NARRATIVE FOR MEDIUM-TERM EXPENDITURE FRAMEWORK PROCESS FOR 2012/13 TO 2014/15: *KHA RI GUDE* MASS LITERACY CAMPAIGN

1 Statutory authority for spending programmes and relevant project documentation

On 03 February 2006, the Minister of Education established a Ministerial Committee on Literacy (MCL) which was required to *inter alia* develop a strategic plan for a mass literacy campaign in South Africa to enable about 4.7 million adults who were illiterate to achieve a level of basic literacy, and thereby enable South Africa to fulfill its commitment made at Dakar in 2000 of reducing illiteracy by 50%.

The MCL's report, a budget and a proposed campaign strategy were tabled and approved by Cabinet on 22 August 2007; and on 29 November 2007, the detailed operational plan for implementation was approved by Cabinet. The Campaign strategy envisaged a three-year mass roll-out (2009, 2010 & 2011), preceded by two years of preparatory work and piloting, respectively (2007 & 2008); and another year for winding down (2012). Cabinet's approval provided the basis for the Minister to determine an organisational structure, in accordance with the proposed plan, and the modalities for delivery of the campaign. The approved Operational Plan specified all the campaign elements outlined in the Ministerial Committee on Literacy's ***Final Report: A plan for a national campaign.*** A summary of this report was published by the Department of Education in April 2007.

The Cabinet statement of 23 November 2006

The meeting approved a strategy to implement a national literacy campaign. Illiteracy is hampering our people's ability to enjoy the full benefits of the country's democracy and economic successes. This campaign will target 4,7 million South Africans who were denied access to education and training under apartheid. It will target youth, women and adults with special learning needs. Measures will be taken to align its objectives with those of other government programmes such as Accelerated and Shared Growth Initiative for South Africa (AsgiSA), Extended Public Works Programme (EPWP) and the National Skills Development Plan. The Minister of Education will submit a detailed implementation plan to Cabinet in the new year.

The plan will address issues such as the scarcity of literature in African languages, mobilisation of society, the use of electronic media, the role of civil society and the contribution that could be made by retired professionals such as principals, teachers, nurses, and magistrates. An Inter-Ministerial Committee will be established consisting of the following Ministers: Education, Defence, Correctional Services, Safety and Security, Arts and Culture, Trade and Industry, Science and Technology, and The Presidency. The campaign will kick off in 2008 with 1,2 million learners at an estimated total cost of R6,1 billion over a five-year period.

2 Contribution to identified outcomes and other key government priorities

The UNESCO argument for reducing adult illiteracy is supported in the literature. Reference is made to the impact of literacy on the economic and social improvement of individuals, with special emphasis on the matter of female literacy, which is known to improve health in households, and better enrolment/retention ratios for girls.

The campaign contributes to the following of the government's twelve outcomes.

2.1 Improved quality of basic education.

The Campaign contributes both directly and indirectly to this goal. It contributes to the improvement of basic education for those South Africans who were either denied learning opportunities in their childhood or for whom the learning provided was of such a poor quality that little or no literacy was achieved.

Through improving the basic education of adults (parents or secondary carers of children), the campaign indirectly improves the education of the children. Internal research has shown that more than 80% of adults exiting from the Kha Ri Gude programme state that they are better able to assist/supervise their children's homework, more confident to attend school meetings and better understand the value of education. More recently parents who have encountered their children's school workbooks have indicated that they are less fearful of assisting their children with school work since the DBE's workbooks appear to be similar to the Kha Ri Gude literacy campaign materials.

The high rate of completion of 90% in 2010 is regarded by Unesco as "extraordinary in literacy campaigns of this size", as was the high rate of learners who were classified as having special needs (8% were classified as having special needs/some kind of disability). UNESCO, in its review of the assessment process used by the campaign, commended the campaign on its assessment of learners' skills and on its thorough verification of the assessments.

2.2 A long and healthy life

The materials which have been developed for use in the campaign deal with health issues such as HIV, TB, nutrition and hygiene. A Kha Ri Gude internal survey of more than 580000 learners indicated that “graduate” Kha Ri Gude learners were better able to understand national health messages and were more likely to act in terms of these.

