between general formative education for children, ABE, and technical training
- * should promote the building of a new democratic nation by providing a common core education to all adults. This core content should promote the ability of learners to participate actively in decision-making in industry and society as a whole and reflect the other content needed to meet the objectives for ABE and training.
- * should allow part of the curricula to meet particular needs of particular groups of learners within a nationally agreed framework
- * all major players should be involved in developing the curriculum framework
- * the curriculum should be gender sensitive
- * learners should be allowed to learn at their own pace
- * there should be continuous assessment
- * the curriculum should promote active learning methods

2.3. **Framework for the curriculum**

(i) The national standards should be based on generic (broad and general) competencies. This means that the learners would be assessed in terms of generic competencies at each level of the system. These competencies would describe the end point of the learning.

(ii) The PRP adopted a competency approach because we want a flexible curriculum to address different needs but a set of broad, generic competencies to promote equity. The competencies should be defined so that significant attention is paid to the content and the skills because we must promote and assess the needs of the nation. The need for more narrow functional skills can be addressed in the specialisation modules.

Glossary

a. Competency

Knowledge and skills coupled to the application at a particular level of that knowledge within a given field of activity to a defined standard (to the standard of performance required in practice.)

b. Generic competencies

Are conceptual abilities or cognitive skills which apply across subjects or across occupations

c. Standard

A nationally agreed upon level of the degree of excellence required in terms of measurable outputs.

(iii) The curriculum (course materials) should consist of materials covering core skills and core subject areas.

(iv) The core subject areas should be broken down further into themes

(v) Some modules(parts) of the course materials for each level of the ABE system should be for meeting particular or special needs of particular groups of learners.

(vi) There should be four levels in a national ABE system. The exit point should be equivalent to the exit point of the compulsory phase of schooling which the ANC is saying should be 10 years. Adults and children will not learn the same things, nor be assessed on the basis of the same competencies. They should be assessed on the basis of differently valued competencies. This approach will make it possible for the skills and experiences that adults have to be recognised. It will also make it possible to take account of the fact that adults and children have very different learning needs and experiences and hours available for learning.

(vii) Each of the four levels would cover core skills and core subject areas. It should not take adults who are completely illiterate longer than 4 years of continuous study to complete all four levels of ABE and get a school leaving certificate.

(viii) 70% of the course materials at each level of the system should be devoted to the core content modules and 30% to specialisation modules

Examples

a. Generic competencies

Solving problems and making decisions, planning and organising activities; working with others; collecting, analysing and organising information; communicating ideas and information, participating in civil society, using technology; applying mathematical ideas and techniques

b. Core skills

Cognitive, learning, analytical, organisational, planning, administrative, technical, financial and participation skills

c. Core subject areas

- 1 Knowledge for active citizenship/participation in the life of the nation
- 2 Understanding society
- 3 Languages and communication
 - * English
 - * one other language
- 4 Numeracy
- 5 Understanding the physical environment

d. Themes in the core subject areas

(Note: Detailed recommendations will be made in August after a more thorough analysis of the results of the questionnaires)

Civic Education could include building a knowledge of state structures and its relationship to citizens at all levels and knowledge of basic rights in terms of the constitution

Understanding society could include political economy, history, institutions, international relations, development studies

Understanding the physical environment could include geography, technology, health, environment studies, science.

e. Specialisation modules

Could include income generating skills; special subject modules beyond the core eg maths; technical skills for particular industries

Additional Comments

1. How can we set up an **integrated ABE, formal education and training framework** which takes account of different experiences, needs, learning situations of adults and children and different contexts adult learn in? (i.e. allow for flexibility, equity and portability)

By establishing a democratic department of education and training. All major players must be involved in development of overall policy and curriculum framework

2. How can we ensure that the framework is the **radical version** i.e. that we address the other power relations in society and that access is not simply reduced to modular requirements, and that workers with low levels of education but practical experience are not blocked from higher levels of training?

