

ADULT EDUCATION AND TRAINING CENTRES IN GAUTENG

Audit findings and recommendations for future provision

REPORT prepared for
the Gauteng Department of Education (GDE)

July 2013

AUDIT OF ADULT EDUCATION AND TRAINING CENTRES IN GAUTENG

REPORT PREPARED FOR GDE

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1. Introduction

The South African Institute for Distance Education (Saide) has been contracted by the Gauteng Department of Education to conduct an audit of 47 Adult Education and Training (AET) Centres within Gauteng. The purpose of the audit is to establish the current state of adult education in the province with a view to proposing recommendations for the rationalisation and reorganisation of existing AET Centres in Gauteng. The report begins with a macro (provincial) overview of Centre characteristics, learner numbers and programme uptake.

The provincial overview is followed by District level findings which are organised under three main themes; Access, Quality and Relevance. Each theme has a number of elements which are discussed further in the report. The findings of the audit and the compilation of Maps based on proposed catchment areas for each AET Centre have been used to develop a proposed Institutional Landscape Model for AET in Gauteng.

There are four annexures to the report. They are

- A. An explanation of the catchment algorithm;
- B. The instruments;
- C. High level data reflecting uptake of each Programme within the catchment areas; and
- D. High level data reflecting the number of learners with grades 9 or 10 older than 20 years who have no learning options available to them if they wish to return to school

2. Methodology

Four instruments were designed for the collection of data from the 47 Centres. These were:

1. Centre Manager Questionnaire – to be administered with the manager of each Centre, to determine general trends and opinions about matters pertaining to the Centre. Included were questions about the modus operandi, vision, strengths and weaknesses of the Centre, the learner demographics, educator tenures and qualifications, management processes, governance of the Centre, relationship with host schools if applicable, Satellite operations, and financial administration.
2. Audit questionnaire – to be administered with the manager or a designated administrator at each Centre, to collect data regarding the programmes offered, times of operation, registration process, learner demographics, governance and management processes, record keeping, computers and internet connectivity.
3. Learner statistics sheet – for compilation of numbers of male and female learners registered for each programme, as well as the numbers who deregistered, who wrote exams, and who achieved passes in their courses.
4. Self-administered Learner questionnaire – to be completed by learners available at the Centre at the time of the fieldwork visit. The content pertained to levels of

satisfaction with various aspects of the education Centre and the education received, demographics, accessibility to the Centre, reasons for other learners dropping out, and future ambitions.

2.1 Sampling

All 47 Adult Education Centres in Gauteng were included in the survey, thereby constituting a 100% sample. The Centres are distributed across all the 15 education districts of the province shown in Figure 1 below. Data collected by means of the Audit instrument and the Centre Manager questionnaire can thus be interpreted as fully representative of the situation prevailing in this sector across Gauteng as of end of 2012.

Additionally, fieldworkers were instructed to ask a sample of 20 learners at each Centre to complete a short questionnaire. This proved to be difficult, because at many Centres there were no learners on site at the time of the survey. The realised sample of learners amounted to 496, an average of about 10 per Centre. Given that nine Centres yielded no learner questionnaires and that those learners that did submit questionnaires constituted a convenience sample of those who happened to be available at the other 38 Centres, the learner survey findings should not be interpreted as representative of all learners, but only broadly indicative of trends.

Subsequent to completing the draft report, further data collection took place and four Centres were subjected to a more intense visit to gain additional information about specific issues and to test recommendations. Feedback from these visits has been incorporated in the report. The Centres visited include Sebokeng, Kagiso, Kwazini and Sydney Maseko. These Centres were chosen for the following reasons:

1. Sebokeng: Highest number of potential learners based on the catchments identified;
2. Kagiso: Centre with one of the highest number of Satellites;
3. Kwazini: Good management and administration and high AET enrolment; and
4. Sydney Maseko: Low AET enrolment in catchment with high population density.

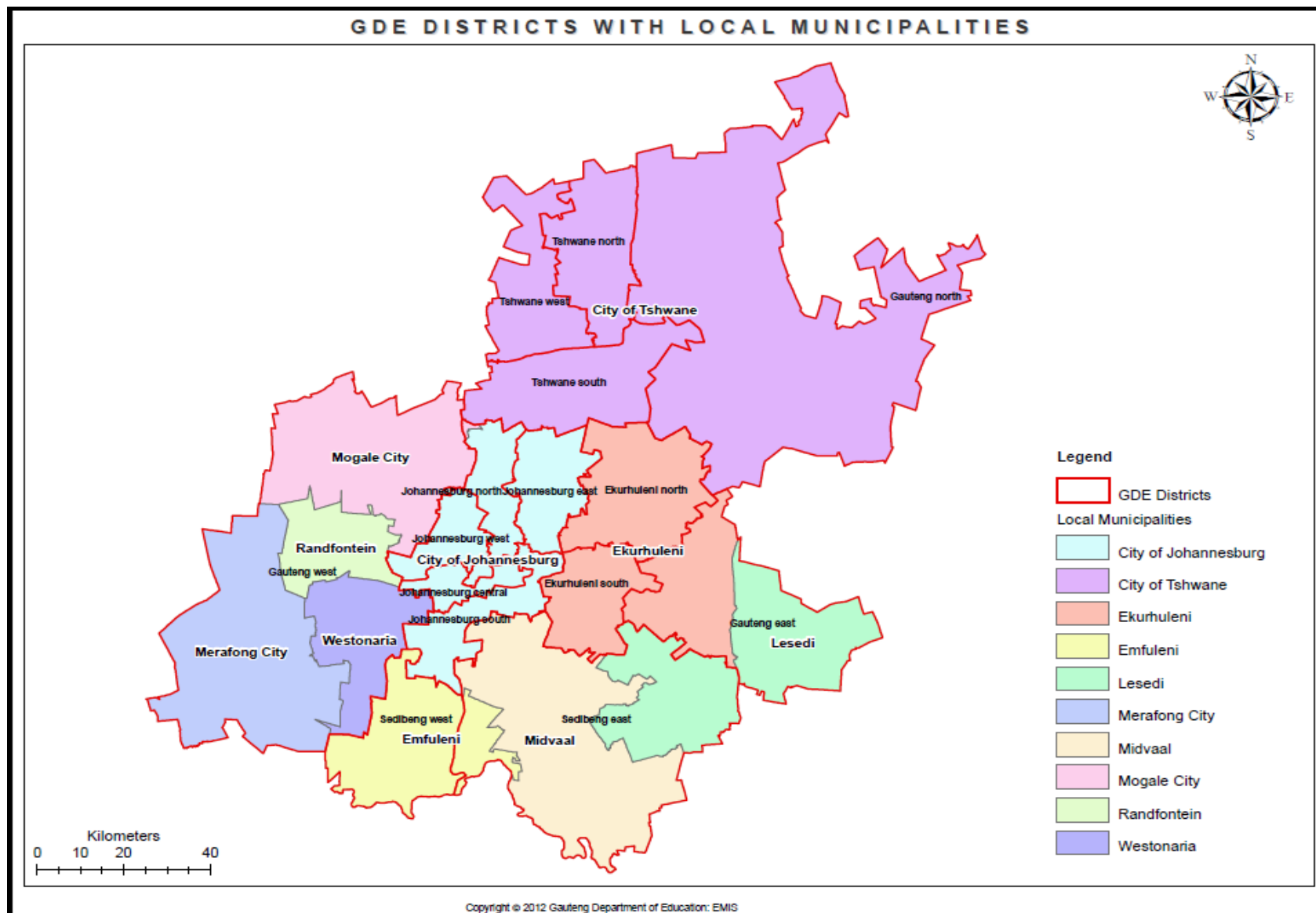


Figure 1: Gauteng Education Districts

Table 1 below shows that the audit questionnaire, Centre Manager interviews and the learner statistics sheet were administered in all the 47 Centres in the province. Due to the constraints pointed out above, the table shows 14 of the 15 districts where the student questionnaire was administered.

Table 1: Sample size for the GDE Audit

District	Audit questionnaire	Centre Manager Interview	Learner Statistics sheet	Learner Survey
Ekurhuleni North	4	4	4	24
Ekurhuleni South	4	4	4	28
Gauteng East	4	4	4	63
Gauteng North	1	1	1	
Gauteng West	4	4	4	62
Johannesburg Central	5	5	5	76
Johannesburg East	3	3	3	32
Johannesburg North	4	4	4	46
Johannesburg South	2	2	2	11
Johannesburg West	2	2	2	17
Sedibeng East	2	2	2	15
Sedibeng West	1	1	1	6
Tshwane North	3	3	3	42
Tshwane South	5	5	5	67
Tshwane West	3	3	3	7
Total sample	47	47	47	496

2.2 Limitations

An immediate and obvious limitation to this research is the disorganised state of information and data at a large proportion of the 47 Centres. In the various research instruments, respondents were asked to provide details of the overall learner population at the Centre. The details were to be disaggregated by race, gender, age category, nationality, and programmes for which the learners were registered. In almost all cases, the data provided was inconsistent. Total numbers did not correlate with the sum of the disaggregated categories. This necessitated numerous follow-up telephone calls or in-person interviews to verify information and to determine which the correct data was. Even then, there appeared to be uncertainty.

In order to further improve the data, comparisons were made with the 2012 Annual Survey. Within the Centres visited, 16 (34%) were able to provide the official SNAP or Annual School Survey data to fieldworkers. The assumption was made that where contradictions occurred, the data collected in the 2012 Annual Survey was correct. All other numbers were corrected to match the Annual Survey totals and breakdowns by programme, gender and race, where this was available.

3. Setting the scene

3.1 Centre Managers' perception of performance

Centre Managers expounded on their visions for their Centres, primarily with reference to the provision of high quality education, including literacy and numeracy (64%); or to broader developmental aims and poverty alleviation (51%); or to the teaching of specific skills (43%). More than half (60%) indicated that they were satisfied with the performance of the Centre and its Satellites, and 15% were very satisfied. In contrast, 15% were neither satisfied nor dissatisfied, 2% were dissatisfied, and 8% were very dissatisfied. The table below shows managers' opinions about their centres.

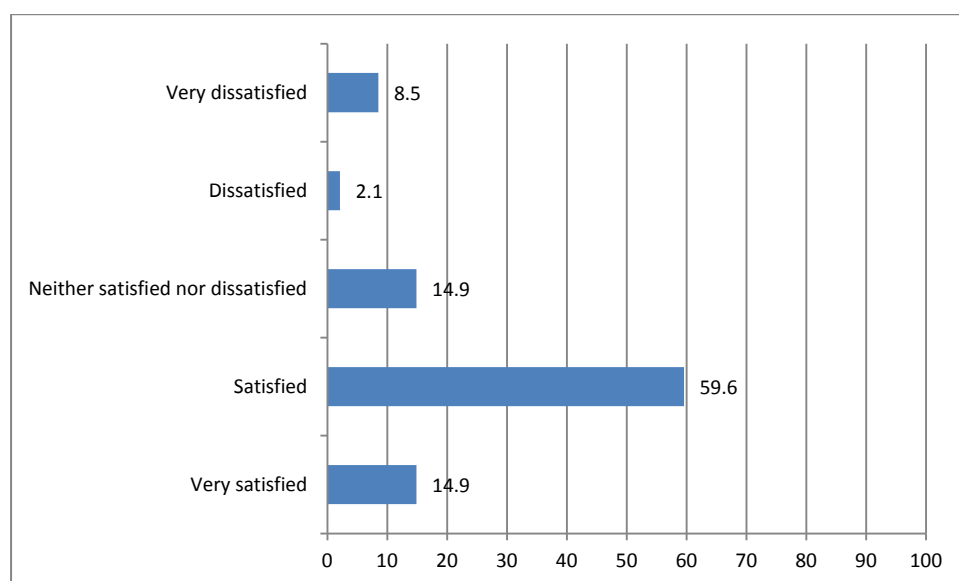


Figure 2: Centre Managers' levels of satisfaction with Centre and Satellite performance

The major strengths of Centres were articulated as being the high quality or commitment of their educators (70%); the accessibility of the Centre (23%); the high demand for the programmes offered (23%); the good quality of the Centre's facilities (13%); and the partnerships between the Centre and other institutions (6%). Significantly, where the Centre Manager mentioned that 'good/ committed educators' was a strength of the Centre, the level of satisfaction of the Centre Managers was highest (76% were either very satisfied or satisfied with the Centre and its Satellites' performance).¹

The major difficulties identified by Centre Managers were the inadequacy of the facilities for teaching (66%); the poor level of attendance or commitment of learners (15%); unqualified

¹ This is a multiple response question, and thus answers do not add up to 100%

educators (13%); the inaccessibility of the Centre (3%); or the occurrence of burglaries or vandalism at the Centre (4%)².

Among those Centre Managers who were very satisfied with their Centres' performance, sources of satisfaction included good results (14%), good cooperation with the community (28%), infrastructure (14%), providing good quality education (14%), high enrolment (14%) and enthusiastic learners (14%). When asked how satisfied Centre Managers were with the Centre's performance, 60% of those who were dissatisfied or very dissatisfied identified under qualified educators as the biggest challenge. Other sources of dissatisfaction included poor performance of NSC learners and a shortage of adequate facilities.

3.2 Characteristics of Centres

AET Centres in Gauteng are offering four programmes, each with varying degrees of teaching and support. The number and variety of programmes was higher at Satellite Centres than at Main Centres. There are also instances of learners who registered at a Satellite Centre but are attending classes or learning support at Main Centres. The programme offering at Main Centres and Satellite Centres is similar in most cases, but in a small number of Centres, ABET is only offered at Satellite level. Educators are shared between the Main Centre and Satellite Centres. Table 2 in paragraph 3.3 below shows the relative distribution of programmes at Main Centres and at Satellite level.