2.3 Sustainable human settlements and improved quality of household life

While this indicator has not been measured, it is known that learners in the campaign are mobilized and formed into small groups. Reports from their coordinators suggest that these groups function around communal issues including establishing communal gardens, forming cooperatives and selling of craft goods. Older learners in classes report that attending classes offers some relief from the isolation they experience.

2.4 Environmental assets and natural resources are well protected

The learning materials focus specifically on teaching learners about basic environmental issues such as saving water, recycling and growing vegetables.

3 Programme outputs, performance indicators and targets

The Ministerial Report of 2006 drew upon the National Census of 2001. The proposed targets will be adjusted in accordance with the proposed National Census in October 2011. The following figures, drawn from the 2001 National Census were stated as targets for the campaign in the Operational Plan approved by Cabinet in November 2006.

2001 General Population Census

Level of education	Number
Total adults with less than grade 7* (including those with no schooling)	9.6 million (32%)
Total adults with no schooling	4.7 million[1] (16%)

*Note that many adults with 5 years of schooling may be illiterate. The campaign pre-tests its learners.

In order to complete the Campaign over the five year programme period as proposed in the Cabinet submission (commencing in the 2008/09 financial year), the learner numbers suggested below would have needed to be targeted.

Year	Purpose	Learners
2008	Pilot	300 000
2009	Intensive Three Year Campaign	1 220 000
2010		1 220 000
2011		1 220 000
2012	Wind Down	720 000

However, in keeping with the release of funding by treasury, the annual targets were adjusted as follows, with the proposed Campaign duration extended until 2015/16. The extension of the Campaign with the proposed targets would enable the Campaign to fulfill the Education for All commitment of a reduction by half of the illiteracy rate – i.e by 4,7 million by 2015.

[1] Where the (traditional) self-declared literacy status or proxy indicators (such as completion of primary school) are used to determine literacy rates, direct testing of literacy rates shows that the proxies inflate literacy rates. Where 'completion of primary schooling *only*' is used as an indicator, as in the *Education for All* Development Index (EDI), the rates of illiteracy will be higher than reported because of the differences in learning achievements across schooling systems.

Year	Actual/Target
2008	360 000
2009	613 643
2010	609 199
2011	648 522
2012	680 472
2013	693 396
2014	699 516
2015	395 252
Total	4 700 000

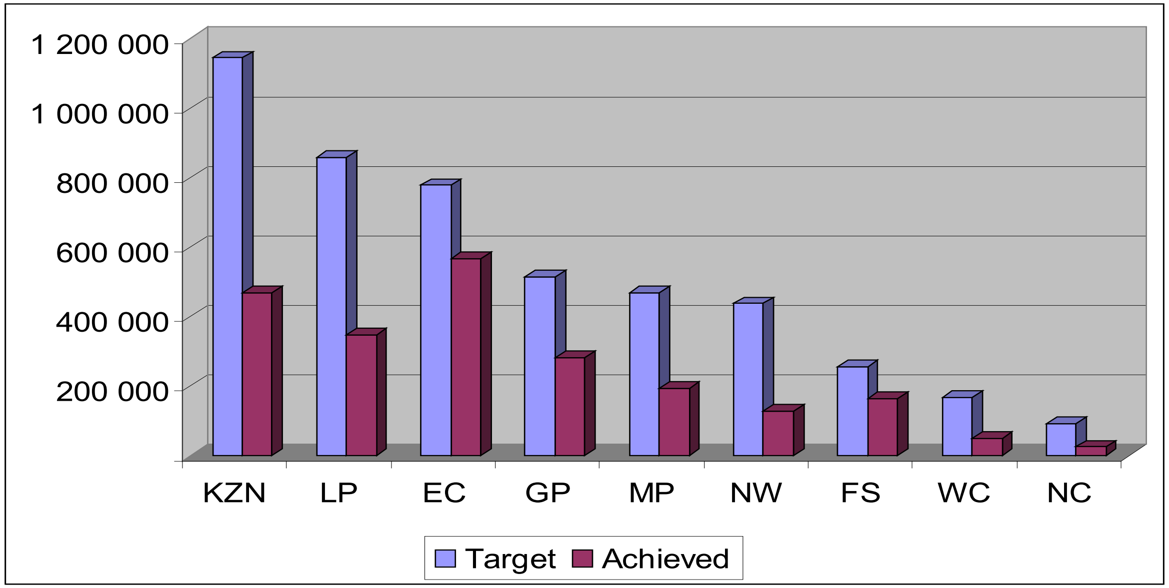
While the campaign might achieve the goals established in 2006, the follow through of learners into level two in the ABET system has been minimal. Learners have become accustomed to attending classes a comfortable walking distance from where they live and at times that are convenient for them. They have not therefore tended to enroll for ABET classes which generally involve some travel usually to a school and attendance often after dark. It is suggested that the Campaign be extended to offer ABET level 2 which will provide learners with a more sustainable literacy base. The same structures could be utilised at the same costs which have generally been about 10% of the cost of schooling.