We need a strong ABE negotiating forum involving all major players eg employers, civics, ngo's, unions, state, training boards. We must examine career paths to ensure no blocking and then have bridging courses for those who need to upgrade levels of education. We need strong democratic structures and a system of checks and balances to ensure equity and access. This needs to be contained in law.

3. We should fight for all workers to have the right to 400 hours paid educational leave per year

B. LANGUAGE POLICY

Note: *Much of what follows comes from the draft ANC discussion paper on language policy. However the PRP group made some additional suggestions.*

1. All adults will learn two South African languages as subjects in all levels of a national ABE system up to a General Educational Qualification level.
2. Subjects will be conducted through the medium of people's first languages in the first level of ABE, with a gradual transition to English as a medium of instruction in the short term. This will be reviewed later as other South African languages are developed as appropriate vehicles through which their speakers can carry out their learning at all levels.
3. A structure dealing with the development of all languages, including those of refugees and immigrants, should be set up within the Ministry of Education with clear time frames for this development process.
4. Local communities will select the second language in consultation with the Ministry.
5. The English components in the ABE curriculum must be according to national standards i.e no "survival" english.
6. The State will provide and allocate resources in such a way as to redress past and present imbalances and to make bilingual competence a reality.

C. LINK BETWEEN ADULT BASIC EDUCATION AND DEVELOPMENT

1. PUBLIC WORKS PROGRAMMES

1.1. Introduction

- * Development projects should be seen in a holistic fashion including social, economic, and educational components
- * In developing the content of ABE and Training as part of Public Works Programmes, we need to be guided by national objectives, strategies and standards.

1. 2. Principles

- * Once a Public Works Programme in a particular area has been decided on a survey of skills and educational levels must be undertaken.
- * Education and training needs must be identified at different levels.
- * Decisions about Public Works Programmes and associated training and ABE programmes, must be based on a thorough analysis of longer term local economic needs and possible local development projects. Public Works Programmes should not be seen as short term projects. Longer term regional and local needs should determine the lifespan of the ABE and Training parts of Public Works Programmes.
- * ABE programmes should not provide narrow functional skills but should conform to national standards and aim to provide further opportunities for advancement.
- * Decisions about Public Works Programmes must be linked to economic planning and must involve all major players at a national level i.e trade unions, employers, and the state and representatives from national ABE, Training and Economic Planning structures.
- * No special labour service conditions for Public Works Programmes
- * Planning for the ABE components of Public Works programmes must be integrated into the overall planning for the Public Works Programme from the beginning.

1.3. Selection Criteria

- * Unemployed people with dependents should be given first priority but for jobs that require educated adults or youth. the local community should select committed people.

1.4. Funding

- * The state should provide the funds for Public Works Programmes. Incentives should be given to employers who support the Public Works Programmes
- * Ongoing funding for ABE programmes after completion of Public Works Programmes should be arranged before commencement of ABE programmes.

2. JOB CREATION SCHEMES

- * Need to investigate setting up proper national job creation schemes which integrate ABE and Training according to national standards
- * Health and safety education should be an important component of ABE and Training programmes.
- * Some of the specialist modules in the national ABE curricula should equip people with knowledge and skills needed to cope with the following employment creation projects:- poultry farming, bakery, dams, roads, brick-making, bore holes, brick-making, creches, building schools etc.
- * No special labour service conditions for Job creation schemes.

3. INCOME GENERATING ACTIVITIES

Noting that

- * Lack of credit facilities has been cited as one of the factors in discouraging neo literates from forming income generating activities
- * "Welfare" projects tend to marginalise women further and remove them from the sources of decision-making and power.
- * Poor follow up after training courses on income generation