With the exception of three Centres, all Centres follow the school term. All of the Centres visited had full-time administrators who typically worked a standard working day, until 16h00. These administrators are responsible for tasks such as, but not limited to, registration, student administration and any tasks related to Satellite Centres. In comparison to the working hours of administrative staff, teaching hours tended to run until 14h00 in some Centres and 20h00 in others: 51% of the Centres reported that Main Centres were open for teaching purposes until 19h00 or 20h00, while over 80% of Centres reported that their Satellites were open until 19h00 or 20h00. Surprisingly for an Adult Education Centre, only one Centre indicated that they are also open on a Saturday for teaching.

Many Centres are operating from school premises and are sharing facilities with the school. In the majority of cases (52%), where facilities are being shared, there is no document governing the relationship between the school and the AET Centre. This creates difficulties where Centres are expected to use school facilities and services. Where schools are Section 21 schools and responsible for managing their own budget, there is an incentive to off load

² This is a multiple response question, and thus answers do not add up to 100%

some costs on the AET Centre. In many instances, there is disagreement about using toilet facilities, paying for cleaning and maintenance services.

Where Centres are platooning with schools, only 19% of Centres are operating simultaneously to school lessons. The majority of these Centres are able to make use of toilets, classrooms and the school library, if in place. However, difficulties exist with this arrangement. Educators are not always willing to share facilities with educators from the AET Centre, schools have full control of the budget and administration system and the AET Centres experience a lack of space during registration and exams.

In 89% (42) of the 47 Centres, the number of learners enrolled for matric equivalent (NSC and NATED 550) programmes exceeds those enrolled for ABET. This suggests that the main activities of an AET Centre fall outside of the formal mandate of the Centre, and costs of providing such programmes are not always covered by the AET Centre budget, meaning that some costs need to be funded by learner fees, or, in some instances, in the absence of adequate resources, there is limited support provided to NSC³ or NATED 550 candidates. NSC and NATED 550 candidates pay a registration fee, and a fee per subject. Typically, costs for writing the NSC exceed those of writing NATED 550. ABET fees are considerably lower, and in some instances, there are no fees for ABET 1-3. This confirms that fees are typically levied where there is a possibility of obtaining an exit level qualification. The fees are retained by Centres and while receipts are issued to learners, it is often unclear how these funds are managed and used. Main Centres have their own bank account into which student fees are paid. Typically, fees for learners registered at Satellite Centres are paid into the Main Centre's bank account.

Across the province, staffing patterns vary. Data collected indicates vast discrepancies between the number of educators employed and the time for which they are employed, and the number of full time equivalent posts allocated to each Centre. There are a small number of Centres who report employing educators for ten hours and less per week. As one might expect in an Adult Education Centre, the data shows that there are more educators employed part time than full time across the Centres. It is evident that Centres' are allocated a total number of staffing hours and they decide how to allocate these across full or part time positions. However, Centres report that their staffing is insufficient because of high demand for some learning areas, while some educators appear to have a very limited workload. More careful consideration is needed when employing educators and considering their own subject level expertise in relation to need. This is particularly important where some educators may only be teaching one learning area. Given that demand for particular learning areas is likely to change from year to year, care should be taken not to employ

³ NSC refers to National Senior Certificate, associated with the 'new matric'

educators on a full-time permanent basis unless there is a degree of confidence that the educator will have a full workload for a number of years.

3.3 Programme Offering and Uptake

AET Centres are primarily providing ABET 1-3, ABET 4, NSC and NATED 550⁴. These are offered at Main Centres as well as at Satellite level. Very few centres offer non-formal non-accredited programmes (19%). Only three main centres and one Satellite offer computer classes. **Error! Reference source not found.** below shows the distribution of programmes by Main Centre and Satellites.

Table 2: Programmes offered at Main Centre and satellites

Programme	Number of main centres	Number of satellites
ABET 1	28	42
ABET 2	31	44
ABET 3	33	44
ABET 4	38	45
NSC	43	33
NATED 550	36	36
Non formal non accredited	9	3
Other (computers)	3	1

The table below indicates that the majority of learners are registered to rewrite the National Senior Certificate or NATED 550. Across all districts, the lowest learner enrolment is at ABET 1 level. Enrolment for ABET 4 exceeds enrolment for all other levels in all districts, confirming that a large number of ABET learners are enrolling midway through the GETC. Most learners are enrolled for GETC, NSC and NATED 550 which have an exit level qualification suggesting that many learners may be enrolled at AET Centres with the intention of obtaining a qualification.

The high numbers of learners who are enrolled for Matric equivalent courses is of importance given that some Centres report providing very little to these learners, other than some learning materials and past examination papers, raising questions about how optimally facilities are being used when the numbers of learners registered for ABET 1-4 across all districts is comparatively very low. Data about what programmes are being provided at each Centre and its Satellites also indicates that NSC and NATED 550 are offered more frequently than ABET Programmes in all districts. Of the 47 Centres, 19 Centres provided disaggregated data for NSC and NATED 550 candidates. With the exception of two centres (11%) all reported an increase in learners registering for the NATED 550 qualification in 2012. This is likely due to the intention to phase out NATED 550 by 2014, closing the door to any candidate who attended school prior to the introduction of the new curriculum writing their matric.

⁴ NATED 550 is regarded as the 'old matric' and is sometimes referred to as the Senior Certificate, due to be phased out by 2014

Based on available data, Tshwane South District has the highest number of learners, and similarly has the highest number of Satellite Centres (38) in the province. In comparison, Taamane AET, situated in Gauteng North, has the lowest number of learners but is covered by 12 Satellites. This is likely due to the large geographical area, as this is the largest district within Gauteng.

At Centre level, numbers for NSC and NATED 550 are frequently aggregated, making it difficult to establish accurate learner numbers for each programme. As part of the audit, follow-up interviews were done with AET Centres to obtain a disaggregation of the Grade 12 learners (either NSC or NATED 550) but it could not be done in 16 (34%) of the 47 Centres. Imputed values for enrolments in these two programmes in the 16 Centres concerned were calculated, based on the ratio between these two programmes at the other centres, where disaggregated data was obtained.

Overall, the vast majority (90%) of learners were registered for one of three specific programmes, namely 37043 (43%) for NSC; 29011 (34%) for ABET; and 19274 (23%) for NATED 550. With the exception of the AET Centre in Kagiso, no Centres provided complete promotion data for all programmes. The AET located in Tembisa did indicate that their promotion data for AET was not accurate as it is difficult to tell 'older learners' that they are not competent, and thus many are promoted to the next ABET level (Levels 1-3) without achieving competence in the prior level.

Table 3: Learner Enrolment Numbers per Programme

Programme	Number of learners	Percentage
ABET Levels 1 to 3	8 417	(24.4%)
ABET Level 4	20594	(75.6%)
Total ABET	29011	28.5%
NSC	37043	48.1%
NATED 550	19274	32.1%
Skills	97	0.1%
Total	85 485	100.00%

The data reported above depicts the overall trend in terms of programme uptake at provincial level. In order to show more detailed trends at micro level, Table 4 below shows programme uptake at centre and district levels. This is based on the data collected during field visits as part of the Audit. Table 4 below demonstrates that the number of candidates enrolled for ABET 4 considerably exceeds those registered for levels 1-3.

Table 4: Enrolment per Programme per Centre

AET Main Centre	District	ABET1-3	ABET4	Total ABET	NSC	NATED550	SKILLS	TOTAL
Daveyton	Ekurhuleni North	215	580	795	983	374		2152
Kwazini	Ekurhuleni North	39	813	852	658	603		2113
Tembisa	Ekurhuleni North	182	493	675	850	960		2485
Wattville	Ekurhuleni North	66	505	571	1009	362		1942
Total per programme per district		502	2391	2893	3500	2299		8692
% per programme per district		17.4%	82.6%	33.3%	40.3%	26.4%		
Aaron Moeti	Ekurhuleni South	193	962	1155	3330	0		4485
St Anthony's	Ekurhuleni South	101	282	383	741	0		1124
Thokoza	Ekurhuleni South	279	373	652	594	0		1246
ThutoMfundo	Ekurhuleni South	128	108	236	637	0		873
Total per programme per district		701	1725	2426	5302	0		7728
		28.90%	71.10%	31.39%	68.61%			
Duduza	Gauteng East	50	266	316	388	496		1200
KwaThema	Gauteng East	372	620	992	1994	0		2986
Tsakane	Gauteng East	229	331	560	402	488		1450
Vunanimfundo	Gauteng East	110	325	435	725	0		1160
Total per programme per district		761	1542	2303	3509	984		6796
% per programme per district		33.0%	67.0%	33.9%	51.6%	14.5%		
Taamane	Gauteng North	272	553	825	724		16	1565
Total per programme per district		272	553	825	724	0	16	
% per programme per district		33.0%	67.0%	52.7%	46.3%		1.0%	1565
Bekkersdal	Gauteng West	551	593	1144	834	735	81	2794
Kagiso	Gauteng West	418	605	1023	430	1385		2838
Khutsong	Gauteng West	268	290	558	597	0		1155
Wedela-Siedegile	Gauteng West	246	368	614	111	354		1079
Total per programme per district		1483	1856	3339	1972	2474	81	7866
% per programme per district		44.4%	55.6%	42.4%	25.1%	31.5%	1.0%	
Chiawelo	Johannesburg Central	36	208	244	478	370		1092
Josiah Khumalo	Johannesburg Central	77	203	280	741	563		1584
PQ Vundla	Johannesburg Central	58	278	336	652	396		1384
Setlakalane Molepo	Johannesburg Central	11	215	226	560	259		1045
Sydney Maseko	Johannesburg Central	85	83	168	562	709		1439
Total per programme per district		267	987	1254	2993	2297		6544
% per programme per district		21.3%	78.7%	19.2%	45.7%	35.1%		
Alexandra	Johannesburg East	185	205	390	901			1291
Denver	Johannesburg East	149	394	543	362	185		1090
Ivory Park	Johannesburg East	186	394	580	732	0		1312
Total per programme per district		520	993	1513	1995	185		3693
% per programme per district		34.4%	65.6%	41.0%	54.0%	5.0%		
Diepkloof	Johannesburg North	159	171	330	494	642		1466
Fourways	Johannesburg North	378	459	837	546	0		1383
Herbert Mdingi	Johannesburg North	63	380	443	349	435		1227
Peter Lengene	Johannesburg North	131	405	536	402	609		1547
Total per programme per district		731	1415	2146	1791	1686		5623
% per programme per district		34.1%	65.9%	38.2%	31.9%	30.0%		
21 Battalion	Johannesburg South	235	1192	1427	1632	1088		4147
City Deep	Johannesburg South	183	310	493	1448			1941
Total per programme per district		418	1502	1920	3080	1088		6088
% per programme per district		21.8%	78.2%	31.5%	50.6%	17.9%		
Ed Mafole	Johannesburg West	123	418	541	689	440		1408
Morakapula Santho	Johannesburg West	288	446	734	991	31		1756
Total per programme per district		411	864	1275	1680	471		3164
% per programme per district		32.2%	67.8%	40.3%	53.1%	14.9%		
Sharpeville	Sedibeng East	143	315	458	950	0		1408
Tswinyane	Sedibeng East	162	112	274	375	0		649
Total per programme per district		305	427	732	1325	0		2057
% per programme per district		41.7%	58.3%	35.6%	64.4%			

AET Main Centre	District	ABET1-3	ABET4	Total ABET	NSC	NATED550	SKILLS	TOTAL
Sebokeng	Sedibeng West	332	795	1127	1210	435		2772
Total per programme per district		332	795	1127	1210	435		2772
% per programme per district		29.5%	70.5%	40.7%	43.7%	15.7%		
Gaerobe	Tshwane North	184	486	670	580	1171		2421
Victory	Tshwane North	107	318	425	1034	0		1459
Total per programme per district		291	804	1095	1614	1171		3880
% per programme per district		26.6%	73.4%	28.2%	41.6%	30.2%		
Gaegolelwe	Tshwane South	81	279	360	438	579		1377
Holy Trinity	Tshwane South	191	182	373	146	737		1256
Mamelodi	Tshwane South	91	546	637	385	2157		3179
Pretoria Central	Tshwane South	254	312	566	499	203		1268
Reneilwe	Tshwane South	159	1418	1577	409	327		2313
Total per programme per district		776	2737	3513	1877	4003		9393
% per programme per district		22.1%	77.9%	37.4%	20.0%	42.6%		
Bethsaida	Tshwane West	308	175	483	956	1019		2458
DWT Nthathe	Tshwane West	163	749	912	2026			2938
Moepathuse	Tshwane West	117	425	542	1100	800		2442
Hammanskraal	Tshwane North	59	654	713	389	362		1464
Total per programme per district		647	2003	2650	4471	2181		9302
% per programme per district		24.4%	75.6%	28.5%	48.1%	23.4%		
Total across Gauteng		8417	20594	29011	37043	19274	97	85425
% distribution per Programme		29.0%	71.0%	34.0%	43.4%	22.6%	0.1%	99.9%

3.4 Motivation to enrol at AETs

The study also sought information about why learners choose to enrol at AETs. As stated in the beginning of the report, the survey of learners used a convenience sample and is too small to be properly representative. It does indicate trends. When learners were asked what their main motivation for enrolling at an AET was, the most commonly reported motivation was “to complete my Senior Certificate” (27%), followed by “to improve my Senior Certificate” (21%).⁵ The next most common motivation across the province is to find a job (16%) suggesting that learners regard the GETC/matric equivalent qualification as making them more employable. The table below gives a breakdown per district of the reasons given by learners for enrolling in an AET.

⁵ The term Senior Certificate includes both NSC and NATED 550 for this question item.