4 Discussion of performance against output targets indicated in the 2011 budget as well as projected out puts for new policy priorities

The Campaign against the National targets

Province	Targets	2 008	2 009	2 010	2 011	Remaining Target
1-Eastern Cape	778 203	116 090	142 671	149 214	158 922	211 306
2-Free State	257 240	17 644	50 984	48 879	46 800	92 933
3-Gauteng	515 747	40 326	75 678	79 575	86 400	233 768
4-KwaZulu Natal	1 145 395	67 435	133 486	125 122	144 000	675 352
5-Limpopo	858 681	44 853	103 828	94 453	104 400	511 147
6-Mpumalanga	468 747	31 534	55 971	56 242	50 400	274 600
7-Northern Cape	91 305	2 990	7 654	7 785	7 200	65 676
8-North West	437 791	30 561	32 198	32 181	32 400	310 451
9-Western Cape	167 618	5 762	11 173	14 661	18 000	118 022
U-Unknown		2 800		1 087		
TOTAL	**4 720 727**	**359 995**	**613 643**	**609 199**	**648 522**	**2 493 255**

The following table contrasts the target per province against the number of learners reached by the campaign in the period 2008 – 2011.



5 Implications for job creation

To accomplish the goal of reducing the illiteracy rate the Campaign offers short term contracts to unemployed volunteers. The duration of the contracts is six months. These volunteers are categorized according to three tiers viz. Coordinators, Supervisors and Educators according to the tasks that they perform. Coordinators manage the field operations of the Campaign; Supervisors are responsible for monitoring the learning sites and the Volunteer Educators offer the literacy classes to the illiterate adult learners. The cohorts of the Supervisors and Volunteer Educators on the Campaign are unemployed and this has had the added advantage of making it possible for classes to be conducted during day time when it is safe and convenient for the adult learners to attend.

5.1 Numbers of volunteers on short term contracts

The table below indicates the number of volunteers who participated in the Campaign in the financial years 2008/09 - 2010/11.

Numbers of volunteers 2008/09 - 2010/11

Volunteers	2008/09	2009/10	2010/11	2011/12
Educators	30 583	37 243	33 602	36 029
Supervisors	3 316	3 696	3 480	3 606
Coordinators	154	197	186	178
Helpers*		108	121	130
Total	**34 053**	**41 244**	**37 389**	**39 943**

*Helpers are sighted volunteers who are contracted to assist blind volunteer teachers.

5.2 Stipends paid to volunteers

The following table provides information on the monthly amount paid to the different categories of volunteers and indicates the total stipend payment made in the 2008/9 – 2011/12 financial years. The Supervisors and Volunteer Educators are paid a stipend over six months which cover the duration of the teaching and learning phase of the Campaign.

5.3`Volunteer Payments

Volunteers	2008/09	2009/10	2010/11	2011/12
	R	R	R	R
Educators	1200	1200	1300	1350
Supervisors	2300	2300	2400	2500
Coordinators	5000	5000	5100	5300
Helpers		800	900	920
Total stipends paid per year	**258 623 000**	**292 281 000**	**342 864 000**	**385 292 000**

5.4 Summary of educator and helper profiles in terms of gender and disability.

The information in the table below reflects the gender and disability profiles of volunteers as captured in the quarterly report.