It is recommended

1. The ABE Curriculum specialisations should include the knowledge and skills needed for setting up successful income generating activities
2. A distinction has to be drawn between teaching people useful lifelong skills which they could use to produce for the household on the one hand and giving neo literates skills to engage in income generating activities on the other hand.
3. An experimental revolving loan scheme be set up for viable income generating activities
4. An in depth study of the impact of welfare projects nationwide on poor women should be undertaken with the goal of creating a policy distinction between "welfare" projects and income generating activities.
5. An inventory of both viable and non viable economic ventures be produced and disseminated through seminars and workshops to grassroots change agents.
6. An in depth study should be undertaken to establish the prospects and problems of the group approach in income generating activities - to clarify which income generating activities need group formation and which do not.
7. Systematic follow-ups be made to grassroots structures providing income generating training. These follow ups should be budget items presented to donors or Government for funding.
8. The concepts of self help and voluntarism should be examined critically. The merits and demerits of self help and voluntarism should be appraised to see whether they promote the interests of the enterprise. Where it does it should be encouraged, but where it does not it should be discouraged.
9. Income generating groups should be trained in requisite skills necessary to help the group function effectively as a group - eg democratic decision-making, group dynamics, conflict resolution, etc.

D. STRATEGIES FOR LARGE SCALE IMPLEMENTATION

1. Should ABE be a national priority?

Yes - to promote economic development, enable full participation in democratic structures and address imbalances and inequalities created by apartheid. ABE should be a national priority. Large scale provision of ABE should be emphasised in the reconstruction programme.

2. Can we prioritise levels of literacy?

There are both economic and political considerations which will affect decisions on prioritising. Criteria should be developed to allow consideration of different factors. This would allow for the possibility of prioritising different levels in different sectors of society at the same time.

3. What is the most suitable strategy?

A rolling series of campaigns targeting particular categories, sectors, areas and levels. The rolling series should set in place progressive, ongoing provision. A campaign to popularise adult basic education should be organised at the appropriate time.

4. Targets

4.1. The following target groups should be prioritised:

1. rural areas -especially women
2. women
3. workers
4. youth
5. prisoners

Note: particular categories within the above groups could be targeted simultaneously.

4.2. The time frame suggested is as follows:

We should aim to eliminate the problem of illiteracy and semi literacy within 15 (fifteen) years. This would entail targeting twenty percent of those needing ABE classes up to General Educational Qualification level in five year cycles. Setting exact targets, numbers and time frames would require more information on age groups, sex, the development of national standards and a subsequent survey to identify numbers of people at different levels and geographical location.

5. Financing

State and employer responsibility - no learner fees, at worst affordable registration fees. Donor funding would be sought. More information is required before more detailed recommendations can be made. The processes around determining taxation and state budgets should be more transparent/open.

Some possible formulae are:-

- (i) Take an existing average of expenditure on ABE from state, employers and ngo's and then get a per capita expenditure and multiply by 15 million adults
- (ii) Look at school figures and get a per capita expenditure and then multiply by the number of years to get to exit of ABE. Must include money for textbooks, principals, teachers and trainers etc and get an average per capita and then multiply by 15 million adults
- (iii) Take the present percentage of the budget and the amount that this equals in rands which covers 45000 learners and work out how much this is for one learner and then multiply by 15 million.

6. How to ensure physical infrastructure in rural areas where it is most needed. How to decide on targets?

A proper survey of existing facilities needs to be undertaken in order to identify gaps and necessary improvements.

7. What legislation is needed?

- * free and compulsory education for children
- * coordination and control of all areas - farmworkers, domestic workers, etc.
- * setting up structures for development of frameworks, assessment
- * on employer contributions
- * on one integrated system nationally
- * ABE as a right to be included in the constitution
- * legislation regarding foreign funding

E. STRUCTURES AND GOVERNANCE OF A NATIONAL ABE SYSTEM

Much of what follows is based on a discussion document on adult basic education policies produced by a member of the ANC Working Group on ABE. The group also made its own suggestions.

1. Where should ABE be driven from - the state, a parastatal or a national NGO?

The state but in conjunction with an ABE Council consisting of representatives of all major players and drawing on multiple delivery systems .

2. Should there be a separate ministry dealing with ABE or should ABE be dealt with by a special separate directorate or department in a wider ministry of education and training. Or under a cross ministerial structure?