Table 5: Motivation for enrolling at an AET Centre

District	Reason for enrolling at AET							
	complete my National Senior Certificate	To complete the GETC	To learn to read and write	To improve my senior certificate	To socialise with others	To find a job	To assist my children with school work	Total number of reasons
Ekurhuleni North	44	28	29	46	31	35	35	248
	17.7%	11.3%	11.7%	18.5%	12.5%	14.1%	14.1%	100.0%
Ekurhuleni South	18	0	8	12	9	16	7	70
	25.7%	0.0%	11.4%	17.1%	12.9%	22.9%	10.0%	100.0%
Gauteng East	40	11	9	28	4	24	6	122
	32.8%	9.0%	7.4%	23.0%	3.3%	19.7%	4.9%	100.0%
Gauteng West	41	21	3	20	3	13	5	106
	38.7%	19.8%	2.8%	18.9%	2.8%	12.3%	4.7%	100.0%
Johannesburg Central	50	12	12	45	12	22	10	163
	30.7%	7.4%	7.4%	27.6%	7.4%	13.5%	6.1%	100.0%
Johannesburg East	29	0	6	26	5	15	8	89
	32.6%	0.0%	6.7%	29.2%	5.6%	16.9%	9.0%	100.0%
Johannesburg North	41	7	11	23	10	26	11	129
	31.8%	5.4%	8.5%	17.8%	7.8%	20.2%	8.5%	100.0%
Johannesburg South	6	0	1	5	1	2	2	17
	35.3%	0.0%	5.9%	29.4%	5.9%	11.8%	11.8%	100.0%
Johannesburg West	17	1	1	12	1	9	4	45
	37.8%	2.2%	2.2%	26.7%	2.2%	20.0%	8.9%	100.0%
Sedibeng East	14	0	3	14	11	1	0	43
	32.6%	0.0%	7.0%	32.6%	25.6%	2.3%	0.0%	100.0%
Sedibeng West	1	0	0	4	0	0	0	5
	20.0%	0.0%	0.0%	80.0%	0.0%	0.0%	0.0%	100.0%
Tshwane North	19	14	15	14	9	23	14	108
	17.6%	13.0%	13.9%	13.0%	8.3%	21.3%	13.0%	100.0%
Tshwane South	45	20	15	33	16	29	26	184
	24.5%	10.9%	8.2%	17.9%	8.7%	15.8%	14.1%	100.0%
Tshwane West	2	1	1	1	1	7	1	14
	14.3%	7.1%	7.1%	7.1%	7.1%	50.0%	7.1%	100.0%
Total across Gauteng	367	115	114	283	113	222	129	1343
% of reasons across Gauteng	27.3%	8.6%	8.5%	21.1%	8.4%	16.5%	9.6%	100.0%

There have also been reports of grade 12 learners who have registered to write their Senior Certificate under the AET Centre, though they may have been attending classes at a regular mainstream school. Many times, such learners are those who are perceived to have limited academic potential and schools are concerned that their poor academic performance and likelihood of passing Grade 12 will colour the perception of their school. While the majority of Centre Managers report that this does not happen, this may be because it is in the interests of the Centre Manager to report higher learner enrolment figures, with the intention of increasing the resources (staffing and budget) allocated to the Centre. During Centre visits, Centre Managers were asked to approximate what percentage of learners registered to write the NSC were attending classes at the Main Centre or its Satellites. The percentage suggested in various districts ranges from 30% to 100%. This suggests that in

some districts as many as 70% of learners may be registered at the Centre but attending elsewhere, probably at a school.

3.5 Learner numbers and average class size

The number of learners registered at each Centre ranged from 649 at Tswinyane (Sedibeng East) to 4485 at Aaron Moeti (Ekurhuleni South). The overall mean was 1819 learners. The table below places Centres in categories according to their enrolment.

Table 6: Learner enrolment

Enrolment categories			
640 to 1250	1251 to 1460	1461 to 2400	2401 to 4500
Chiawelo	Alexandra	City Deep	21 Battalion
Herbert Mdingi	Duduza	Daveyton	Aaron Moeti
Khutsong	Fourways	Diepkloof	Bekkersdal
Rand Mutual	Gaegolelwe	Ed Mafole	Bethsaida
Setlakalane Molepo	Holy Trinity	Hammanskraal	DWT Nthathe
St Anthony's	Ivory Park	Josiah Khumalo	Gaerobe
Thokoza	PQ Vundla	Kwazini	Kagiso
ThutoMfundo	Pretoria Central	Morakapula Santho	KwaThema
Tswinyane	Sharpeville	Peter Lengene	Mamelodi
Vunanimfundo	Sydney Maseko	Reneilwe	Moepathuse
Wedela	Tsakane	Taamane	Sebokeng
	Victory	Wattville	Tembisa

4. Findings

4.1 Learner demographics

The majority (98%) of learners are black Africans, with small proportions of Coloured, White and Indian learners. Most learners are South Africans (98%), with less than 2% having Zimbabwean, Mozambican or other nationalities. By age, the largest group (42%) is in the 22 to 35 year-old category. There are also substantial numbers aged 16 to 21 years (33%) or 36 to 55 years (22%).

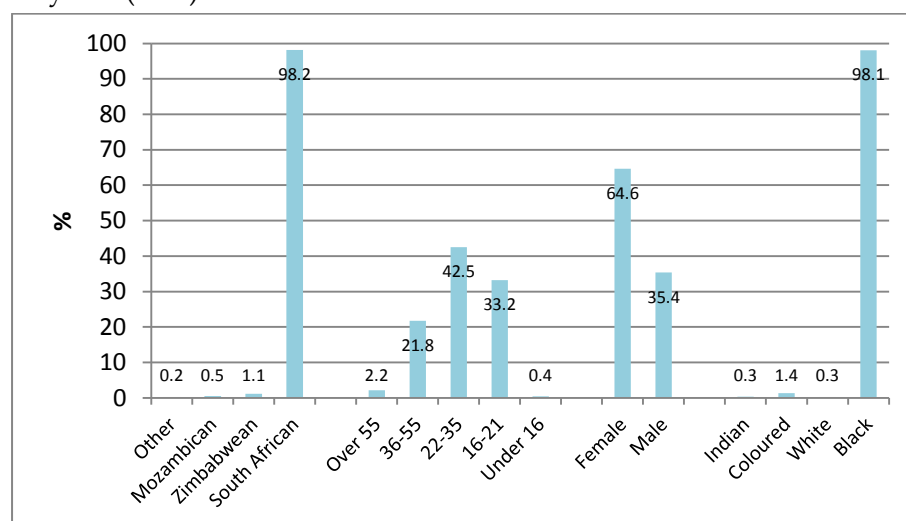


Figure 3: Learner demographic information, by percentage

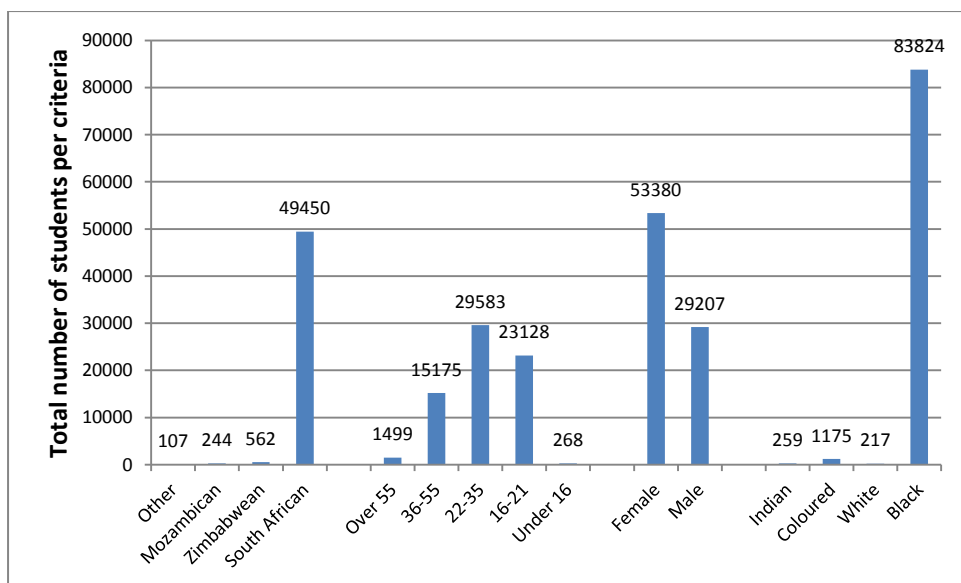


Figure 4: Distribution of learners by nationality, age, sex and race

The average composition of an AET is thus 1783 black African learners, and a ratio of 35 males to 65 females. Most learners are in one of three age categories, namely 22 to 35 years (759); or 16 to 21 years (593); or 36 to 55 years (389). The vast majority are South Africans (1766 of the average of around 1786).

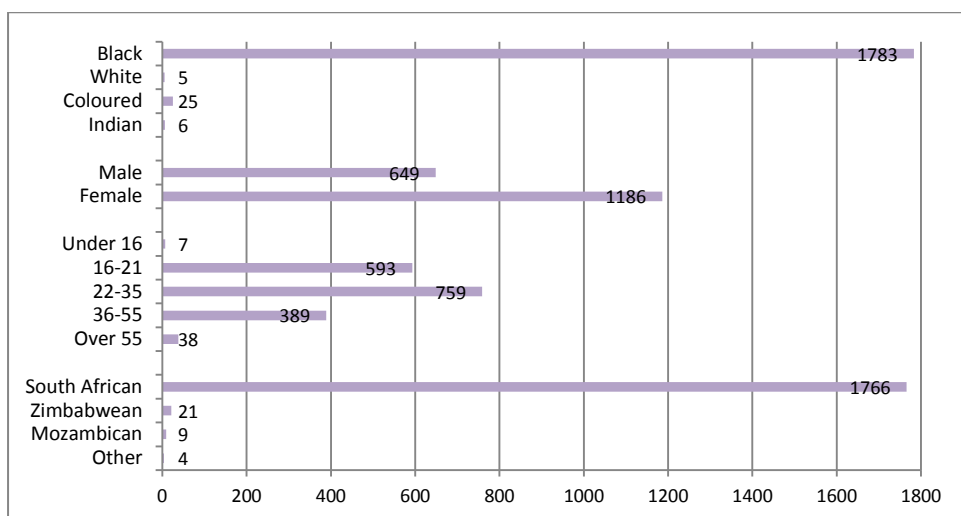


Figure 5: Average demographic spread of learners at Gauteng AETs

The table below shows the employment status of the learners interviewed as part of follow-up visits. As these visits took place during the day, the sample is somewhat biased against people who are employed.



Figure 6: Learner Employment status by sex, age, and programme

Overwhelmingly, the majority (54%) of learners who completed the survey are looking for work. The only exception to this is learners who are over the age of 55 years. The second largest group of learners who are unemployed and not looking for work fall within the 16-21 years age band. This would likely be those learners who are registered to complete the NSC or NATED 550 qualification. Across all programmes, the majority of the learners who are looking for work are enrolled for the NATED 550 qualification. Of the learners surveyed, more female than male learners are looking for work. This is consistent with other demographic data showing that the majority of learners attending AET Centres in Gauteng are female.

Similarly, with the exception of the 55+ years age band, the proportion of learners who are employed is far outweighed by those who are unemployed whether or not they are looking for work.

4.2 Access

Almost half of the learners who completed questionnaires indicated that they walk to the Centre which they attend. Just over one-third (36%) get to their Centres by taxi. The others travel by train (6%), by bus (4%), or in their own car (4%). The data shows that for 50% of the learners who responded to the questionnaire, travelling to an AET entails a cost.

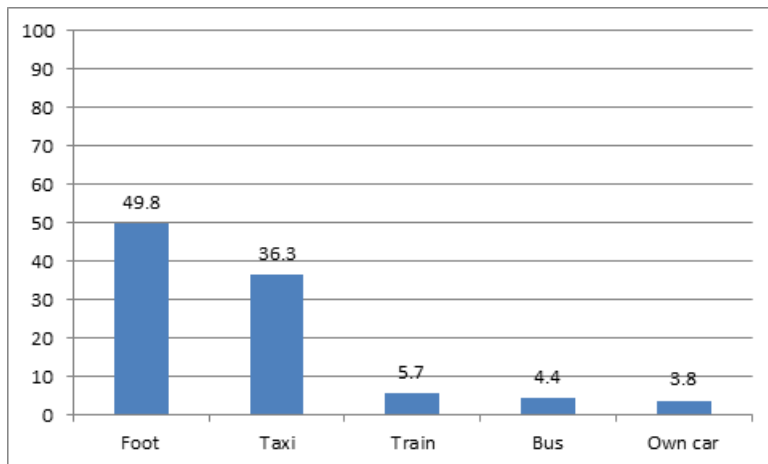


Figure 7: Main means of transport to attend classes broken down by percentage

Of interest is that 79% of those who walk; 63 % of those who travel by taxi; and 75% of those who travel in their own car, reach the Centre within half an hour or less. Most of those who travel by bus (56%) or train (67%), on the other hand, take more than 45 minutes to reach the Centre.

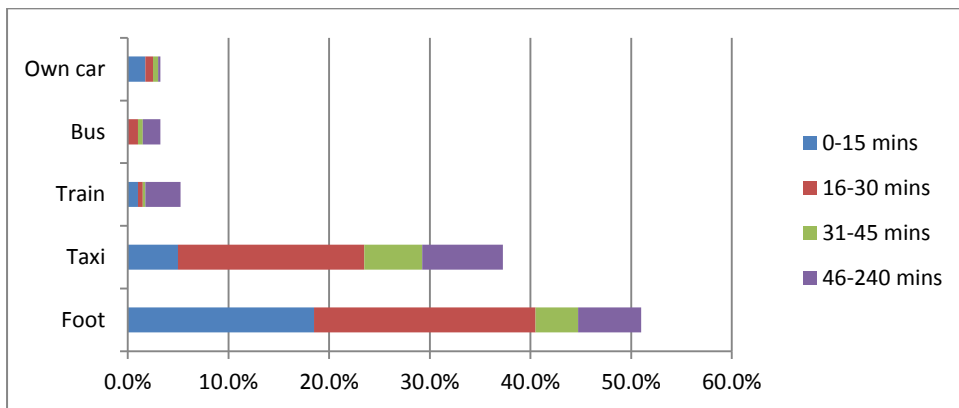


Figure 8: Time taken to reach Centre by different means of transport

Figure 9 below however shows that about 26% of learners take less than 15 minutes and 43% take between 15 and 30 minutes; i.e. nearly 70 % of learners take less than 30 minutes to get to the centre.