5.5 Volunteer Gender and Disability per Province

The information in the table below reflects the gender and disability profiles of volunteers as captured in the quarterly report.

Volunteer Gender and Disability per Province

Province - Type	Registration Totals	Gender			Disability				
		Male	Female	Unknown	None	Sight	Hearing	Physical	Other
1-Eastern Cape	9 371	1 061	8 310	0	9 365	3	3	0	0
2-Free State	2 844	408	2 436	0	2 824	20	0	0	0
3-Gauteng	5 068	792	4 276	0	5 044	23	1	0	0
4-KwaZulu Natal	8 726	1 175	7 551	0	8 636	89	0	1	0
5-Mpumalanga	3 258	369	2 889	0	3 251	1	5	1	0
6-Northern Cape	449	40	409	0	446	3	0	0	0
7-Limpopo	6 218	510	5 708	0	6 211	4	3	0	0
8-North West	1 725	220	1 505	0	1 696	28	1	0	0
9-Western Cape	583	85	498	0	582	1	0	0	0
TOTAL	**38 242**	**4 660**	**33 582**	**0**	**38 055**	**172**	**13**	**2**	**0**
		12%	**88%**			**0.45%**	**0.03%**	**0.01%**	**0.00%**

Volunteer Age per Province

Province - Type	Registration Totals	Age 1-17	Age 18-20	Age 21-30	Age 31-40	Age 41-50	Age 51-60	Age 61-70	Age 71-80	Age 81-90	Age 91+
1-Eastern Cape	9 371	7	446	3 991	3 083	1 515	283	40	6	0	0
2-Free State	2 844	2	163	1 375	866	349	76	10	3	0	0
3-Gauteng	5 068	3	247	1 708	1 480	1 146	386	84	13	0	0
4-KwaZulu Natal	8 726	9	623	4 299	2 368	1 157	242	26	2	0	0
5-Mpumalanga	3 258	3	142	1 217	1 036	732	115	11	2	0	0
6-Northern Cape	449	0	18	212	134	62	18	5	0	0	0
7-Limpopo	6 218	0	82	1 445	2 265	2 061	318	43	3	0	1
8-North West	1 725	0	91	639	586	324	77	8	0	0	0
9-Western Cape	583	0	59	253	181	72	14	3	0	0	0
TOTAL	**38 242**	**24**	**1 871**	**15 139**	**11 999**	**7 418**	**1 529**	**230**	**29**	**0**	**1**
		0.06%	**4.89%**	**39.59%**	**31.38%**	**19.40%**	**4.00%**	**0.60%**	**0.08%**	**0.00%**	**0.00%**

The data reflected in the above tables do not represent the full cohorts of volunteers who are enrolled for 2011 since this data is still being captures onto the Kha Ri Gude database.

6 Details of proposed savings measures and reprioritization to achieve more cost effect service delivery

Already in 2009, after the initial pilot in 2008, the Campaign achieved a reduction in per capita costs. In 2008 the per capita cost of enrolling learners on the programme was R1 271 per learner. In 2009 the campaign reduced this cost to R689 per learner enabling the campaign to enrol 613 643 number of learners rather than 350 000 which was the initial target. This was made possible by reformatting all learner books for the web printing which is considerably cheaper method that did not compromise on quality and by changing the binding of the materials from ring binding to perfect binding.

In addition, the campaign increased the ratio of learners to teacher from 1:15 to 1:18. This change did not compromise on the quality of teaching and learning but reduced the salary cost by 20% allowing for increased numbers of volunteers and learners to participate.

A further reduction was achieved by ensuring that class sizes that fell below the desired teacher: learner ratios are paid a proportionally reduced stipend. This served two functions. (1) it encouraged educators to ensure that learners completed the programme, (2) it brought about a reduction in salaries if educators did not comply with the prescribed norms.