It should be a separate directorate or department in an integrated ministry of education and training. There should be linkages to an inter - ministerial structure. The department shall also have regional and local structures for implementation of policy.

3. Should there be an ABE Council?

Yes. The council should consist of representatives of the following stakeholders in ABE on the basis of national proportional representation:

- trade unions
- unemployed
- rural areas
- farm workers
- domestic workers
- women
- youth
- civics
- ngo's
- educational institutions providing ABE
- employers

Note: It might be necessary to look at incorporating representatives from the existing institutional structures from the so-called homelands. It will also be necessary to address representation from the NETB

4. Powers of an ABE Council

It will have the powers to make recommendations through the ABE directorate to the ministry of education and training. These recommendations shall be acted on unless reasons are given why they cannot be implemented - negotiations should then follow.

5. Functions of the ABE Council

- * to provide training in policy development
- * to ensure the overall development of national standards, the curriculum and qualifications within an integrated qualifications structure
- * to determine the competency levels in particular modules.
- * to mobilise for ABE
- * to oversee the development of infrastructure for the implementation of ABE
- * to oversee the implementation of national policy
- * to ensure coordination and coherence in ABE
- * to promote job creation strategies through the development of ABE courses which will enhance the opportunities for unemployed people for employment and personal development
- * to set targets for the provision of ABE
- * to mount campaigns to increase awareness of, and the provision of ABE
- * to assess the level and nature of available resources (physical, personnel, books and other materials)
- * to ensure the presence and representation of stakeholders in the determination and provision of ABE.

6. Should there be regional and local ABE councils

Yes. These should be constituted on similar lines to the national council. The main functions of these councils will be to develop guidelines for implementation of national policies drawing on multiple delivery systems and to make recommendations on national policies.

7. Should there be a coordinating secretariat to ensure coordination between relevant ministries, within the department itself and with other providers?

Yes. Divisions within the state ABE department could include :

- | | |
|-------------------------------------|--------------------------------------|
| 1. administration and finance | 6 curriculum development |
| 2. inspectorate | 8. distance education and mass media |
| 3. training | 9 specialist committees |
| 4. material resources and logistics | 10. ABE and job creation |
| 5. evaluation | |
| 7. libraries and resource centres | |

8. Should there be a national equity council under the state president dealing with national priorities?

YES. But this council should deal with national priorities and redistribution. Representation in this council should emphasise ordinary members rather than officials. The major players to be represented in this council should be:

- * unions
- * women
- * civics
- * employers
- * youth

6. PROPOSED PLAN OF ACTION FOR ABE

6.1. BACKGROUND

The first phase of the ABE project focused on the running of affiliate workshops to develop a set of broad principles for ABE. This phase ended with the Cosatu Congress in July 1991 which adopted a set of principles. During this phase we also started discussing short term guidelines on ABE with the affiliates and a number of strategic pilot programmes.

The second phase of the ABE project focused on the writing of an ABE manual as a guide to shop stewards. This manual was then workshoped in a series of regional workshops. Work proceeded on some of the pilots.

The PRP project started in September 1992. It was given the task of developing detailed policy proposals based on the Congress resolution. This task will be completed in the final residential phase of the PRP from 2nd - 13th August. These proposals will then be discussed by the affiliates. The policy proposals will be discussed at the special Cosatu Congress in September.

Nedcom has convened two seminars on ABE. The first identified the need for pilot programmes. (See attached report on (lack of) progress). The second developed proposals for coordination and a strategic plan of action for ABE. These proposals have not been acted on largely because it has not been clear which structure should handle ABE.

In addition to all the above Cosatu has assisted some affiliates with negotiations around ABE.