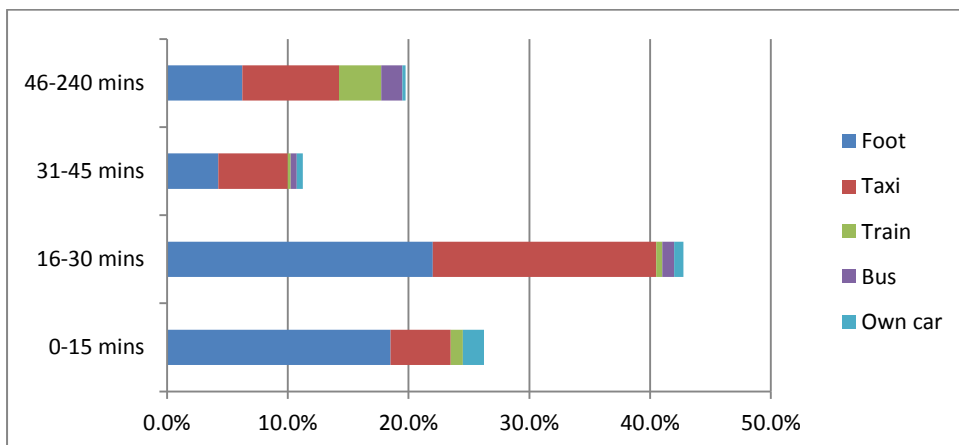


Figure 9: Means of transport used, by time taken to reach Centre

Learner sample data shows travel times that range from 240 minutes (for a learner enrolled at Reneilwe centre) to only 2 minutes (for a learner enrolled at St. Anthony). Some of the travel times noteworthy are highlighted below:

Table 7: Distances travelled by some learners

Travel time in minutes	Centre name & mode of transport
240	Reneilwe (on foot)
195	Pretoria (on foot)
180	Victory (on foot)
150	Diepkloof (by train), Denver (by train)
120	ED Mafole (by train); City Deep (by taxi); St Antony (by train), Bekkersdal (by taxi)
105	Sharpeville (by taxi)
90	Peter Lengene (on foot); Denver (by taxi)

The aspects of travel time and distances travelled by learners to the nearest AET need to be looked at more closely in order to identify where such factors constrain participation by potential learners in the centres. Only two Centre Managers cited transport problems as one of the major difficulties faced by their centres. The manager of Sharpeville in Sedibeng East reported that 40% of the learners leave early because of transport problems, and the manager of Gaegolelwe in Tshwane West reported that one of the challenges faced is that learners stay far away from the centre.

4.3 Vision

As per the audit, Centre Managers were asked to articulate the vision for the AET Centre they managed, as part of the surrounding community. Three common elements came up: that of life-long learning and improving literacy or numeracy (64%), broader developmental issues such as poverty alleviation (51%) or the teaching of specific skills (43%). Two of the 47 Centres (4%) indicated that their vision involved operating fully-fledged AET providing skills and academic programmes and operating on a full-time basis. Of the Centre Managers interviewed, 34 Centres (76%) indicated that AETs should offer skills programmes; including, but not limited to plumbing, carpentry, leather tanning, sewing, bricklaying and welding. It is recognised that this overlaps with the mandate of Further Education and Training Colleges (FETs).

One centre indicated that there is potential to offer skills programmes at Centres where these Programmes are accredited by the relevant Sector Education and Training Authority (SETA). It is recognised that this may imply a considerable administrative burden, both in terms of materials development, teaching and assessment.

4.4 Governance and Administration

The decentralised management model adopted by GDE involves the devolution of some management authority to District Officials who are responsible for conducting Centre visits, collecting and integrating Centre data and managing AET Centre based issues before these are escalated to provincial level. The audit found that the level of support provided by District Officials focussed on the implementation of ABET Levels 1-4 and did not include any support related to the NATED 550 or NSC Programmes, despite that the majority of learners enrolled at AET Centres across Gauteng are enrolled for the latter two Programmes. This may also be related to the special budgetary allocation to the latter made by the MEC. District visits were focussed on monitoring, curriculum support and happened more frequently during examinations. Some Centres reported receiving District Officials two to three times per week, whereas one Centre in Tshwane South reported that a District Official had visited the Centre once in two years. Centres indicated that Provincial Officials were providing curriculum support, assistance with formulating policies and structuring finances.

Of the Centres visited, 80% indicated that they do prepare reports on Centre activities. However, at least one Centre located in Johannesburg North, West and Central indicated that they do not prepare reports on Centre activities. In the absence of regular visits by District Officials, this lack of monitoring and reporting can result in poor teaching and learning which goes unaddressed.

Within the province, 45 Centres (96%) have a Governing Body in place with a Constitution. Where there are Governing Bodies in place, members include educators, learners, community members and the Centre Manager. Examples of recent decisions taken are primarily operational in nature relating to maintenance and construction. In a small number of Centres (26%), the Governing Body had some decision making power pertaining to budgetary allocations, method of banking and payment of service providers. Among those Centres where a Governing Body is in place, five meet monthly (11 %), two (5%) have never met or taken any decisions despite having a Constitution in place, and all other Centres report meeting on a quarterly or on an 'as needed' basis. In Centres where Governing Body members had been trained, the training focused on financial management. There is no indication of any Centres having received any subsequent training on new developments or requirements. Centre Managers identified that Governing Body members needed training in budgeting, interviewing skills, governance, policy interpretation and labour relations. Each of these is an operational skill which would contribute to the smooth running of an AET Centre.

4.5 Financial Management

Operating budgets are determined by the number of learners enrolled at a Centre. In the words of one Centre Manager, "less learners = less money". The funding received by the Main Centre is also disbursed to Satellite Centres based on their expressed needs and requisitions. Incomplete information about what programmes are being offered at Satellites

would suggest that some Main Centres are not very conversant with activities at Satellite Centres. This lack of knowledge becomes particularly problematic in light of the potential for under or over funding Satellite Centres. While some of the Main Centres report submitting audited financial statements, it is unclear whether this is routinely done and if so, whether this process is also able to identify any such issues at Satellite Centres.

The practice of determining Centre Managers' salaries based on learner numbers further contributes to the incentive to maintain poor records and overstate the number of learners enrolled. However, it is not clear whether learner numbers for NSC and NATED 550 would influence a Centre Managers' salary as these are not formally part of the Centres mandate. It is likely that budgetary allocations are unreliable when there is a large discrepancy in learners who enrol at AET Centres and those who attend and ultimately complete the summative assessment, contributing to a high level of expenditure that has little to no result.

Learner data for NSC and NATED 550 seems to be particularly unreliable based on the data provided at Centre level. The two Programmes are also not routinely disaggregated in the Annual School Survey (ASS) or SNAP Survey data.

Of the Centres visited, 44% (21) had a Finance or Procurement Committee in place that was responsible for overseeing financial management and administration at Centre level. Centres reported that costs related to maintenance, services and administration are typically funded by GDE, whereas any other costs that do not fall within these categories are the responsibility of the Centre and are funded by learner fees, donations and fund raising. Learner fees range from Centre to Centre, but it is clear that fees are always levied for NSC or NATED 550 Programmes. Variations in learner fees for grade 12 equivalent programmes is consistent with procedures at Section 21 schools who are responsible for a large number of costs other than salaries, and are thus able to determine learner fees.

4.6 Learner Registration and Data Management Processes

All Centres reported that there is a structured learner enrolment process in place, stipulating that administrators are responsible for registering learners, and deciding when learners are able to register and what documents are required. With the exception of Johannesburg East, there is no systematic process of collating learner registrations within or across districts. However, it is clear that enrolment/registration is handled differently for ABET and Matric equivalent courses. In most Centres, there are little or no fees for ABET Programmes, while there is a registration fee levied on NSC and NATED 550 candidates. It would seem that many of the registration documents are paper-based, in part owing to the limited availability of computers in some Centres. Some Centres are using the registration forms provided by GDE which collects personal information and the curriculum offerings selected. This form also contains fields to allocate a student number, Centre stamp and a declaration for learners to sign. In the registration form reviewed, all of these fields were blank.

Information from Centres suggests that there are limited individual learner records, and that monitoring tends to take place at programme level. The absence of individual learner records makes it difficult to track learner progress and to provide remedial support as necessary.

Placement tests are conducted for learners applying to enter ABET Programmes, and the most recent Statement of Results collected for NSC and NATED 550 Programmes. Similarly, it seems that learner registration takes place throughout the year for ABET, but is restricted to January and June for NSC and NATED 550 candidates, in line with the calendar for supplementary examinations. Learners registering for NSC are required to submit their prior Statement of Results; narrowing the opportunity to achieve Grade 12 to those who wished to change their subjects or did not have a site mark.

Despite GDE's requirement that Centres maintain programme records for the preceding ten years, it was not possible to obtain information even for 2010 in many districts. Much of the NSC and NATED 550 data is also derived from registration for learning areas, meaning that Centres are not able to establish how many unique candidates are registered for these Programmes. This, along with the absence of unique learner records is a major concern. It is also evident that Centres tend to regard NSC and NATED 550 candidates as one group, and only a small number of Centres were routinely tracking data separately for these two Programmes. This is also evident in that the Annual Survey (ASS) Instrument completed by Centres provides one field for Grade 12 and no differentiation between the numbers of learners enrolled for NATED 550 programmes or NSC programmes. GDE needs to formalise the routine tracking of Matric equivalent candidates per Programme, in order to assess uptake per Programme. This tracking should be based on learner numbers, and not enrolments per learning area, as this considerably overestimates the number of learners per Programme. Though many of the Centres were unable to provide fieldworkers with data for 2010, the information is contained in the ASS instruments prepared by the Centre. GDE has provided Centres with a template of an Attendance Register to be completed for each class. This template allows for educators to mark learners as present or absent and does not stipulate that a learner needs to sign to confirm they were present. Where educators are using this template, there is little way of establishing whether such lessons did take place. Many Centres have created their own attendance register which does require a student to sign and confirm attendance. This is very positive and will assist in monitoring teaching and learning.

4.7 Learner Dropout

Centres acknowledge that attendance patterns vary at different times of the year, with lowest attendance during winter. In the absence of a formal definition for dropout, centres cannot report on the number of learners who have registered and then stopped attending at the Centre. There are also instances where learners can register for exams without attending lessons at the Centre and are thus not counted officially in learner numbers. This may affect

the number of full time equivalent posts allocated to each AET in two ways; either overestimating learner numbers where some such learners are not receiving any curriculum support or underestimating learner numbers (uptake) in some areas. This suggests that it would be most useful to collect routine data subsequent to the Annual School Survey. This will also improve the reliability of data entered into the Education Management Information System (EMIS). One Centre reported that they count a learner as having dropped out as someone who never wrote the exam, but there is no clear indication of whether any follow up takes place. This highlights the need for adequate learner support and resource-based learning materials for independent study so that a learner can remain in the system and feel adequately prepared to write the exam.

The majority of Centres (57%) acknowledged that operating hours affected attendance and participation. Some of the reasons for learner dropout cited by Centre Managers included that AET Centres were not meeting their skills needs, the lack of textbooks for NSC candidates and learners wanting to register for Grade 12 after ABET 4. These are all systems barriers. Other reasons cited were socio-economic in nature such as pregnancy, poverty and unemployment which are beyond the influence of GDE. All Centres in Gauteng East reported that participation was affected by operating hours, and reasons presented were socio-economic in nature.

When learners were asked the same question, 37% of learners indicated that they knew a learner who had stopped attending. Reasons cited included family problems, the distance to the Centre being too great, work commitments and that there were insufficient learning materials. The first three reasons are socio-economic, while the fourth is a systems issue which requires attention. Table 8 gives a summary of the common reasons cited by learners.

The shortage of learner materials for NSC and NATED 550 candidates was raised as a challenge for Centres. Interestingly, issues around distance being too far are particularly prominent in Johannesburg Central despite it having a high number of Centres and being one of the smallest districts in the province. Examples of these have been reported in paragraph 4.2 above.