7 Alternative or complementary sources of funding

The Kha Ri Gude Campaign is part of the Expanded Public Works Programme Social Sector coordinated by the Department of public works. The campaign has been awarded an Incentive Grant to the amount of R43 981 000 for the 2011/12 financial year to create 1557 FTE's. EPWP requires the Campaign to allocate 80% (R35 185 662) of the Incentive Grant to stipend payments and 20% (R8 795 337) to non-wage costs such as Teacher Learner Support Materials (LTSM), training and distributions of LTSM.

To initiate the first draw dawn in April 2011, the Campaign was required to submit the EPWP Incentive Agreement and an implementation plan both signed by the Director-General of the Department of Basic Education. This upfront payment was determined on the basis of the average quarterly performance of the Campaign in the 2009/10 financial year. Subsequent quarterly draw dawns will depend on Campaigns' performance during the preceding quarter of the 2011/12 financial year. The quarterly performance report will form the basis of the calculated incentive amount earned.

8 Interdepartmental, provincial or municipal implementation

The Campaign is required to report to the National Department of Public Works (NDPW) on the progress of the programme within 22 days after the end of each quarter of the financial year, using the EPWP reporting system. The Campaign submitted the first quarter report for the 2011/2 financial year to NDPW in July 2011. The report is expected to cover the following information:

Employment information including:

- Number of work opportunities created (from baseline budget and the incentive allocation)
- Number of FTEs created (from both the baseline budget and the incentive allocation)
- Number of training days created (from both the baseline budget and the incentive allocation)

- Average duration wage rates paid and wages
- The average duration of work opportunities
- All of this information must reflect the months being reported.

NDPW uses an Independent Development Trust (IDT) IT specialist to extract the above information from the Campaigns' data base captured by the Campaigns service provider SAB&T.

The following program targets were indicated in the quarterly report.

8.1 Programme Targets with and without EPWP incentive

	Baseline	EPWP	Revised numbers with EPWP incentive
Learner Numbers	615 600		648 522
Volunteer Educators	31 695	4 334	36 029
Supervisors	3 420		3 606
Coordinators	173		176
Super Coordinators*	2		2
Monitors	36		36
Helpers	119	11	130

*Super coordinators manage clusters of coordinators in provinces with high numbers.

Financial information

- Programme budget (baseline and the incentive) updates and revisions

The first quarter programme budget as reflected in the first quarter report is shown hereunder.

Program budget

Baseline	Incentive grant	Total
R 496 082 000	R 43 981 000	R 540 063 000

- Spending against the baseline budget and incentive allocation.

The table below indicates the Campaigns expenditure as reported in the first quarter report.

Kha Ri Gude Expenditure as at 30 June 2011

	Allocation	Total Spent as at 30 June 2011	Balance	% Spent	EPWP Expend to date
	R'000	R'000	R'000	%	R'000
Stipends	380 837	4 265	**376 572**	1.1	
Stationery	24 938	8 597	**16 341**	34.5	1 735
Printing	33 220	24 815	**8 405**	74.7	2 855
Distribution	45 000	29 401	**15 599**	65.3	1 816
Training	6 944	2 388	**4 556**	34.4	19
Material development and personnel related cost	170		**170**	-	
Advocacy and Advertisements	139	5	**134**	3.6	
Bank Charges	1 000	42	**958**	4.2	
Monitoring, Evaluation, Quality Control and Research	2 987	484	**2 503**	16.2	
Subtotal Literacy Campaign Budget	**495 235**	**69 997**	**425 238**	**14.1**	**6 425**
Administration Fee	35 000	2 999	32 001	8.6	
Total Literacy Campaign Budget	**530 235**	**72 996**	**457 239**	13.8	**6 425**
Kha Ri Gude Unit					
Compensation of Employees	6 327	1 640	**4 687**	25.9	
Goods and Services	3 501	85	**3 416**	2.4	
Total Kha Ri Gude Unit	**9 828**	**1 725**	**8 103**	**17.6**	
Total	**540 063**	**74 721**	**465 342**	**13.8**	**6 425**
Total Allocation	**540 063**				**43 981**
Balance					**37 556**

Note that EPWP expenditure is included in the total spend amount

The expenditure on the Campaign must also be reported to National Treasury monthly, in the monthly In-year Monitoring report.