6.2. PROPOSED PLAN OF ACTION

6.2.1. Framework of action

The March PRP meeting accepted the proposed framework of action from the Head of the ANC Education Department as the basis for the proposed plan of action for Cosatu outlined below.

a. Goals and targets

- long term goal is education for all
- intermediate goal is measurable outcomes
 - * specify expected attainments and outcomes and performance time frames
 - * specify priority categories (eg rural, women, youth)

Note: These targets are floor not ceiling

b. Principles of action

- * equitable access
- * sustained participation
- * effective learning achievement
- * enhance family and community environment for learning
- * correlate basic education and the larger socio-economic context eg job creation, understanding democracy
- * positive effects on other social issues eg health
- * multi-sectoral strategies and action
- * active involvement of wide range of partners in planning, managing and evaluating
- * free utilisation of existing institutions
- * joint action with ngo's (monitoring, research, training, materials production)

c. Priority action

- (i) Assessing needs and planning action
- (ii) Developing a supportive policy environment
- (iii) Designing policies to improve basic education
- (iv) Improving managerial/analytical and technological capacities
- (v) Building partnership and mobilising resources

6.2.2. Short term issues

The following list of issues need to be addressed in the period July 1993 - July 1994 Cosatu would need to discuss its role in relation to these.

Planning, Development and Research

- * to elaborate and promote national policy including certification and articulation
- ** research into the educational competencies underpinning training in the different industries. This research would be similar to the BIFSA research.
- * setting targets with regard to sectors, regions and educational levels
- * setting institutional and administrative arrangements in place i.e. who is going to do the work and how etc
- * To develop the national core curriculum, and a system of training ABE educators
- ** To develop specialisation modules eg on special needs of industrial workers eg overlaps with training and to pilot these
- * To set in motion arrangements for monitoring, accreditation and certification
- * To identify what training will be needed for personnel at different levels i.e programme coordinators, shop stewards, materials developers, monitors, teachers etc and to plan for this
- To develop a strategy for providing post-literacy reading materials

Survey

- an audit of capital and recurrent resources
- a survey of numbers of people needing ABE classes at the different educational levels and information about the sectoral and regional breakdowns. This survey should also address questions around the best venues, times for classes and needs of potential learners.
- ** Cosatu needs to push for a survey within industry

Coordination

a. Structures - National Level

■* Given the total lack of coordination within the field of ABE presently, it was felt that the priority should be to form a Coordinating Council of ABE which would aim to bring together all **players in ABE from the democratic movement**. It is proposed that this Council be called the South African Council for Adult Basic Education (SACABE)

Such a council would have three major purposes:

1. to provide a coordinating structure of progressive forces in ABE
2. to facilitate and support the rapid and large scale expansion of ABE
3. to prepare for a major commitment to and involvement in ABE by a democratically elected government.

Principles to guide the work of the Proposed structure

- (i) greater coordination of existing activities is necessary to enable large scale and rapid expansion
- (ii) where possible the expansion of ABE should take place through the support and strengthening of existing bodies such as ngo's and networks
- (iii) ABE needs, and must encourage, the participation in its planning and organisation of those involved in its activities
- (iv) Where no adequate provision exists, the structure will have to set up new programmes if large scale expansion is to take place
- (v) The structure should be set up in way that it can be integrated into a larger newly developed institutional framework for ABE and training.

Functions of the South African Council for ABE

- (i) to provide as soon as possible a national structure for the coordination and mutual support of progressive forces in ABE
- (ii) to elaborate and promote a national policy on ABE
- (iii) to make possible the rapid and large scale expansion and improvement of ABE provision for the people of South Africa.
- (iv) To ensure that the following steps are taken to implement that policy throughout the country either by supporting the programmes of competent agencies and providers where they exist, both at local and national level, or by helping to set up new programmes where no such

agencies exist by creating new agencies or where necessary direct provision:

- (v) the development of flexible but widely accepted curricula within national standards
- (vi) the certification, accreditation and recognition of ABE
- (vii) the preparation, publication and distribution of teaching/learning materials at affordable prices to all ABE bodies wishing to use them, including materials produced by existing agencies
- (viii) the effective utilisation of appropriate media for ABE and the creation of access to them as widely as possible among learners and agencies
- (ix) the training of ABE teachers and workers
- (x) the carrying out of research, monitoring and evaluation of needs, methods, materials and programmes of ABE and the dissemination of their findings
- (xi) to identify resources and sources of funds for ABE in South Africa and abroad and to act as a channel through which those resources can be made available to existing agencies and new programmes.