Table 8: Reasons for dropout indicated by learners

	Reason for dropout														
	Subjects did not match needs	Time of classes was inconvenient	Travelling distance was too much	Alternative centre closer to home	Educators are unreliable	Educators not well prepared	Learner could not afford fees	Family problems	Work commitments	Work is too time consuming	Learning materials were difficult to understand	Not sufficient learning materials	Family moved to another area	Other	Total reasons
District															
Ekurhuleni North	14 5.0%	14 5.0%	16 5.7%	15 5.4%	18 6.5%	17 6.1%	21 7.5%	21 7.5%	23 8.2%	21 7.5%	22 7.9%	27 9.7%	25 9.0%	25 9.0%	279
Ekurhuleni South	1 14.3%	1 14.3%	0 0.0%	0 0.0%	0 0.0%	2 28.6%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	3 42.9%	0 0.0%	0 0.0%	7
Gauteng East	2 5.0%	3 7.5%	3 7.5%	3 7.5%	5 12.5%	2 5.0%	2 5.0%	5 12.5%	5 12.5%	2 5.0%	0 0.0%	3 7.5%	4 10.0%	1 2.5%	40
Gauteng West	4 9.3%	4 9.3%	4 9.3%	4 9.3%	2 4.7%	1 2.3%	1 2.3%	8 18.6%	4 9.3%	3 7.0%	2 4.7%	3 7.0%	1 2.3%	2 4.7%	43
Johannesburg Central	3 4.1%	2 2.7%	14 19.2%	2 2.7%	1 1.4%	9 12.3%	6 8.2%	10 13.7%	5 6.8%	3 4.1%	4 5.5%	7 9.6%	4 5.5%	3 4.1%	73
Johannesburg East	1 6.3%	0 0.0%	0 0.0%	0 0.0%	1 6.3%	3 18.8%	4 25.0%	0 0.0%	0 0.0%	0 0.0%	1 6.3%	3 18.8%	0 0.0%	3 18.8%	16
Johannesburg North	4 5.1%	5 6.3%	10 12.7%	4 5.1%	6 7.6%	5 6.3%	4 5.1%	10 12.7%	9 11.4%	4 5.1%	6 7.6%	7 8.9%	4 5.1%	1 1.3%	79
Johannesburg South	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 100.0%	0 0.0%	1
Johannesburg West	6 9.8%	5 8.2%	7 11.5%	2 3.3%	7 11.5%	3 4.9%	4 6.6%	5 8.2%	5 8.2%	2 3.3%	4 6.6%	6 9.8%	3 4.9%	2 3.3%	61
Sedibeng East	0 0.0%	0 0.0%	0 0.0%	2 28.6%	0 0.0%	0 0.0%	0 0.0%	1 14.3%	1 14.3%	0 0.0%	0 0.0%	1 14.3%	1 14.3%	1 14.3%	7
Sedibeng West	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	2 66.7%	0 0.0%	0 0.0%	1 33.3%	0 0.0%	0 0.0%	3
Tshwane North	4 6.2%	5 7.7%	9 13.8%	4 6.2%	1 1.5%	0 0.0%	3 4.6%	11 16.9%	4 6.2%	4 6.2%	7 10.8%	5 7.7%	4 6.2%	4 6.2%	65
Tshwane South	7 7.8%	7 7.8%	7 7.8%	8 8.9%	4 4.4%	3 3.3%	11 12.2%	11 12.2%	8 8.9%	6 6.7%	3 3.3%	7 7.8%	6 6.7%	2 2.2%	90
Tshwane West	1 11.1%	0 0.0%	3 33.3%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	0 0.0%	1 11.1%	0 0.0%	0 0.0%	1 11.1%	0 0.0%	3 33.3%	9
Total across Gauteng	47	46	73	44	45	45	56	82	67	45	49	74	53	47	773
% of reasons	6.1%	6.0%	9.4%	5.7%	5.8%	5.8%	7.2%	10.6%	8.7%	5.8%	6.3%	9.6%	6.9%	6.1%	100.0%

During interviews Centre Managers were asked what the GDE should do to address the drop-out rate. Some common suggestions given include:

- Providing buildings and other facilities for the AETs
- Appointing qualified and experienced educators
- Organising transport for learners
- Curriculum change- moving from academic to skills programmes
- Support with advocacy – running community workshops, mounting radio and television awareness programmes and advertising in the local newspapers
- Providing textbooks to learners
- Monitoring Centre Managers
- Promoting weekend lessons for working learners.

4.8 Interactions with Satellites

Satellite Centres were in place across all Districts, with the greatest number of Satellites being located in Gauteng West. There is no correlation between overall enrolment figures and the number of Satellites per district, suggesting that some Satellites may be in place because districts are geographically larger, to ensure adult education opportunities are available in remote areas. This is particularly the case in Tshwane North and Tshwane West.

All districts reported having a good relationship with Satellites and with educators teaching at both the Main Centre and surrounding Satellites. Administrative tasks and duties take place at the Main Centre in Ekurhuleni North and Sedibeng East. There is some variation in the programmes being offered between Main Centres and Satellites, where the predominant pattern in some Districts is to only offer NSC and NATED 550 at Main Centres, and ABET 1-3 at Satellites. When reviewing NSC and NATED 550 data, Johannesburg North and Johannesburg South were the only two districts offering NSC and NATED 550 Programmes at both Main Centres and Satellites.

With the exception of Gauteng West, new Satellites had been opened in all districts in the past five years. As indicated previously, Gauteng West already has the highest number of Satellites in the province. Despite Sedibeng East and Sedibeng West reporting very low learner numbers, they are the only two districts where no Satellites had been closed in the past five years.

Information on what programmes are being offered at Satellite Centres is inconsistent in 11 of the 15 districts. Districts where information is consistent are Ekurhuleni North, Johannesburg North, Johannesburg South and Tshwane North.

The inconsistent information about the number of learners on different programmes at Satellite Centres occurs across all programmes (ABET 1 – NATED 550), but is most common for the NSC and NATED 550 programmes. This may be owing to the indication by many Centres that they only function as exam Centres and do not provide on-going support or

resources to NSC or NATED 550 candidates, meaning that the information at hand is the total number of learners registered to write exams.

Many of the Centres visited indicated that NSC and NATED 550 exams are written at the Main Centre, despite learners approaching Satellite Centres for registration. This is another information gap which requires remediation as it similarly limits the ability to use information for decision making and resource allocation. The formulation and implementation of consistent definitions regarding enrolment and registration and a clear standardised procedure for handling NSC and NATED 550 candidates will assist with addressing this challenge.

4.9 Collaboration with other community organisations and learning initiatives

Within Gauteng, 33% of AET Centres share their facilities with other service providers (not schools); such as skills programmes and other practical courses. One Centre in Johannesburg Central also shares its facilities with an Early Childhood Development Centre. Of the 47 AET Centres, 38% reported that other accredited and non-accredited learning activities are in place in the surrounding community. Of such centres, 30% do have partnerships with these community initiatives and service providers. These partnerships take the form of renting space within the AET Centre, facilitating skills programmes at the Centre with a specific focus on bricklaying, providing support to educators and assistance with career pathing for learners attending AET Centres.

4.10 Quality of service provision

The survey pursued factors that show some indication of the quality of services offered by the Gauteng AETs. These factors include qualifications of educators, their conditions of employment, educator turnover rates over the last year, the frequency of classes per week per learning area, available infrastructure at the centre and its usage, and are explored below.

4.10.1 Qualifications of educators

Table 9 below shows that the majority of educators in the centres hold a Diploma qualification and very few have Degree qualifications with specialisation in adult education. Overall, 47% of educators possess Diploma qualifications, nearly 23% have Degree qualifications without any specialisation in adult education and only 5% have Degrees with specialisation in Adult Education. Johannesburg East and Ekurhuleni South districts are the only districts with an appreciable number of educators who have Degrees with specialisation in Adult Education, 39% and 12% respectively. There are six districts that have no single educator with specialisation in adult education at degree level.

Table 9: Highest educator qualifications per AET

Centre	District	Diploma	Degree	Degree with specialisation in Adult Education	Other	Number of staff employed based on fieldwork	Total no. of educators per AET based on total of qualifications
Daveyton	Ekurhuleni North	41	7	0	1	48	49
Kwazini	Ekurhuleni North	29	10	1	10	39	50
Tembisa	Ekurhuleni North	50	10	0	30	80	90
Wattville	Ekurhuleni North	6	5	5	8	24	24
Aaron Moeti	Ekurhuleni South	60	12	1	14	94	87
St Anthony's	Ekurhuleni South	7	3	21	3	34	34
Thokoza	Ekurhuleni South	23	4	3	22	50	52
ThutoMfundo	Ekurhuleni South	27	1	0	0	28	28
Duduza	Gauteng East	9	3	0	17	24	29
KwaThema	Gauteng East	50	2	0	8	52	60
Tsakane	Gauteng East	17	2	0	4	50	23
Vunanimfundo	Gauteng East	22	7	0	1	37	30
Taamane	Gauteng North	5	0	3	4	12	12
Bekkersdal	Gauteng West	22	11	0	64	100	97
Kagiso	Gauteng West	8	9	0	0	69	17
Khutsong	Gauteng West	6	2	4	12	26	24
Wedela	Gauteng West	9	12	1	14	36	36
Chiawelo	Jhb Central	7	6	2	4	19	19
Josiah Khumalo	Jhb Central	8	5	1	10	25	24
PQ Vundla	Jhb Central	31	5	0	1	32	37
Setlakalane Molepo	Jhb Central	6	5	0	7	17	18
Sydney Maseko	Jhb Central					25	
Alexandra	Jhb East	4	10	14	6	34	34
Denver (Rand Mutual)	Jhb East	4	3	15	4	26	26
Ivory Park	Jhb East	13	13	12	6	44	44
Diepkloof	Jhb North	23	7	0	0	30	30
Fourways	Jhb North	30	10	0	6	47	46
Herbert Mdingi	Jhb North	29	5	0	0	39	34
Peter Lengene	Jhb North	24	9	9	0	25	42
21 Battalion	Jhb South	115	60	0	0	175	175
City Deep	Jhb South	26	10	0	14	49	50
Ed Mafole	Jhb West	10	5	0	14	31	29
Morakapula Santho	Jhb West					41	

Centre	District	Diploma	Degree	Degree with specialisation in Adult Education	Other	Number of staff employed based on fieldwork data	Total no. of educators per AET based on total of qualifications
Sharpeville	Sedibeng East	10	12	7	7	31	36
Tswinyane	Sedibeng East	7	3	6	8	22	24
Sebokeng	Sedibeng West	6	7	0	5	18	18
Gaerobe	Tshwane North	42	5	0	21	68	68
Victory	Tshwane North	31	7	0	31	69	69
Gaegolelwe	Tshwane South					29	
Holy Trinity	Tshwane South	17	11	0	3	31	31
Mamelodi	Tshwane South	32	15	0	2	49	49
Pretoria Central	Tshwane South	22	2	0	11	35	35
Reneilwe	Tshwane South	51	9	0	2	62	62
Bethsaida	Tshwane West	0	140	0	117	258	257
DWT Nthathe	Tshwane West	8	7	2	4	104	21
Moepathuse	Tshwane West	9	4	0	8	21	21
Hamanskraal	Tshwane West	50	10	0	22	82	82
Total		1006	485	107	525	2341	2123

Shaded cells denote that there is missing or inconsistent data

It is noteworthy that educators with qualifications other than the Diploma, Degree and Degree with specialisation in Adult Education constitute about 25%, a very significant proportion of the staff engaged in the AETs. Qualifications in this category include Fashion Design; Computers, ABET certificate, N4 clothing production, Grade 12 and Higher Certificate. Apart from the formal qualifications highlighted above, there is in-service training (INSET) provided to educators in some Centres. Audit data shows that 55% of the 47 centres reported that they provide some form of in-service training for their educators. All centres should be supported to provide such training as it goes a long way in equipping educators with relevant teaching skills.

The Bursary Programme funded by GDE that is currently in place to support AET educators to specialise in adult education through UNISA is responsive to this challenge, and will go some way to ensuring educators are appropriately skilled, creating a specialised cadre of educators who understand the needs of adult learners, appropriate pedagogy and are able to adequately distinguish between learners in a mainstream public ordinary school and learners attending AET Centres.

4.10.2 Employment conditions for educators

Employment conditions affect the motivation of educators to do their work and therefore have an indirect effect on the quality of teaching. Conditions of Service stipulate that Centres should not be employing any educators on a post of ten hours or less per week. Of the 47 AETs surveyed, 52% (24 Centres) indicated that they were employing educators on a post of less than ten hours per week. With subjects such as maths or science, it is difficult to find suitable educators who are not employed in the mainstream public ordinary schooling system. For this reason, a post of 10 hours or less per week should be considered. If there is good independent self-study material, it could be possible to have a subject expert who may not necessarily be employed in the ordinary schooling system. With the exception of four Centres (9%) the number of part time educators exceeds full time staff, with the majority of part time employees working 11 – 20 hours per week. This suggests a flexible approach and maximising available resources. Currently, The SNAP and Annual Survey data requires staffing data per Centre. These surveys should collect staffing data per Programme, so that an assessment of programme resources against student enrolment is possible.

Current staffing allocations are based on the total number of hours allocated to a Centre, which can then be allocated to full or part time posts. Although being employed on a part-time basis may not be motivating enough for those looking for full time positions, it is the most cost-effective model for AETs, given that learners do not attend for the entire duration of the day. Levels of enrolment vary per learning area which can result in some classes being oversubscribed, and class sizes that are too large to manage. In this case it would be prudent to run more than one class in such a learning area.

4.10.3 Staff turnover

Stability of teaching staff is known to be an important factor affecting learning in an educational institution. High rates of staff turnover usually interrupt teaching programmes as new staff take time to acclimatise to learners and the new environment. Across all AETs included in the sample, 87% (41 Centres) had experienced staff turnover within the past twelve months. Levels of turnover ranged from two percent to 57 percent across Centres. Twenty four percent (10 Centres) of the 41 centres had experienced more than 20% staff turnover in the previous year. The most frequently cited reasons include having found a full time position (41%), and having found employment in a mainstream school (24%). This resonates with the perception that many of the educators teaching in AET Centres are those who cannot find employment in an ordinary school, and many of such educators, lack specialist qualifications in adult education. Other reasons included educators having died, having relocated or retirement. Notable cases that reported the highest numbers of staff that left the employ of the centres within the past year are: Holy Trinity in Tshwane North with 47%, Fourways in Gauteng North with 36%, Gaerobe in Tshwane North with 26% and Bekkersdal in Gauteng West with 20%. Such high rates of staff turnover are likely to impact on the quality of teaching and learning support provided to learners at the Centres.

4.10.4 Frequency of classes

An important aspect impinging on the quality of learning is time-on-task. The amount of time learners spend engaged in educationally meaningful activities has significance for learner performance and on the overall achievement of learning outcomes. The number of lessons learners have per week is a rough indicator of how much time learners spend learning, as well as the amount of independent study. This is particularly relevant in Centres that serve learners from poor home backgrounds where home conditions do not provide a conducive environment for study. As part of the audit, Centres were asked to indicate how many classes they hold for each programme per week. Generally, most centres indicated that they have five classes per learning area per week. The data however shows variations across programmes and across Centres. For instance, at one Centre (Sydney Maseko) there are 10 lessons per week for NSC, 15 for NATED and for ABET 1-4. At Taamane Centre NSC and ABET 4 have 4 lessons per week and ABET 1-3 have 5. Thus, there is a lot of variation in terms of the number of lessons Centres schedule per learning area per week. For quality purposes it may be worthwhile considering standardising the system in a way that ensures that learners complete the syllabus within recommended periods of time. This, along with the provision of pace setters, could assist with addressing the high dropout rate.

4.10.5 Infrastructure

All the centres reported that they have computer facilities. The numbers vary considerably from centre to centre, as shown in Table 10 below. Twenty centres (43%) have between 1-5 computers.