- ★ It is proposed that Nedcom and the ANC Education Department convene a meeting with the other organisations involved in the NEC plus the NLC and SAALAE to discuss the idea of convening a national conference of major players in ABE with a view to forming SACABE.

Internal

** Cosatu needs to set up a coordination structure for ABE within the federation as well as structures at industry level through the ITB's and company level.

The PRP felt that Nedcom should set up a department of Human Resources. This department should have an overall coordinator and 2 sub-coordinators dealing with ABE and Training. A Human Resources sub-committee should be set up with representatives from the affiliates dealing with ABE and Training issues. (Ideally PRP delegates would be nominated by the affiliates to take part in such a committee). Once this committee is set up the PRP as a separate project would fall away. The implementation work would then be undertaken by a project of Nedcom

b. Regional and local levels

Sub-structures of SACABE, the Regional Educators Forums and the IETB's should also be set up at regional and local levels

Engaging the employers and the state

Demands/Strategies

- ** There needs to be a campaign for the right of all workers to have the right to 400 hours paid educational leave a year until they have their equivalent to a general educational qualification at the end of compulsory education.
- ** Cosatu should fight for IETB's to be set up in all industries. Cosatu should negotiate a framework for ABE provision in industry through the NTB. The IETB's should then coordinate ABE provision in the industry.
- * There needs to be a campaign to popularise ABE policies and mobilise resources including financial resources. This would include campaigning for employers to support the proposed national policy framework and to providing the necessary financial and other assistance to a national ABE system
- ↔ Cosatu needs to focus on strategic initiatives which can provide guidelines later on for future initiatives and can assist with the development of suitable course materials for learners, shop stewards and teachers. These initiatives should be in industry boards and key national companies. Some examples of such current company initiatives are Nampak, JCC, Turfloop, Eskom. and Transnet. Cosatu should also put a lot of energy into the BIFSA proposed programme and the Printing and Auto Industry Training Boards.

a. Structures : company Level

- ** National Steering Committees should be set up to develop a framework for ABE provision throughout the company. All relevant information should be given to the unions by the employers and the IETB'S. Unions should then use the short term guidelines and the long term policy proposals to help develop guidelines for ABE programmes in the short term before a national system is set up. Attempts should be made to ensure that PRP representatives are involved in national company negotiations.

b. Structures - National Level

- * It is proposed that a separate Negotiating Forum dealing with ABE be formed. The motivation for a separate forum is that ABE issues tend to get lost in bigger forums such as the NETF which is likely to focus on the crisis in the schooling system and the NTB which will focus on the development of a training strategy. A separate ABE forum would then deal with the detailed development of ABE policy and the other forums' ABE Working Groups could then deal with areas of overlap in terms of areas like the curriculum, governance etc or areas of special interest to particular forums. For example the NTB Working Group on ABE could then focus on the links between ABE and Training and the NEF group dealing with Education and Training issues could focus on the proposals for large scale ABE provision. The other reason for recommending a separate forum is that ABE and Continuing Education needs to be seen as a permanent feature of an integrated

education and training system and as such needs a separate state directorate, a separate advisory council and separate arrangements for negotiations in the short term whilst the Council would consist only of democratic forces.

Note: ** Suggests issues that Cosatu would have to drive from Cosatu
Note: * Suggests issues that Cosatu would try to shape through other forums but not drive from Cosatu
Note: No asterisk suggests issues that Cosatu would not focus on but would leave up to other players.

b. Medium term issues

- There would be a rolling series of campaigns with clear targets set in terms of educational levels, sectors, industries etc. The aim would be to have the peak of the campaigns in the second and third years of the first five year cycle of the war against illiteracy and semi-literacy. This war would start with the Interim Government.
- There would be a clear implementation strategy for the first five years including the training of teachers, targets, evaluation, research, mobilisation, monitoring etc.

c. Long term

- The aim would be to wipe out the problem of illiteracy and semi-literacy within 15 years
- All adults should have the right to lifelong educational opportunities.