Table 10: Computer facilities at AETs

Number of computers	Number of centres
1-5	20
6-10	7
11-15	5
16-20	1
21-25	4
26-30	3
31-35	1
36-40	1
No data	6

The majority of centres (51%) do not have their computers networked to a server. This may be an indicator of non-use of computers for purposes of sharing information among learners and educators. Audit data shows that computers are used at every centre for administrative purposes. Table 11 below shows how many computers are used at the Centres for administration purposes.

Table 11: Computer use by administrators

Number of centres	Total number of computers being used for administrative purposes
10	1
13	2
7	3
4	4
3	5
2	6
1	7
6	No data

There is very little use of computers by educators, and no educators use computers at 34% of AETs in Gauteng. Seven of the Centres have only one computer each being used by educators. This is in spite of the fact that 60% of the Centres reported that their computers are connected to internet. Data on the frequency of internet connectivity shows that 50% of the Centres have connectivity nearly all the time, 11% have connectivity about half the time and 36% hardly ever have connectivity. The remaining 4% of centres with internet connectivity have no data reported on the frequency of connectivity.

The general lack of use of computers for teaching and learning in the Centres is confirmed by an alarming lack of learner use of this technology. Table 12 below shows that only 3 Centres (6%) reported that more than 25 computers are being used by learners and 51% of Centres reported that learners do not use computers. This trend shows the extent to which learners in the centres are deprived of exposure to this important technology. Unless measures are taken to reverse this trend, Gauteng AETs will not play any meaningful role in bridging the digital divide. This is a very important quality aspect of delivery especially given the priority placed on educational institutions to create a knowledge society that can participate in the global knowledge economy.

Table 12: Computers used by learners

% of centres	Number of computers used by learners
51	0
13	1 – 5
4	6-10
2	11 – 15
2	16 -20
11	21 -25
6	26+
11	No data

It is also interesting to note that there are Centres with many computer facilities that are not being used. For instance, at one centre with a total of 28 computers, 24 are not being used at all and no computer is used by educators. At another centre with a total of 18 computers, only 10 are being used, 2 by educators. At yet another centre with 22 computers, 19 are not being used and only 2 are designated for educators. The Department may need to take a closer look at this phenomenon in order to identify and address factors leading to the gross underutilisation of computer facilities in these AETs.

While levels of enrolment may be low in some Centres, the high demand for some Programmes and the limited classroom facilities available has contributed to large class sizes. This compromises the quality of learning and suggests the need for alternative learning spaces, either within existing Centres or expanding to new venues.

4.11 Relevance

As part of this study, Saide commissioned the preparation of maps which represent the location of existing AET Centres and the levels of education in each ward. The data for these maps was extracted from the Census 2011 data conducted by Statistics South Africa and the Gauteng Quality of Life Survey undertaken by the Gauteng City Region Observatory, partially funded by the Gauteng Provincial Government.

Based on the findings of the study and the levels of education in each ward, Saide has developed catchment areas based on the shortest distance to be travelled by a potential learner to an existing Centre. The maps therefore indicate the geographical area that is the catchment area for each of the 47 Gauteng AET Centres. These catchment areas may cross some of the existing GDE Education Districts.

When mapping completion of primary education at *ward* level, it is apparent that AET Centres are located in peri-urban and urban wards where 70-80% of the population above 20 years has completed primary school. This percentage drops to 50-70% in wards in outlying areas. These patterns are consistent with access to education opportunities, and the fewer number of schools located in outlying areas of the province.

Using the catchment areas described above, Saide has been able to identify the total number of potential learners for each Centre who are above the age of 20 years for each of the following categories:

- individuals within this age band and less than a grade 9 have been identified as a potential learner for the ABET Programme;
- individuals within 20-24 years with grade 11 as their highest qualification as a candidate for the NSC;

- individuals of 25 years and above with grade 9 as a candidate for the NATED 550 Programme.

Using income data derived from the 2011 Census, the majority of Centres are located within wards where the average household income is below R100 000 a year. This funding benchmark has been proposed as the cut off for when a learner may qualify for free higher education, a policy proposal currently underway within the Department of Higher Education and Training.

Adult Basic Education and Training (ABET)

Gaerobe AET shows the highest level of enrolment for ABET in the province. Despite this, Gaerobe AET located in Tshwane North is currently only serving 5% of their catchment population for ABET 1-4⁶. In comparison, Thutomfundo Centre in Ekurhuleni South is currently reaching 0.7% of potential ABET learners.

Matric equivalent programmes

The maps show that the greatest numbers of potential learners for Matric equivalent Programmes (NSC and NATED 550) are located in Gauteng West and Sedibeng West respectively. Using the Census data and the enrolment information collected during field visits, Kagiso AET located in Gauteng West is currently reaching only 6% of potential NSC learners who are between 20 - 24 years and have obtained a grade 11 as their highest qualification; and 2% of learners who are above 25 years and have obtained a grade 9,10 or 11 as their highest qualification.

Similarly, Sebokeng AET located in Sedibeng West is currently reaching 8% of potential NSC learners and less than 1% of potential NATED 550 learners. These figures indicate that there is a large population of potential learners for Matric equivalent Programmes in this catchment area who are not enrolled in AET. This AET is also the only AET in Sedibeng West. One of the major reasons provided for dropout at this Centre was the distance travelled. This suggests that there may be a need for an additional Centre in this district. During site visits for the case studies, the Centre Manager suggested specific areas where new Centres are needed, and these include Boiketlong, Mkhelalele and Evaton West. These could take the form of satellites.

The same two Centres, Kagiso and Sedibeng, have the highest number of learners who are between 15 – 19 years, with grade 9-11 who are not attending school. Within these characteristics, 3226 learners are located in the Kagiso catchment area and 5 588 learners are in Sebokeng. This is an urgent issue that requires further investigation and consideration

⁶ 21 Battalion has been excluded from these calculations because the nature of the implementation model (at a military base) is different, and there is a captive population which is easily accessible within the military base.

PQ Vundla and Setlakalana Molepo have the lowest number of learners who are between 15 – 19 years, with grade 9-11 who are not attending school. Within these characteristics, 390 learners identified are in the PQ Vundla catchment area and 340 learners are in Setlakalana Molepo. Both these AETs are located in the Johannesburg Central district. This district covers Soweto and each of the AETs in this district cover a small geographical area.

During field visits, Centre Managers also reported that there are potential learners in each catchment, who despite falling within the criteria, would not attend an AET Centre. Some of the reasons provided were that learners without a matric see their peers (who have a matric) unemployed and outside of any productive activity and do not see the value of getting their matric.

5 Conclusion

The aim of this report was to establish the current state of adult education provision at the 47 Adult Education and Training (AET) Centres in Gauteng Province with a view to proposing recommendations for improvement.

Four instruments were used to collect data from the Centres; the Centre Manager questionnaire, the audit questionnaire, the student questionnaire and the learner statistics sheet. These instruments were administered by field workers who visited the 47 centres. Data obtained through the four instruments was collated and analysed.

The results of the study show that AET centres mainly offer ABET 1-4, NSC and NATED 550 programmes. NSC has the biggest enrolment of 37043(43%), followed by NATED 550 with 19274(23%), ABET level 4 with 20594 (24%), ABET levels 1-3 with 8 417 (10%) and 97 learners enrolled in skills programmes (0.9%). A small number of centres also have a combined enrolment of 97 learners in Skills Programmes.

The study also revealed that 29% of learners who completed the questionnaire said that their motivation for enrolling at an AET was to complete their Senior Certificate. A significant proportion of these enrolments (21%) consists of learners who enrolled in order to get a second chance for improving their Senior Certificate. In addition 16% of the learners who completed the questionnaire indicated that their motivation for enrolment was to obtain skills which they believe will enhance their prospects for finding employment. Despite the motivation to complete their matric, the actual learner enrolment numbers are very low when compared with the potential student population for each catchment area.

The majority of learners (98%) enrolled in the centres are black Africans, with females (65%) far outnumbering their male counterparts.

Major challenges emerging from the study have to do with

- high learner dropout rates,
- resource constraints – especially learning materials,
- poor learner motivation,
- limited use of technology by learners and educators,
- lack of effective monitoring of the operations of the centres and weak data management processes.

Opportunities for improvement include expanding the curriculum to include soft skills programmes which assist learners to be able to function in the broader society, providing more comprehensive learner support to reduce dropout, thereby contributing to improved learning outcomes.

When reviewing issues of staffing, curriculum and resources, it becomes clear that many Centre Managers are advocating for an education system that mirrors that of public ordinary schools; being full time teachers, extensive facilities and following the school term. This is a particularly expensive implementation model which is not viable in light of current resource constraints.

Despite many of these challenges, Gauteng has developed a reasonably solid foundation on which to build an AET sector which is able to better retain learners, ensure good learning outcomes and improve the quality of programmes offered with some clear and specific action steps. Such a sector could become the model for vibrant adult education in the country and help to achieve the vision outlined in the recent Green Paper on Post School Education and Training.

6 Recommendations

6.1 Programme design and delivery

Despite the high level of need for AET in Gauteng, the uptake for each Programme is particularly low:

- In Gauteng, the current enrolment for ABET when compared to the total potential learners over 20 who have less than grade 9 is only 1.7%.
- The uptake for NSC among learners with Grade 11 who are between 20-24 years is 17.8% in Gauteng
- When considering the potential learners for NATED 550, being those who have passed grade 9 and are above 25 years, AET Centres are currently reaching 2.6% of learners in Gauteng. These numbers demonstrate the large proportion of people who should be participating in AET who are currently not being reached.

This is of particular concern as the NATED 550 is to be phased out by the end of 2014, and the NASCA is not yet finalised.

These figures do not reflect the alarming number of learners – over 1 million in Gauteng - who have completed Grade 9 and are unable to progress to Grades 10 or 11 if they older than 20 years, as none of the current programmes cater for this large group. Similarly, there are 1.7 million people in Gauteng who are 25 years with grade 9, 10 or 11 and cannot pursue a matric equivalent qualification once NATED 550 is phased out, until the NASCA is fully implemented. The Census data shows there are approximately 382 000 students with grades 9-11 who are between 20-24 years, and are thus potential learners for NSC.

Many different reasons have been given as to why levels of uptake from potential learners are low, and the recommendations outlined below respond to each of these. Saide is suggesting that AETs aim to reach 10% of the total potential ABET learner population, and 25% of the total potential Matric equivalent learners over the next 3 years. Where Centres show no progress in reaching higher numbers of learners, decisions will need to be taken as to how best this population can be served and whether such a Centre is in fact necessary in its current form and location.

Skills programmes

- There is a strong articulated need for technical skills programmes. While it is acknowledged that technical skills will fall within the mandate of the National Certificate (Vocational), it requires reflection when reviewing low levels of uptake in some Centres. It also raises questions about the relevance of the current AET Programmes.
- The demand for skills programmes exists in the majority of Centres, though such Programmes fall outside of the current AET domain. It is suggested that GDE explore possible options for providing a limited suite of skills programmes once a certain level of demand has been confirmed. One suggested benchmark would be the request for a specific skills Programme from at least 1000 learners in the province. This would require GDE to explore possible options of providing such Programmes, whether through the relevant SETA or contracting accredited external service providers. This could be formalised through Memoranda of Agreement between GDE and the relevant service provider.
- Learners are in need of soft skills programmes to become more employable and be able to function in wider society. While these soft skills programmes are available at some Centres, they tend to be provided by NGOs without accreditation and limited funding. Programmes which address soft skills could include economic literacy, job preparedness, preparing a Curriculum Vitae (CV), interview skills, writing skills among others. These Programmes could be offered as modular short courses.

ABET programmes

- The current ABET Programme has a four year curriculum. This extended curriculum means that learners have to persist for at least four years before achieving an exit level qualification. This timeframe may explain the high levels of dropout and poor success rates within the ABET Programme. Consideration should be given to introducing an accelerated learning programme which covers targeted content and can be completed within a much shorter period of time. The LGSETA has developed such a shortened curriculum which still meets the exit level outcomes of ABET 4. They have also commissioned learner materials that match this curriculum. Consideration should be given to reviewing the current ABET curriculum and removing redundant content in order that the Programme is finished sooner and learner retention will likely increase. This could be implemented by enrolling learners into Kha Ri Gude, and then providing a limited focussed curriculum which allows learners to achieve a GETC within 12 to 18 months.
- It is particularly important to bear in mind that the schooling system plays a major role in socialising children and providing them with supervised care over and above the curricula that is taught. When educating adult learners, the focus is on content and thus implementing a four year curriculum is unnecessary and wasteful, and is likely to be a major contributor to high levels of dropout. The second issue which requires reflection is the pull factors which would inspire an adult learner to enrol into the ABET Programme. Currently, it has been said that ABET in its current form is unexciting and is not perceived to offer much value. Reviewing the curriculum to make it more relevant and user-friendly and providing adequate learning materials to enhance learner success will assist in remedying this challenge.
- Within this sector, the DBE offers the Kha Ri Gude Programme. The Kha Ri Gude Programme has demonstrated success in reaching large numbers of learners with appropriate learning materials and has been able to reach increasing numbers of learners over time. The model of reaching large number of learners in an informal setting provides a model of delivery that is not dependent on the availability of infrastructure such as classrooms, libraries and laboratories. This makes it easier to extend the Programme into communities where the population is dispersed and there is a low population density per catchment area. Saide recommends that efforts should be made to integrate this offering with Gauteng's AET Programmes.

Matric equivalent Programmes

- There are a large number of learners who have completed the GETC between 20-24 years and wish to progress to grades 10 or 11 and have 'nowhere to go' as current AET Centres are only providing the GETC and Matric rewrite programmes. The gap in programme provision for those learners who are between 20-24 years and wish to complete grade 10

or 11 is a major concern and needs to be considered carefully. This is a particular issue where learners who can write NSC have to produce a prior statement of results.