3. IMPLEMENTATION

Before we can concretise proposals for a plan of action around ABE, we need to discuss Cosatu's role in relation to all the issues listed above.

What are the options with regard to Cosatu's role?

- 1 to drive all aspects of national development from Cosatu. Cosatu would then need to do all the research etc into all the issues listed above
- 2 to participate in other national initiatives such as the ANC's Centre for the Development of Educational Policy or the proposed Coordination Council for ABE and try to influence and shape on the basis of agreed Cosatu policy adopted at the Special Congress. (The one * next to certain items in the list of Short Term issues indicates some of the areas that Cosatu might want to shape)

- 3. to participate in national initiatives and try to shape these on the basis of agreed Cosatu policy adopted at the Special Congress. In addition Cosatu should focus on the development of additional policies that are of particular interest to workers eg the development of materials to link ABE and training; other relevant specialisation course modules relevant to workers; engagement with employers through the Industry Training Boards; and training of unionists to handle ABE negotiations and set up and monitor ABE programmes in industry.

However Cosatu should continue to play a pressurising role in relation to those who drive national developments and should provide solidarity where necessary.

- 4 To concentrate on the development of things of particular interest to Cosatu

NOTE: The PRP recommends that Option Number 3 is the best one.

Who should have overall responsibility for ABE work?

In the long term when there are Industry Education and Training Boards in all industries, it would be best from the point of view of ensuring a coordinated strategy on ABE that coordination should be placed in the hands of a forum consisting of people who are responsible for negotiations on ABE i.e. the Industry Training and Education Board representatives.

However we are very far away from having Industry Education and Training Boards in all sectors organised by Cosatu.

Presently whatever negotiations are happening around ABE are being essentially handled by national education officers. Perhaps Numsa and Num might be exceptions. ABE also requires a lot of mobilisation to encourage adults to take part in classes and popularisation of how this should happen. Also as ABE is clearly not just a worker issue the work requires coordination with a lot of other groupings such as ANC, ngo's, civics, youth, women etc. It is suggested that the Regional Educators and the national Education Secretary are best placed to be involved in this kind of mobilisation, coordination work. It is therefore suggested that in the short term responsibility for ABE work should be with the Education Secretary and Nedcom. However it would be necessary to avoid the kind of situation that we have now with absolutely no coordination between education and the PRP on the one hand and policy proposals coming from the PRP simply not going anywhere because the PRP is a project not structurally linked to structures which might be capable of overseeing engagement strategies. It is therefore strongly recommended that we set up a

forum that pulls together regional educators, representatives from affiliates dealing with ABE issues who would in some cases hopefully also be involved in ABE issues at Industry Training Board level (as time goes on this could be more and more the case) and Cosatu Research Centre appropriate staff if any (The suggestion therefore is that staff in the Research Centre service the needs of existing structures and are therefore part of the relevant structures but that in addition relevant forums are set up to facilitate the development of coordinated engagement strategies. This will be the best way of ensuring that we don't just develop policies that go nowhere and that we begin to engage in a planned and coordinated way. Similar regional forums should be set up linked to the REF's).

Cosatu needs to decide whether it is necessary to have a full-time person employed to coordinate ABE work. This person should be located in the Education Department.

What needs to be done with regard to implementation?

First Cosatu needs to decide on which of the options it supports with regard to the role that Cosatu should play with regard to ABE because clearly each of these has major implications in terms of the implementation strategy.