- The most recent 2011 Census data indicates that there are 375 239 potential learners in Gauteng who are over 20 years with Grade 9 as their highest qualification; and 766 322 learners with grade 10 as their highest level of education. This means that there are over a million learners who are above 20 years with grade 9 as their highest qualification, who if they wished to obtain grade 10 or 11 have nowhere to go. This is a major policy gap which requires serious attention.
- Among this group, 56160 learners between 20-24 years have grade 9 as their highest qualification, 118543 have grade 10 as their highest qualification and 208808 have grade 11 as their highest qualification. These 20-24 yr. old learners 174703 have nowhere to go to achieve an NSC, and in the absence of a site mark, some of these 208808 will be at particular risk of not attaining their NSC.
- There are 1.7 million potential learners in Gauteng who are over 25 years of age with a grade 9 or above who are eligible to participate in the NATED 550 Programme. This population will be marginalised if NATED 550 is phased out without the finalisation and implementation of NASCA.
- Learners who are between 20-24 years and have grade 9 as their highest qualification fall outside of the age band for a public ordinary school but there is no opportunity to achieve a grade 10 or 11 outside of the ordinary schooling system.
- For this reason, there is a need to review the use of Site-Based Assessment (SBA) for 20-24 year old learners registering for NSC Matric equivalent Programmes. This requirement currently precludes any learner with only grade 9 or 10 from benefitting from the AET programmes.

6.2 Delivery

- There appears to be no consistency in the provision of learner materials. Learners in all Programmes require adequate learning materials (textbooks, workbooks, past papers etc.) to be able to participate actively in the learning process. These include pace setters which should ensure that learners keep pace with the course requirements and reduce the likelihood of dropout. In order to be cost effective, such materials should be centrally prepared and produced, and should contain many purposive activities for learners to complete. There are existing learner materials which have been prepared for the Department of Basic Education which can be harnessed for use within the ABET Programme. One such example is the Maths materials that were developed for ordinary schools which could be amended for the ABET curricula, and the Kha Ri Gude materials used for ABET 1.
- The high failure rate within ABET confirms the need to provide regular and consistent learner support, whether in person or by distance. There is also a need to make subject

level expertise available to learners on a regular basis. This will assist learners to understand the curriculum and address any queries they may have.

- A formative assessment strategy should be developed per Programme. Feedback to learners needs to be uniformly implemented and standardised across Programmes. This will provide learners with opportunities for remediation prior to preparing for examinations.
- AET centres largely service learners who engage in private studies for much of the time. It is important that such learners be tracked regularly in order to keep them reminded of important activity dates and to motivate them to study. In this regard, we recommend that Centres should have an efficient student tracking system.
- Consideration needs to be given to introducing classes on a Saturday where safety or distance is a concern. For this to be implemented consistently, these classes need to be considered as part of the educators' workload and not an additional extra. The Secondary School Improvement Programme (SSIP) Model, currently in place in secondary schools and funded by GDE should be considered as a model for supporting learners where there are especially large classes or limited materials. This would be particularly valuable in learning areas which are typically under-resourced, such as Mathematics and Physical Science.
- The current Matric equivalent Programmes require learners to enrol for the same subjects that they were previously registered for. This narrows the career options for learners who may have since decided that their prior subject choice was poor and did not include the required subjects. This barrier is further complicated by the inability to complete Grades 10 and 11 for individuals who are between 20-24 years of age. Careful consideration must be given to ensuring that the Matric equivalent Programmes respond to the needs of learners and that AET Centres are able to support learners who wish to persevere beyond a GETC to achieve this.
- Where there are possible constraints in the provision of adequate tutorials and the availability of subject level experts, GDE can consider a model for AET that is based upon varying levels of learner support. This may also address challenges where some subjects have a very small number of learners and it does not seem cost effective to provide such extensive levels of support.
- GDE needs to put in place calendars which create cut offs for registration and enrolment within the ABET Programme. It is very difficult to manage and support learners who enrol at different times of the academic year and have not covered the same content as their peers. Many learners who are registered to write examinations and have not covered the content, do not achieve a pass and drop out of the Programme, resulting in very low levels of throughput.

6.3 Learner Retention

- Despite placement tests being conducted, there remains a high level of learner attrition in Matric equivalent Programmes. GDE needs to consider putting in place some kind of

foundational learning which will prepare learners for adult education, and the extent of self-study required.

- The absence of adequate learner tracking systems contributes to the low levels of attendance and participation in many Centres, with significant variances between the number of learners registered at a Centre compared to those attending and writing exit level examinations. Consideration should be given to introducing some kind of automated monitoring system which communicates with learners electronically, using means such as short messages (SMS) or email. These are both low cost technologies which can be taken to scale with little difficulty. Communication could include information about assessment tasks and Centre activities, as well as brief messages which communicate to learners that attendance is monitored and their absence has been noted.

6.4 Satellite Centres

- Centres report that Satellites have been established based on a recognised need. There are some Centres where educators have been employed to teach at Satellites specifically. Where levels of enrolment are low, decisions need to be taken around the viability of some Satellites and possible alternatives to reaching learners beyond the main centre.
- In order for Satellites to be most efficient, roles and functions between current Main Centres and Satellites need to be clearly articulated. Current practices of requiring Satellite Coordinators to clock in at the Main Centre each day contribute to such inefficiency.

6.5 Data quality and accuracy

- One of the constraints faced in undertaking this audit was obtaining readily available data that is accurate from the Centres. Despite GDE's requirement that Centres should maintain programme records for the preceding ten years, it was not possible to obtain information even for 2010 in many districts. It is strongly recommended that the Gauteng AET Directorate designs an efficient data management system for adoption by all Centres that allows easy and quick retrieval of accurate data for planning purposes. There is large variations between the SNAP and ASS data. It is suggested that routine reporting also take place later in the year to account for fluctuation in learner numbers, and clear distinction between those registered for classes and those registered for exams. Should GDE adopt a policy of limiting registration to particular points of the year, it is likely that learner numbers will fluctuate less between the period SNAP and ASS data is collected. There is also a need for some kind of regular external audit function to verify learner numbers, given the incentive to over report. This information could be used for staffing allocation and planning.
- This study also revealed that some Centres tend to regard NSC and NATED 550 learners as one group and therefore do not track the data separately. Maintaining separate records for the two groups of learners is necessary for proper planning. There is also no

current differentiation between these two Programmes in the SNAP survey and Headcount documents submitted to GDE.

- Field researchers had difficulties getting accurate data on dropout rates from the Centres. This is mainly because of the lack of a clear definition of what constitutes dropout. It is recommended that there be common understanding of the concept of dropout in the system; a working definition from the Department will be very useful and will assist in addressing high levels of expenditure on learners who are no longer attending or participating in AET Programmes.
- More detailed information is required to be able to monitor the efficacy and functionality of satellites. Data shows considerable variation in enrolment numbers year on year and the viability of some existing Satellites should be reviewed and an alternative way of reaching such small numbers of learners considered.
- It is recommended that learner data for ABET enrolment be disaggregated between those who are enrolled for the first time, and those who have been previously enrolled in the ABET Programme. Given that students can enter the Programme at any point, having completed a placement test; it is very difficult to establish levels of progression or persistence.

6.6 Staffing

- About 40% of educators engaged in the AETs in Gauteng Province have no qualification in education. To enhance the quality of teaching, these educators need appropriate support in order to enable them to acquire appropriate pedagogical skills. This includes providing regular In Service Training (INSET) to educators teaching at AET Centres. The existing bursary programme which provides educators with the opportunity to achieve the Diploma in Adult Education offered by Unisa should be widely publicised within AETs to assist educators to improve their qualifications and skills. Achieving this qualification is also likely to improve retention of educators within the AET sector as it provides a specialist further qualification.
- Job descriptions of existing personnel should be reviewed. This should include recasting the role of supervising educators and revisiting the post allocations for educators who are currently employed within the sector in Gauteng. This is of particular importance where educators are employed on a part-time basis (20 hours) despite teaching only one learning area, and are not providing any further curricular support outside of contact time. Given that AET learners are part time learners and receive far less teaching and guidance than full time learners, the staffing allocation should be reconsidered. This is particularly important in instances where NSC or NATED 550 are receiving only two instructional sessions in some learning areas, requiring less than full time effort, yet are employed on a full-time basis.
- Where some learning areas have particularly large classes, it is necessary to reconsider staffing allocations so that classes are of a manageable size to allow for adequate learner

support. This may require increasing the notional hours allocated to the Centres for NSC and NATED 550 Programmes.

- Despite AET Centres operating after conventional working hours, educators working within AET Centres are currently employed under the South African Educators Act, which restricts working hours to weekdays, preventing Centres from providing lessons on a Saturday. This is a major constraint to effective teaching and learning where learners are reporting that they do not attend classes in the evening due to the cold weather and personal safety concerns. Where Centres are providing classes on a Saturday, such educators are doing so without any additional remuneration.
- Learner: educator ratios need to be agreed upon as a basis for determining the viability of a particular Programme and Centres as a whole. This is particularly important where resource decisions are taken based on learner numbers which fluctuate throughout the year. Consideration should be given to creating an institutional landscape which can be efficient without making AET inaccessible to potential learners in remote areas away from main urban centres.

6.7 Facilities and Infrastructure

- Since there are many AET centres that share facilities with conventional schools, formalising the relationship that should prevail between the two types of institutions through an official documentation system would go a long way in facilitating the operations of the centres. This report notes that educators from conventional schools are not always willing to share facilities with their counterparts from the AET centres. Similarly, GDE should review the basis upon which facilities were allocated. While the majority of Centres are located appropriately in terms of levels of education and unemployment, some may be better positioned at an alternative location. For instance, the Centre in Sebokeng is located in an area of high need but Centre staff still report distance as a major barrier to learner attendance and participation.
- This study also showed that there is general underutilisation of computer facilities in the centres. Whilst all the centres reported that they have computer facilities, it is evident from usage data that there is gross underutilisation of these facilities. In particular, there is very limited use of computers by educators and learners. The Department may need to find ways of supporting centres in order to maximise utilisation of computer facilities, especially for teaching and learning purposes.
- Centres' operating hours have direct impact on participation, both in terms of safety and climate. GDE should consider providing security guards to Centres who are operating till 20h00 and are particularly vulnerable to crime.
- Where Centres are dealing with high numbers of candidates enrolled for particular examinations, it would be valuable to identify additional examination venues, addressing issues of distance and ensuring that there is adequate space. Kwazini is a typical example of a Centre that needs an examination centre in Elandsfontein in order

to cater for learners from Germiston. A secondary school has already been identified in that area for this purpose and tentative agreements arrived at between the Centre Manager and the principal of the school.

- Kagiso Centre is platooned at a secondary school where facilities are clearly not adequate. During the case study visit the Centre Manager expressed concern about the large class sizes that are a result of shortage of classroom space. He also indicated that the centre would have liked to have a computer lab but the space is limited at the moment. There are several primary schools in the vicinity of the Centre, some of which are separated by a road. Enrolments at some of these schools are reportedly as low as only 300 learners. It is worthwhile considering merging some of the schools so Kagiso Centre can have its own facilities, especially given its potential for expansion both in terms of number of satellites and enrolments.
- Main Centres need to have a minimum suite of facilities to enable learners to participate fully in learning. Key to this are resources such as computers and libraries with areas for self-study.

7 Proposed Institutional Landscape Model

7.1 Identification of catchment areas

The model is based upon 47 Catchment areas, derived from the 2011 Census data. These 47 Catchment areas identify potential learners per Programme, and have been used to calculate the level of uptake per Programme within each catchment area. The process of calculating these Catchment areas is explained further in Annexure A.

Four key assumptions underpin the calculations per catchment:

1. Individuals with less than grade 9 and above 20 years are potential learners for the ABET Programme
2. Learners who have achieved grades 11 and are between 20-24 years of age would be candidates for the National Senior Certificate
3. Learners who have achieved grades 9 and are above 25 years of age would be candidates for the NATED 550 qualification
4. Learners with a current technical (N) qualification who wish to achieve a grade 12 equivalent qualification would be candidates for FET colleges, rather than AET Centres

7.2 Distributed resource-based learning model

Saide is proposing a three level learning model which considers the infrastructure constraints and the low population density in outlying areas. This new institutional landscape includes the Main Centre, Satellite Centres and Learning Circles.

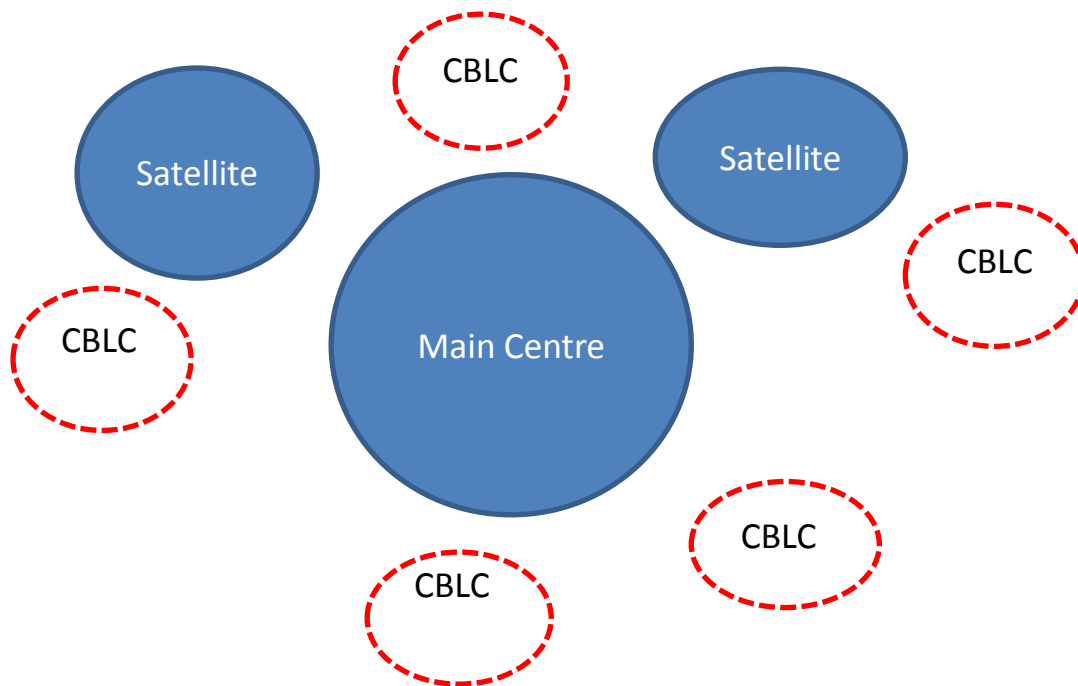


Figure 10: Distributed resource-based learning model

1. The Main Centre would function as the central administrative and teaching node
2. The Satellites would be a venue for teaching and learning, where Learning Circles could meet
3. Learning Circles could be convened at community level and would increase access to AET for potential learners in remote areas

The proposed model includes the following:

- The ability to extend reach and reduces resource burden in outlying areas;
- Learner enrolment targets based on proposed catchment areas;
- A revised human resources model which removes the District structure in light of the impending movement of the ABET Directorate from Provincial to National level
- Setting educator: learner ratios for ABET and Matric equivalent Programmes
- A resource-based learning model which includes, for each of the above Programmes as well as for any large scale new Programmes developed:
 - carefully designed, independent learning materials distributed to all enrolled learners on a quarterly basis
 - a set of formative assessment activities and associated marking memoranda
 - a set of portfolio activities
 - a capacity development programme and guide for educators

- a quality assurance process for the portfolio;
- An overall co-ordinating and monitoring process of classes held and assignments marked, as well as student tracking system, which is described further below.

7.3 Overall Educational Structure

Saide proposes the following structure for each Programme on offer

- A Provincial Programme Director responsible for the Programme design and materials development of both Programmes
- A number of Regional Programme Co-ordinators, each of whom is responsible for a the delivery of the Programme at a number of Centres
- Centre Supervising Educators responsible for supervising the Educators in that Programme at the Centre and its Satellites
- Educators responsible for one or more Learning Circles in one or two subjects/learning areas.

Saide is proposing an educator: learner ratio which would determine how many individual classes should be established per learning area. Where classes exist with smaller ratios than this, the possibility of merging existing groups should be considered.

ABET Programme

The staffing structure outlined below is recommended for implementation of ABET Levels 1-3. It is understood that a new and separate GETC qualification is being conceptualised for adults, and a separate staffing structure will need to be developed for this. A Centre Manager position is allocated per Centre for both programmes, and appears in the table pertaining to ABET below.

ABET (1:18 meeting once a week)	Position	Duties	Total post hours
	Provincial Programme Director	Responsible for Programme design and materials development of both Programmes	This position would provide overall leadership and guidance within the Directorate. Typically .5 position FTE per Programme.
	Regional Programme Coordinator	Ensuring resources are available; training and supervising educators, data analysis and propose decisions	Depends on the size of a Centre (number of Learning Circles), typically .5 FTE position. There would be one Programme Coordinator per Programme (Matric, ABET, Skills etc.) per region (Ekuribeng, Tshwaga etc.). Regional Programme Coordinator would be responsible for appointing and managing educators, visiting Learning Circles and conducting Quality Assurance on work completed. <i>Replaces District staff</i>
	Centre Manager	Management of Centre and engagement with other service providers, Governance, Engagement with GDE, Marketing	Full time and covers Main Centre and satellites (Both ABET and Matric equivalent)
	Supervising Educators (Part time)	Responsible for monitoring satellites, ensuring data is accurate and submitted as required, monitoring that classes take place	300 hours refers to 80 hrs. training, 60 admin, 40 management, 120 hrs. supervision and support) (.15 FTE) = 15 LC per Learning Area meeting once a week (15x 18 learners = 270 learners) <i>Therefore 1 FTE is responsible for 1350 head count enrolments</i> Supervising Educator would move between satellites and report to Main Centre weekly
	Educators(Part time)	Teaching, Learner Support, Marking	288 hours refers to 4 hrs. (2 teaching, 1 prep, 1 marking) x 52 weeks, 40 admin, 40 training per Learning Area (.15 FTE) . This equates to one Learning Circle Group

Table 13: AET Staffing Model proposed for AET developed for the GDE AET Audit, March 2013 (based on 12 month academic year, 250 work days)

Responsibility for the ABET Programme across a number of Centres would rest with a Regional Programme Coordinator. This position would replace District staff with distinct responsibilities for ABET. It is anticipated that this would be a minimum of a half time FTE position, but could be more if there were a large number of Satellites in the person's area of responsibility.

At each Centre, there would be a Supervising Educator responsible for monitoring the ABET Programme at the Centre and its Satellites, ensuring that classes take place and that data is collected and submitted timeously. The post could vary from a .2 FTE post responsible for 270 learners (15 Learning Circles per Learning Area comprising 18 learners within ABET), to a full-time post if they were responsible for at least 1350 learners or 75 Learning Circles. The time allocated to the Supervising Educator position (.2 FTE) is 300 hours, allowing considerable time for training and administration. Using this formula, achieving a full time position would replicate the training and administrative hours up to 5 fold. This would be wasteful and this time allocation will need to be reconsidered should a full time position become likely. Currently, there is only one Centre, Reneilwe Adult Education Centre where ABET enrolment exceeds 1350 learners. This Centre had 1577 learners registered for ABET in November 2012 when fieldwork was completed.

Each Learning Circle would generally have one Educator per learning area. The proposed staffing model allocates 300 hours per year to an educator for one learning circle (18-20 learners), with each Learning Circle meeting once per week for two hours for that learning area, 1 hour preparation and 1 hour marking. Currently, an ABET qualification for Levels 1-3 prepares an educator to teach one specific learning area (Communication or Mathematical Literacy), and a second qualification is required to be able to teach more than one learning area. Based on the educator qualification data, it is likely that the majority of educators teaching ABET are teaching one learning area. Should an individual be teaching more than one learning area, the allocated FTE would increase accordingly.

In this instance, an educator would need to be responsible for 7 learning circles per week in order to be employed on a full-time basis. With the exception of one Centre, Sydney Maseko with 83 learners, all Centres have in excess of 90 head count enrolments for ABET 4. It does need to be noted that there is no disaggregation between learning areas in these numbers.

When considering enrolment data for ABET 1-3, seven of the 47 Centres have less than 90 learners for these levels. This suggests that the educators in these Centres are considerably underutilised at present.

Matric equivalent Programmes

The staffing formulae for ABET and Matric equivalent Programmes do not differ significantly, with the exception that the educator: learner ratio is higher for Matric equivalent Programmes (1:25 learners as compared to 1:18 for ABET), and the frequency of classes per subject for Matric equivalent Programmes is twice weekly, rather than once per

week. This means that Supervising Educators are responsible for a greater number of Learning Area enrolments, because there are more learners per learning circle for this Programme.

Typically, an Educator at secondary school level is qualified to teach a maximum of two Learning Areas. For this reason, 600 hours have been allocated to this position. Currently, the workload across all positions does not necessitate a full time educator across one Centre unless teaching at more than three venues or teaching more than one Learning Area.

Programme	Position	Duties	Total post hours
Matric Equivalent (1:25, meeting twice a week)	Provincial Programme Director	Responsible for Programme design and materials development of both Programmes	This position would provide overall leadership and guidance within the Directorate. Typically .5 position FTE per Programme.
	Regional Programme Coordinator	Ensuring resources are available; training and supervision, data analysis	Responsible for travel. Administration – appointment and supervision of staff, obtaining materials (Siyavula textbooks), and ensuring EMIS data is used for planning. Depends on the size of a Centre (number of Learning Circles), typically .5 FTE position. There would be one Programme Coordinator per Programme (Matric, ABET, Skills etc.) per region (Ekuridibeng, Tshwaga etc.). Regional Programme Coordinator would be responsible for appointing and managing educators, visiting Learning Circles and conducting Quality Assurance on work completed. <i>Replaces District staff</i>
	Supervising Educators (Part time)	Responsible for monitoring satellites, ensuring data is accurate and submitted as required, monitoring that classes take place	300 hours refers to 80 hrs. training, 60 admin, 40 management, 120 hrs. supervision and support) (.2 FTE) = 15 LC per Learning Area meeting twice a week (15x 25 learners =375 learners) Therefore 1 FTE is responsible for 1875 Learning Area enrolments
	Educators (Part time)	Teaching, Learner Support, Marking	600 hours per Learning Area = 10 hrs. (2 hr. teaching, 1 hr. prep, 2 hrs. marking) twice weekly x 52 weeks, 40 hr. admin, 40 hr. training (.3 FTE) For a position to be full-time, person would need to teach more than 25 students (more than two sessions) or in more than one venue

Table 14: Staffing Model proposed for Matric equivalent Programmes developed for GDE AET Audit, March 2013 (based on 12 month academic year, 250 work days)

7.4 Establishing the viability of Centres

Saide is proposing a particular approach to establishing the viability of individual Centres. This approach considers the current enrolment per Programme, total number of potential learners within proposed catchment area and the population density per Centre. When considered together, these factors provide an indication of

- the likelihood of a Centre expanding to a point where it can be considered viable,
- whether a Main Centre should be merged with another Centre in close proximity,
- or reconstituted as a Satellite Centre.

As part of the audit, Saide has prepared a map indicating the location of all schools in Gauteng per catchment area. This provides an indication of available facilities which could be utilised as Satellite Centres.

Population density is an important consideration for the amalgamation of Main Centres or establishment of Satellites etc. Saide has used the following three classifications as guidelines to where Centres or Satellites should be located in relation to the potential learner population.

- For high population density = higher than 3500 people /km², the Centre or Satellite should be located within 3 km of potential learners
- For medium population density = 1000-3499 people/km², the... should be located within 10 km
- Low population density = less than 999 people/km² the ... should be located within 20-25 kilometres

These guidelines should be considered when establishing any Centre or satellite, irrespective of its status, such that any person wishing to partake in AET activities is able to reach a learning circle within this distance.

Saide has completed six sample exercises using these factors, to demonstrate how the information can be used as a decision making tool. These sample exercises are included in the table below.

Factors	Kagiso	Sebokeng	PQ Vundla	Setlakalane Molepo	Sydney Maseko	Holy Trinity
Number of satellites	14	16	4	2	6	13
Number of potential learners over 20 years with less than grade 9 (ABET audience)	82 000	131 000	10 600	11 600	10 900	10 000
Numbers of potential learners between 20-24 years with grade 11 as highest level of education (NSC audience)	7 400	15 000	1 100	1400	1 200	1 100
Numbers of potential learners older than 25 years with grade 9 as highest level of education (NATED 550 audience)	75 000	109 000	11 200	13000	12 200	11 800
Current enrolment across all Programmes	2 800	2800	1384	1035	1430	1256
% uptake of ABET (within potential learner population)	1.25%	0.86%	3.17%	1.94%	1.54%	3.78%
% uptake of NSC (20-24 years)	5.76%	8.04%	55.87%	40.58%	45.20%	13.41%
% uptake of NATED 550 (25 yrs+ with minimum of Grade 9/ABET 4)	1.84%	0.40%	3.54%	1.99%	5.81%	6.23%
Catchment area	1346.2km ²	829.8km	6.7km ²	9.7km ²	7.8km ²	1341km ²
Population density (people per km ²)	403.9km ²	852.6km ²	9865.1km ²	8687.4km ²	9011.8km ²	722.6km ²
Assessment	Low uptake within large catchment area so need to grow through Learning Circles	Only centre in district so learners face travelling constraints. Need to extend reach through Learning Circles. Additional Main Centre should be considered when close to 10 000 learners	Numbers of potential students within catchment is low, amid an area with high population density. GDE needs to consider merging with nearby Centre	Very small catchment area, consider merging with nearby Centre	Low enrolment numbers and in area with high population density, consider merging with another Centre	Low enrolment numbers within large catchment area and low population density. Need to extend reach through Learning Circles and provide growth targets

Table 15: Sample exercise to determine viability of existing Main Centres

The table above provides diverse examples of the current AET functionality in Gauteng. While most Centres have high uptake for NSC Programmes, numbers are consistently low for ABET and NATED 550. The high uptake for NSC suggests that the main work of many AET Centres in Gauteng is to provide a 'second chance' opportunity to candidates wishing to achieve a matric. Currently, each Centre is staffed by an administrator and a Centre Manager. Similarly, the Centres have a high number of Satellites and high human resource costs which could be saved if carefully considered efficiency decisions were made. This could include offering some Programmes (such as NATED 550) or ABET 1 at some Centres and not others.

7.5 Quality Assurance

Saide recommends that GDE enter into Improvement Plans with each Centre which will provide the basis for accountability between GDE and Centre Managers, where Centres are given 3-5 years to address current barriers to enrolment and to achieve key enrolment targets, where feasible.

Saide identified the following two benchmarks for considering current enrolment (uptake) per Programme per Centre.

- Below 5% enrolment of potential audience per Programme is considered to be low enrolment
- Above 25% enrolment per Programme is the point at which opening an Additional Centre should be considered, and that the creation of Super Centres should occur organically, rather than be imposed externally.

At the time of conducting the Audit, many of the Centres had below 5% uptake for ABET and NATED 550 Programmes.

Saide proposes that GDE establish key quality benchmarks to increase enrolment (uptake) and improve learner retention. These benchmarks should be considered when reviewing the performance of Centres. These key quality benchmarks could comprise of the following:

1. Staff with adequate knowledge of how adults learn (relevant andragogy)
2. Well-established networks in the community where it is located and with appropriate Provincial structures;
3. A clear and effective advocacy and publicity strategy that enables the Centre to attract the planned number of learners from the surrounding catchment area;
4. Accurate capturing and maintenance of unique learner records and use of such data for decision making;
5. Sound coordination between the Main Centre and its satellites in terms of provision of student services, deployment of resources, capturing and use of student data;

6. Defined mechanisms for tracking learners on a regular basis and providing such learners with necessary educational and social support to minimise failure and prevent dropout; and
7. Regular review of enrolments and programmes offered at the Main Centre and satellites in order to ensure continued optimal use of resources.
8. Availability of adequate learning materials which ensures that learning can continue outside of contact time