Research and development

Cosatu needs to develop a strategy for meeting the research needs in the various strategic initiatives listed above especially with regard to the development of relevant specialisation modules, and teasing out the relationship, in terms of content and mechanics, between training and ABE. Cosatu also urgently needs to pilot capacity building initiatives in which shop stewards are trained to set up and run ABE programmes in their company. Cosatu also needs to pilot how ABE can be dealt with in the Industry Training Boards.

Engagement and Coordination

Cosatu needs to discuss how to mount a campaign for the right to paid time off for ABE, employers to assist eg financially and for support of the Cosatu policy proposals especially the idea of a national approach.

Cosatu also needs to decide on whether to push for a separate negotiating forum on ABE and Continuing Education. If so, we need to decide time-tables and responsibilities etc.

Cosatu should discuss the role it will play in relation to setting up the proposed South African Coordination Council for ABE and then agree on who would

represent Cosatu and what structure/forum it would report to and get mandates from?

Cosatu needs to update the ABE manual.

Time-frame?

All structures in Cosatu should be set up by September 1993

The campaign for the right to paid educational leave should be launched in October after the Congress or early next year

The research programme aimed at developing relevant ABE course materials for specialisation modules and linking ABE with training i.e. what content is needed to ensure that ABE courses equip people to cope with training modules at progressively higher and higher levels should be up and running after September

The manual should be updated by the end of September. However it would be difficult to make it really useful if the overall engagement and coordination issues were not resolved.

ROLES AND RESPONSIBILITIES OF MAJOR PLAYERS

(1) POLICY

STATE	ERS	NGO's	MASS	NETB
<p>Coordinate and develop in consultation with major players</p> <p><i>this at national level</i></p> <p>- national regional and local to level to implement and oversee</p> <p>How? through national ABE coordination council <i>see p 25 March</i> PRP report</p>	<p>participate through national representation</p>	<p>participate through national representation</p>	<p>participate through national representation</p>	<p>participate through representation</p>

(2) PROVISION OF CLASSES

STATE	ER's	NGO's	MASS	IETB
must provide human and material resources monitor (especially re equity) good infrastructure legislation to guide and monitor	must provide facilities and resources centralise colleges re nat infrastructure -6 guidelines centralise colleges	can provide but encourage to work in nat system can continue to provide close down	provide (who pays) (links to er's pay and unions determine)	yes - provide

How? links to financing and infrastructure inc. staff facilities

(3) DEVELOPMENT OF CURRICULUM FRAMEWORK INCLUDING STANDARDS

STATE	ER's	NGO's	MASS	IETB's
Must determine standards in consultation with council	Can contribute in Nat Council for nat framework and can develop framework at co/ind level in line with nat guidelines	as re er's	as re er's	as re er's

How? Council in consultation with school council and NETB

(4) DEVELOPMENT OF COURSE MATERIALS

State	Er's	Ngo's	NETB's
Yes Central and local assistance with specialisation courses	In conjunction with trade unions in line with nat framework ? specialisations	Links (to state) and adapt main in conjunction with ABE council/state and specialisation	? specialisations

How? Council

(5) ACCREDITATION

State	Er's
Central state through advice of council and Board of Examiners	Can recommend to IETB and then to the state

(6) MONITORING

State	Er's and IETB's/Ngo's
Yes and Council	Yes in relation to classes in co and industry especially re specialisation courses

(7) TEACHER TRAINING

State	Er's	Ngo's	IETB
Overall responsibility inc payment of teachers together with er's who can pay teachers in their ABE cos/ind + guidelines re Nat. curriculum etc (See Shireen)	Only if in line with nat guidelines er's to employ teachers and may need to organise Training for them	To assist within nat framework	as re er's and ngo's

Using all available facilities, colleges etc. under council

(8) FINANCING

State	Er's	Ngo's /Mass/NETB's
Yes	Yes - Techs University	Council from donations and fund raising
How?		
- Infrastructure		
- Human + Material Resource		
Er's through levies + tax incentives		

(9) LINKAGES

State	Ers/Ngo's/Mass/NETB
Legislation	Council

How?

Legislation

Representation by council in collaboration with School Council: