

# **Confintea Mid-term Review 2003**

## **South Africa**

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## Introduction

Since the advent of democracy in 1994, South Africa, starting with the new constitution, has been involved in a process of transformation. The focus from 1994 – 1997 was in dismantling apartheid structures and procedures and creating a more unified system. This involved developing new policies, which expressed the underpinning values of the post-apartheid state. Since 1997 the focus has shifted to refining and implementing these policies.

There are currently nine provinces in South Africa with an average population density of 33 people per square kilometre. This varies considerably with some urban areas being densely populated.

There are approximately 43,3 million inhabitants<sup>1</sup>

- 77.8% African, 10.6% White, 8.9% Coloured and 2.6% Indian
- 51,9 % female
- 53.7% of the population live in an urban milieu
- 25% between the ages of 6 and 17
- 18% of people over the age of 20 have no schooling
- 5% have tertiary education

In 2000, the Human Development Index (HDI)<sup>2</sup> ranking was:

▪ Life expectancy at birth	54.7, expected to drop to 47
▪ HIV/Aids Infection rate	12.92
▪ Under-5 mortality rate	83 (per 1000 live births)
▪ GNP per capita	3 300 (US \$, 1998)
▪ Population growth rate	2.0 (1975 -1998)      0.6 (1998 – 2015)

Two features stand out from this HDI index.

One is the likely impact of poverty related health issues on the population, including HIV/Aids and other infectious diseases. The HIV Household Survey 2002 found that 11.4% of South Africans over the age of 2 years (4.5 million people) are living with HIV/Aids. This figure rises to 15.5% for people over the age of 25.<sup>3</sup>

The other feature is the high degree of inequality prevalent in our society, especially with regard to race, gender and disability. These differentials are reflected in the Gini co-efficient, and apply to household income, as well as to the occupational structure of the labour market. South Africa's index of 0.60 makes it the most unequal society after that of Brazil (0.63). Table 1, which gives the annual household income in 1996, reflects this unevenness.

<sup>1</sup> This will soon be updated when Census figures from 2000 are released later this year. Figures are from the 1996 Census

<sup>2</sup> Human Resource Development Strategy for South Africa: a Nation at Work for a Better Life for all, Pretoria: DoL and DoE

<sup>3</sup> Day, C. & Gray, A. (2002) Chapter 21 Health related Indicators in SA Health Review 2002, Health Systems Trust, Accessed <ftp:ftp.hst.organisation.za/pubs/sahr/2002/chapter 21.pdf>

**TABLE 1: ANNUAL HOUSEHOLD INCOME, 1996**

Poorest 40%	R 3 572
41-60%	R 15 624
61-80%	R 36 797
81 – 90%	R 78 620
Richest 10%	R 222 734
Average	R 42 048

Data providing information on the level of education of the 43 million inhabitants is sparse. Edward French<sup>4</sup>, a respected expert on adult literacy in South Africa, estimates that there are probably between 3 and 4 million adults who can scarcely write their names and addresses, but that these people are generally older women living in rural areas with little need for literacy. He further estimates that there are at least 7 million adults with less than eight years of schooling and who are inadequately prepared for the world of work. Proportionately more of these adults live in the poorer provinces of South Africa. Their gender distribution is fairly equal with more women at levels of need in rural areas, and more men in urban areas. The strongest felt need is probably among urban and informal settlement work seekers, or among workers eager to gain greater job security. Both of these groups are likely to prioritise hard skills over basic general education.

According to a Department of Education report<sup>5</sup>, there were 34 215 learning institutions in South Africa in 2000 of which

27 760 (81%) were ordinary public and independent schools,  
3 486 (10%) were pre-primary/ ECD Centres,  
2 318 (6,7%) registered Adult Basic Education & Training (ABET) institutions  
751 (2,3%) of institutions were for learners with special needs and learners at technical colleges or places of higher education.

The report gives the following snapshot of formal learning activities in South Africa:

In 2000, 31 in every 100 people in South Africa were learners in the education and training system. Of every 200 learners in the education system in South Africa:

- 172 were in public schools
- 4 were in independent schools
- 9 were in HE institutions
- 4 were in technical colleges
- 7 were in public adult education learning centres (ABET centres)
- 3 were in pre-primary / ECD centres
- 1 was in an ELSN centre
- less than 1 was in a college of education

The 2 318 ABET Centres provided learning for 439 185 learners. These learners were taught by 18 447 educators. Research done by Aitchison in

<sup>4</sup> Information drawn from French, E. (2002) The Condition of ABET: Qualitative ABET Sector Review, Contribution to the HSRC review of Education and training for the ETDP SETA, unpublished paper:28

<sup>5</sup> Education Statistics in South Africa at a glance in 2000, Department of Education, February 2002.

1997, estimates that only 4.5% of the adults aged between 15 – 64 who require adult basic education and training were being reached.<sup>6</sup>

This snapshot looks only at learners attending programmes run under the auspices of the Education Department. Adult learners attending programmes provided by commerce and industry, non-governmental organisations or the Department of Labour are not included. Obviously adults learning in informal contexts such as church groups or at libraries are also excluded. This report will look at adult learning as it occurs in all of the above mentioned areas, however the statistics kept by the different sectors are uneven.

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<sup>6</sup> Aitchison, JJW: A review of adult basic education and training in South Africa; Quarterly Review of Education and Training in SA, Vol 8: 2001.

# 1. Building up Structures and Institutional Frameworks: Policies, Legal provisions, Delivery system and Innovations

## 1.1. Education Policy in South Africa

Education policy in South Africa is informed by the following legislation.<sup>7</sup>

- The South African Qualifications Authority Act, 1995, provides for the creation of the National Qualifications Framework (NQF), which establishes the scaffolding of a national learning system that integrates education and training at all levels.
- The National Education Policy Act, 1996 is designed to identify the policy, legislative and monitoring responsibilities of the Minister of Education and to formalise relations between national and provincial authorities.
- The South African Schools Act, 1996 promotes access, quality and democratic governance in the schooling system. It ensures that all learners have access to quality education without discrimination, and makes schooling compulsory for children aged 7 – 15 or learners reaching the ninth grade, whichever occurs first.
- The Higher Education Act, 1997 makes provision for a unified and nationally planned system of higher education and creates a statutory Council on Higher Education (CHE), which provides advice to the Minister and is responsible for quality assurance and promotion.
- The Further Education and Training Act, 1998, Education White Paper 4 on Further Education and Training (1998) and the National Strategy for Further Education and Training (1991 – 2001), provide the basis for developing a nationally-co-ordinated system, comprising the secondary component of schooling and technical colleges.
- The Adult Basic Education and Training Act, 2000, provides for the establishment of public and private adult learning centres, funding for ABET provisioning, the governance of public centres, and quality assurance mechanisms for the sector.
- The South African Council for Educators Act, 2000, provides for the establishment of the Council to undertake the registration of educators, promote the professional development of educators and set, maintain and protect ethical and professional standards for educators. Currently there are 418 000 educators registered

In 2001/02 the framework for a national quality assurance system was established with the accreditation of 31 Education and Training Quality Assurance bodies (ETQAs). This accreditation process included the Council for Higher Education (CHE) as well as the 25 Sector Education and Training Authorities (SETAS).

The National Qualifications Framework (NQF), accepted in 1995 provides a seamless education system for South Africans. The NQF brings together

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<sup>7</sup> Information is drawn from: Department of Education Annual Report 2001-2002, Section 3

education and training as well as skills development. It encompasses early childhood development (ECD), general education and training (GET), adult education and training (ABET), further education and training (FET) and higher education (HE).

The NQF provides for flexibility of delivery, portability of credentials and recognition of prior learning by promoting modular approaches, expressed through 'unit standards' and registered programmes. To support integration of the various components into a single system, all components, from early Childhood Development to Higher Education, including workplace and vocational education, employ outcomes based approaches. The South African Qualifications Authority (SAQA) establishes standards, quality assurance systems and management information systems to support the NQF.<sup>8</sup>

**TABLE 2: NATIONAL QUALIFICATIONS FRAMEWORK<sup>9</sup>**

School Grades	National Qualifications Framework Level	Band	Types of qualification
	8	HIGHER EDUCATION AND TRAINING BAND	Doctorates Further research degrees
	7		Higher degrees Professional qualifications
	6		First degrees, higher diplomas
	5		Diplomas, occupational certificates
12 11 10	4 3 2	FURTHER EDUCATION AND TRAINING	School/College/Trade certificates
9 8 7 6 5 4 3 2 1 R	1	GENERAL EDUCATION AND TRAINING BAND	ABET 4  ABET 3  ABET 2  ABET 1

While the new system has been embraced by most educators, people working in more marginal areas, such as adult education, have been less positive. There is a feeling that the new system will continue to favour people living in urban areas who will still have easier access to educational opportunities. The CEO of Project Literacy provided this view of the new system from the perspective of an NGO adult educator<sup>10</sup>.

But at the same time I have watched in dismay as layers of complexity are added and added to what was intended at first as a light, enabling and liberating structure. Every addition to the system has been produced for compellingly good reasons in a spiralling number of committees. Where we wanted a simple clearing in the forest, we have an ornate tower of Babel - in which there is a powerful argument for every structure and fixture.

<sup>8</sup> Department of Education (2001) *Education in South Africa: achievements since 1994*, Pretoria: DoE.

<sup>9</sup> EFA Draft Report (2002)

<sup>10</sup> Project Literacy Annual Report 2002, <http://www.projectliteracy.org.za/>

## **1.2. Education and Skills Development**

In February 2001 the Minister of Labour launched the National Skills Development Strategy (NSDS)<sup>11</sup>. The mission of the NSDS is:

To equip South Africa with the skills to succeed in the global market and to offer opportunities to individuals and communities for self-advancement to enable them to play a productive role in society.<sup>12</sup>

The strategy is supported by two Acts, the Skills Development Act of 1998 and the Skills Development Levies Act of 1999. These acts introduced new institutions, programmes and funding policies.

Sector Education and Training Authority (SETAs) have been established to implement the NSDS and to increase the skills of the people in their sector. Sectors are made up of economic activities that are linked and related, for example the banking, manufacturing and information technology sectors. For purposes of planning and managing the delivery of training, the economy was divided up into 25 sectors each of which has its own SETA. The SETAs cover both public and private sectors.

One of the functions of each SETA is to develop learnerships for their sector. Learnerships replace the old apprentice training system and like apprentice training combine practice and theory. The Department of Labour has set a target of March 2005 by which date each SETA must have learnerships available. This is also the target date for having 80 000 people involved in learnership programmes. Learnerships are accredited by SAQA and are part of the NQF.

The skills development strategy is funded by employers who contribute monthly. The skills levy is currently 0.5% of a company payroll. This money is allocated to the National Skills Fund (20%) and 80% to the relevant SETA. Employers who have their own learnerships or other registered training programmes can claim back a portion of their contribution.

## **1.3. Adult learning organisations**

Formal learning programmes for adults are provided by various state departments, private sector as well the public benefit sector.

In terms of ABET, commerce and industry provide support in the form of materials etc as well as providing training. Their involvement varies in terms of management style, scale and structuring of programmes. Overall they are the largest provider of ABET. The State is the second largest provider of ABET programmes, provision varies in style and in specific projects across the nine provinces. The Public Benefit Sector varies in context and forms of delivery

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<sup>11</sup> Department of Labour (undated) *The National Skills Development Strategy*, Pretoria: DoL (brochure)

<sup>12</sup> Department of Labour (undated) *SETAs – Sector Education and Training Authorities*, Pretoria: DoL:2. (brochure)

from small one-teacher missions in remote areas to large NGOs offering comprehensive provision. Their contribution at ABET level is roughly 10%<sup>13</sup>.

Currently there is no umbrella body, which works across all three sectors working in the field of adult education. Adult Education and Training Association of South Africa (AETASA) crossed all three sectors and was influential although lacking powers, but closed in 2001 because of a lack of funds. There has been no umbrella body in industry and none in the Public Benefit Sector since the collapse of the National Literacy Co-operative in 1998. A recent initiative, the Adult Learning Network (ALN) is a loose arrangement of regional bodies each with a different name and status. The ALN strives<sup>14</sup>:

To provide a national networking structure for organisations working in the field of adult learning, basic education and development.

To promote redress and transformation in our society, with the key focus on improving the status, quality and provision of adult education

UMALUSI is a state driven intervention which will act as the quality assessor of programmes for GET, FET and ABET.

One of the characteristics of many of these ABET bodies has been a problem of sophisticated leadership with limited roots amongst its clients who are the practitioners or learners. This has contributed to a gap between policy and the reality of implementation.<sup>15</sup>

#### **1.4. Values Education and Democracy**

The report of the working group on Values, Education and Democracy submitted a report in August 2001<sup>16</sup>. The report suggested six qualities that the education system should promote these were equity, tolerance, multilingualism, openness, accountability and social honour. These qualities were developed into ten concepts democracy, social justice, equality, non-racism and non-sexism, ubuntu (human dignity), an open society, accountability, rule of law, respect and reconciliation. The report recognised that values could not be legislated and suggested 16 strategies in which the values of the Constitution could be promoted through the educational system. While most of the strategies focus on the school system, three are particularly relevant to adult learning.

- Role Modelling: promoting commitment as well as competence among educators
- Ensuring every South African is able to read, write, count and think
- Ensuring equal access to education

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<sup>13</sup> Information drawn from French, E. (2002) The Condition of ABET: Qualitative ABET Sector Review, Contribution to the HSRC review of Education and training for the ETDP SETA, unpublished paper.

<sup>14</sup> Adult Learning Network promotional brochure

<sup>15</sup> French (2002:17)

<sup>16</sup> Department of Education (2001) Manifesto on Values, Education and Democracy, Pretoria, DoE

## 2. Increasing Investment in Adult Learning

While there has been an increase in investment in the formal learning opportunities provided by the state, commerce and industry, there has been a decrease in NGO investment. This has been a direct result of international donor money being channelled since 1994 directly into state funded initiatives.

In this section adult learning is discussed under different sectorial providers. The main providers within the state sector are the Departments of Labour, Education and Correctional Services. The contribution by commerce and industry is discussed under the National Skills Development Strategy as this state driven initiative is funded by the private sector.

### 2.1. Department of Education

Adult learners can be found in the system in General Education as part of ABET, in Further Education at the technical colleges as well as in most Higher Education institutions. It is difficult to track the actual expenditure on adults as none of these systems keep separate records of learners over the age of 19.

The budget for the National Department of Education (DoE) in the financial year 2000/01 was R7 482 413 million.<sup>17</sup> The DoE spending on ABET was R343 million in the 2000/01 financial year and R160 million in 1999/2000<sup>18</sup>. This money is spent only on new initiatives and national programmes as in South Africa, General and Further education are the responsibility of Provincial Governments and ABET is part of General Education. It has not been possible to obtain any realistic figure of spending on adult learning in FET or HE by the DoE.

Table 3 summarises the percentage of the total provincial education budgets that has been allocated to ABET since 1999.

**TABLE 3: ABET AS A PERCENTAGE OF TOTAL PROVINCIAL EDUCATION BUDGETS<sup>19</sup>**

	1999/00	2000/01	2001/02	2002/03	2003/04
<b>Total</b>	0.8%	1.1%	0.9%	1.0%	1.0%

The actual percentage allocation varies across the provinces from as low as 0.3% in the Western Cape to 1.7% for the Free State. In some provinces the percentage includes the allocation to Early Childhood Development, Out-of-school sport and youth activities. Also many ABET centres provide tuition for learners in the FET sector who failed some of their Matriculation examination subjects. These factors give rise to the figure of 0.5% which is often given as the actual money spent in provinces on ABET.<sup>20</sup>

<sup>17</sup> Department of Education Annual report 2000/01:107

<sup>18</sup> Department of Education Annual report 2000/01:34

<sup>19</sup> Wilderman R. (2001) A Review of Provincial Education Budgets 2001, Budget Brief No.67:12, accessed: <http://www.idasa.organisation.za>

<sup>20</sup> French (2002:41)

Table 4 gives the actual amount of money that has been spent on ABET since 1999. The table indicates a 32% real increase expenditure on ABET between 1999/00 – 2003/04 and 6.9% between 2001/02 – 2003/04. The allocation remains relatively small compared to other provincial education programmes.

**TABLE 4: SPENDING ON ABET 1999 - 2004<sup>21</sup>**

	1999/00	2000/01	2001/02	2002/03	2003/04
<b>Total</b>	R 310 537	R 466 408	R 434 832	R 475 481	R 508 303

### ***Education and training for Department of Education (DoE) employees.***

Aside from conventional Human Resource development, the DoE targets specific groups for skill upgrading. The following are some examples

*National Department HIV/Aids project* had a budget of R 63 500 million. During the year 2001/02, 22 800 educators and 683 master trainers benefited from training.

Upgrading of the approximately 65 000 *un/under-qualified educators*. A total of R95 million was allocated to the Education Labour Relations Council who would offer a National Professional Diploma in Education. The initial target was 10 000 people.<sup>22</sup>

Another project aimed at building the capacity of maths and science educators working in the intermediate and senior phases of GET. This two-year programme started in 2001 with 1305 educators.

A national ABET governance training conference was held during 2000 to build capacity among learners, community members, educators and other role players.

### ***National DoE Education and Training initiatives for Adults***

In the foreword of the 2001/2 Annual report of the Department of Education, the Minister of Education, Kadar Asmal stressed the commitment of the department to respond to the President's call for "A better life for all." He ensured that the department strove to introduce programmes that targeted and reached the most marginalised in South Africa. To this end, the Department had launched *Tirisano* in February 2000. *Tirisano* is a Setswana word meaning 'working together' and the idea was that parents, learners, educators, community leaders, NGOs and the private sector would work together motivated by a shared vision. One of the five priority areas was 'to break the back of illiteracy among adults and youths.'

*South African National Literacy Initiative (SANLI)*<sup>23</sup> was launched in June 2000 and aimed to reach the majority of adults who have had little or no

<sup>21</sup> Wilderman R. (2001:11)

<sup>22</sup> Department of Education Annual Report 2000-2001:20

<sup>23</sup> Department of Education Annual Report 2001-2002: 127

formal education and remained illiterate as a result. According to the 2001/02 report the initiative sought to accomplish this through raising awareness regarding illiteracy, instituting a national literacy campaign using volunteers and establishing partnerships with NGOs, business and other stakeholders. During 2001/02, SANLI received a start up grant of R 500 000 from MTN, a cell phone company. The DoE budget allocation for 2002/03 was R2 million.

This gave adult literacy a high profile for a short time, but there has been very little in terms of injection of funds or implementation strategies. Although there was this initiative from DoE, many of the major adult literacy agencies downsized and publishers pulped stored ABET materials for lack of a market. At the Project Literacy/EU Conference, "ABET on trial" participants expressed the desperation of the Sector. ABET practitioners started to see the Skills Development act and Levy as offering new hope.<sup>24</sup>

The experience of SANLI echoes an earlier initiative in which adult literacy was identified in 1994 as a Presidential Lead Project in the Reconciliation and Development Programme (RDP) but received virtually no funds from RDP budgets.

The *Ikhwelo Project* is an expansion of the DoE's agriculture and SMME pilot and in 2000/01 involved 5 000 learners in all nine provinces<sup>25</sup>. The main focus of the project is to provide adult learners with the knowledge, skills and values they need to run successful businesses of their own choice. During 2001/02 the Ikhwelo Project was allocated R 19 million<sup>26</sup>. The money was to be used to buy equipment for ABET centres, develop placement instruments, appoint ten co-ordinators and 240 adult educators. The adult educators were to receive training in new learning areas and in assessment and monitoring. According to the 2001/02 annual report inadequate capacity delayed the expansion of this project.<sup>27</sup>

The National Student Financial Aid Scheme (NSFAS) provides access to higher education to economically needy but academically able South Africans<sup>28</sup>. During 2001/02 they targeted learners who came from rural areas, disabled learners and women. Older learners were not specifically targeted. An amount of R761 million was awarded to 93 532 learners. They only support full time learners.

## **2.2. National Skills Development Strategy (NSDS)<sup>29</sup>**

The NSDS as mentioned previously was initiated by the Department of Labour. It has five objectives and 12 success indicators, which are to be achieved through a three-way partnership of funding and delivery, namely the Sector Education and Training Authorities (SETA), the National Skills Fund

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<sup>24</sup> French (2002:7)

<sup>25</sup> Department of Education Annual Report 2000-2001:79

<sup>26</sup> Department of Education Annual Report 2001-2002:117

<sup>27</sup> Department of Education Annual Report 2000-2001:18

<sup>28</sup> Department of Education Annual Report 2001-2002: 84.

<sup>29</sup> Department of Labour (2002), National Skills Development Strategy: Implementation report, April 2001-March 2002: 1-25 Accessed <http://www.labour.gov.za/docs/legislation/skills/esdsconf/docs/1%20Specific%20publications/E%20-%20Implementation%20report.pdf>

and the Provincial Offices of the Department of Labour. A discussion of the five objectives follows. The NSDS has equity targets which state that the beneficiaries of the strategy should be 85% black, 54% female and 4% people with disabilities.

***Objective 1: Developing a culture of high quality lifelong learning***

SETAs have agreed that there are 9,3 million workers in levy paying organisations and have set a target of 70% of these workers having at least a Level 1 NQF qualification. Current estimates indicate that just under one million workers will require education and training to achieve this target. In March 2002, 57 729 (6%) were involved in NQF level 1 programmes. The target is 15% with a 50% throughput rate.

***Objective 2: Fostering skills development in the formal economy for productivity and employment growth.***

In March 2002, 67% of enterprises employing over 150 workers and 38% of enterprises employing between 50 and 150 workers, were receiving skills development grants. These are close to the indicators set for March 2005. By this date there were 262 learnerships registered in 23 of the 25 SETAs and 3203 actual learnership agreements had been signed. While 262 is an impressive number of learnerships to have registered within a two year period, only 3% are in the GET Band (NQF level1), 66% in FET (NQF levels 2-4) and 31% into HET (NQF levels 5-8).

***Objective 3: Stimulating and Supporting Skills Development in small business***

The majority of private sector enterprises in South Africa are reported to employ four people or less. Small enterprises employ a significant proportion of formal sector workers (54%) and contribute 34% of the GDP. It is estimated that 7% of these enterprises have received a grant for the submission of workplace skills plans.

By March 2002, approximately 4 727 (4%) small businesses were being assisted in special skills development initiatives through 11 of the SETAs. This is in addition to the funds received via the levy/grant system. Much of the work being done by the SETAs involves assisting small enterprises with the process of applying for grants.

Projects addressing the needs of small enterprises are also funded by the National Skills Fund (NSF). Among the SETA proposals to the NSF, ten specifically address the needs of small, medium and micro enterprises. By March 2002, 18 275 small enterprises and their workers had received training. The majority of the training was aimed at owner managers with less than 1% being a learnership or training aimed at recognising prior learning.

**Objective 4: Promoting skills development or employability and sustainable livelihoods through social development initiatives**

In the financial year 76% of the allocated budget of just over two hundred million Rand was spent. 40 432 people participated in training funded with this money with a completion rate of 98%. According to the report, 70% were under the age of 36, 93% were black, 56% were women and 1,5% were disabled.

Projects benefiting from social development initiatives included:

*Community young farmers Co-operative* was started in 1995 by a group of 16 unemployed matriculants. Training includes tractor operation and maintenance, vegetable cultivation including pest control and business skills. The project targeted youth and cost R 51 930.

*Lesedi bakery* offers basic baking, catering, bread-making, basic business skills and driver's licence training. Fourteen women benefited from this project at a cost of R 79 370.

In the *RPL project for plumbers*, the Construction SETA prepared people for the plumbing trade test so they could be registered on the Public Works data base and thus be eligible to tender for contracts. Fifteen men and women participated in this project at a cost of just under R100 000.

*Kimberly Compost yard and Recycling Centre* provides own business opportunities for people in the compost and recycling business. Skills training was provided including business start up entrepreneurial skills. Thirty youths were trained at a cost of R900 000.

*Electrification of houses* involved training in building, electrical supply, electrical appliance repairing and entrepreneurial skills. All 342 male trainees were multi-skilled for income generation and provided with a toolkit to start their own projects. This was a R3 million project.

Future projects planned by NSF are aimed at 50 000 ex-soldiers, 2 300 unemployed and 6 300 retrenched workers from five different sectors.

**Objective 5: Assisting new entrants in employment**

A new learnership has been designed to assist the estimated 72% of youth between the ages of 16 and 34 years who are struggling to make the transition to work. This includes learners who have some qualifications as well as those who leave school without qualifications. The training will meet the needs of employers in the labour market.

Learnership Support Service (LSS) is a joint venture between the Departments of Labour and Education. The service aims to provide an enabling environment for the promotion of learnerships. The LSS targets unemployed and underemployed, out-of-school youth, rural women and SMMEs. According to the 2000/01 annual report of the DoE, the LSS aims to introduce learnerships in 18 technical colleges for 2500 learners.

## 2.3. Department of Correctional Services

During the year 2001/2002 the Department of Correctional Services<sup>30</sup> spent just under 7% of its budget on the development of offenders. The budget covers general psychological services, social work, spiritual care and skills development. According to the annual report 25 260 (15%) of prisoners attended education and training programmes The breakdown was as follows:

**TABLE 5: NUMBER OF PRISONERS RECEIVING EDUCATION AND TRAINING**

	<b>2000 Academic Year</b>	<b>2001 Academic year</b>
ABET	6 986	8 092
Mainstream education	4 997	4 950
Correspondence studies	681	870
Technical studies	686	1 583
Vocational training (hairdressing, building, workshop)	1 528	1 288
Occupational Skills training ( agricultural, in-service, computer skills, entrepreneurial)	8 806	8 477
Total Number	23 866	25 260

During this year 14 new training centres were established to provide training in basic technical skills as well as business skills. A fund allocation from the Department of Labour's National Skills fund of R10,5 million enabled 7087 prisoners to receive training in technical and entrepreneurial skills. In addition the department runs 20 prison farms and 104 smaller vegetable gardens. The farms provide prisoners with a range of skill development opportunities.

## 2.4. National Productivity Institute

The National Productivity Institute (NPI) is "an institute of excellence that strives to develop the productivity capacity of South Africans through consultation, education and implementation with the support of government, business and labour". The Knowledge and Skills Promotions Division of the NPI<sup>31</sup> in conjunction with Goldfields launched a one year pilot product in 2002 called the Productivity Capacity Building Programme (PCBP). The aim of the programme was to improve the knowledge, skills and attitudes of Small Medium and Micro Enterprises (SMMEs) to assist them to grow. The target is 1000 programme SMME learners. According to the 2002 report of the NPI a significant number of business owners attending the programme lacked mathematical background and this made it difficult for them to measure productivity in their businesses. The NPI was assisting them to overcome this hurdle.

The NPI is also working to see that productivity competencies are included in all academic and vocational learning, specifically learnerships. The goal of including a productivity element is to prepare learners for the work environment and to ensure that in all sectors of the economy people will know

<sup>30</sup> Department of Correctional Services Annual Report 2001-2002:79-98

<sup>31</sup> National Productivity Institute Annual Report 2002: 7, 27-30

how to improve productivity and lower the unit labour cost. Several of these programmes have already been developed. One of these is the Productivity Awareness Programme is pitched at the adult basic education and training levels, that is NQF 1. The programme is called Productivity Measurement and Improvement Programme (PMIP)

The NPI developed a Learning Culture Survey during 2001/2002. The survey is designed to answer the question: is the organisation generating and managing the knowledge and skills that are required in the future? The instrument fits hand-in-glove with the new skills development legislation and challenges. It aims to help organisations to determine their skills needs and to spend their training resources productively.

## **2.5. Professional Continuing Education**

The Medical Councils introduced compulsory Continuing Professional Development for all medical practitioners in 2000. This was defined<sup>32</sup> as

The process by which natural persons registered with council continuously enhance their knowledge, skills and personal qualities throughout their professional careers, and encompasses a range of activities including continuing education and supplementary training.

Professionals working in allied medical fields such as pharmacists as well as doctors are now required to attend a range of courses each year in order to retain their licence.

## **2.6. Other investment in adult learning**

Since 1996 there has been an increasing focus on outcome based education in South Africa. The new education policy emphasises qualifications within a formal learning framework. The emphasis is on obtaining credits and units which can be assimilated into a qualification. Many of the adult learning programmes which started before 1994 fall outside of this measurable framework. Examples included programmes aimed at empowering women or developing a greater understanding of religious texts. These programmes are finding it increasingly difficult to obtain funding.

This has spurred on new strategies for fund raising as is being done by the Women's Hope Education and Training Trust (Wheat Trust). This is a women's fund within civil society. It is raising finances from individuals and corporations to support the education and training of grassroots women. It is networking internationally with 9 other women's funds and they are learning from one another as to how to create a third stream of financing for women. The Donors Women's Network has also been established of funding agencies, big and small, who are supporting the empowerment of women. In this way small initiatives are being supported to educate women.

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<sup>32</sup> Information accessed from website for Pharmacy Interns in KZN, Accessed 7 May 2002:  
<http://www.kznhealth.gov.za/interns2.pdf>

## **Active Citizenship**

One example of an NGO, *Fair Share*<sup>33</sup>, a unit of the School of Government, University of the Western Cape has been involved in promoting active citizenship for the past 5 years. The focus and central theme of Fair Share's work is the training and capacity of citizens with regard to economic education. It is the observation of this unit that processes embarked upon by government and other statutory bodies, generally do not include economic education in a structured and systematic way. Fair Share was recently awarded a contract to work with local government on a project initiated by government – although funded by United States Aid. This work will take place in rural communities in two provinces of South Africa. There are several similar projects being embarked upon in other parts of the country. In general these projects are funded through bilateral aid.

Another example from government is the South African Parliament which runs awareness and other training programmes to educate citizens on the workings of parliament.

## ***Soul City***<sup>34</sup>

In August 2002 *Soul City* began radio broadcasts of a new series which took adult literacy and basic education as one of its themes. In 2003 the parallel TV series began. *Soul City* is an educational soapy that has reached a huge audience in the past, and has at times ranked first or second among national favourites. The series promotes intelligent and sensitive responses to urgent social issues. Its broadcasts are accompanied by print literature to consolidate the guidance implicit in the programmes, and to be used as teaching materials. In addition, *Soul City* is supported by help-lines that offer referral services. Such a facility is planned for the ABET component.

*Soul City* could conceivably stimulate an increase in attention to ABET. On the other hand, there is a danger that the promise will be broken because of the poverty of current provision available to respond to new demand. Should *Soul City* stimulate a wave of demand, it is most likely to be supplied by amateur, perhaps volunteer, educators offering emergency services. The rapid campaign that could take off would still be low in its short-term demand for qualified ABET instructors. It could, in the longer term, encourage more people to take up ABET as a vocation.

## ***Health Department***<sup>35</sup>

There are a number of programmes run by the Health Department, which are aimed at improving the knowledge adults have about their bodies. These are ongoing, with a different focus being addressed at different times in the year.

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<sup>33</sup> Extract from ICAE (October 2002) The right to learn throughout life: Follow-up of the accomplishment of Confintea's commitments and education for all (EFA) goals.

<sup>34</sup> French 2002:16

<sup>35</sup> ICAE (October 2002) The right to learn throughout life: Follow-up of the accomplishment of Confintea's commitments and education for all (EFA) goals

For example Pregnancy Education week has run since 1999 during the last week of February, Cervical Cancer Month has been in September since 2000 and Breast Cancer Month is in October.

The Health Department has also initiated a variety of campaigns targeting specific groups. These include Sexual reproductive health right campaign (2002), National Inherited Disorders Awareness Campaign (2002), Hands on Childbirth Education Programme (2000), Male involvement in reproductive health (2000)

Other programmes have also been introduced to deal with specific needs of people working in health services. According to the SA Health Review of 2002<sup>36</sup> reskilling and upskilling became necessary with the move to the more decentralised health system of primary health care. People working at district level required planning, implementing and monitoring and evaluation skills in addition to their clinical skills. A variety of programmes were implemented to address these needs.

Many of these programmes were aimed at specific communities, for example, Primary Health Care Practitioners received training in managing violence at schools. This was conducted under commission by the South African Network of Service Providers (SANTSEP). The programme involved developing intervention strategies such as problem solving, conflict management and assertiveness to deal with violence<sup>37</sup>. In Uthukela district, Kwazulu-Natal Community Health Workers achieved considerable improvement in child health through a combination of community participation, developing community health workers, and a concerted effort to train all primary care nurse practitioners and doctors in Integrated Management of Childhood Illnesses<sup>38</sup>. (IMCI) Lehmann and Sanders found that many health practitioners still lack skills in dealing with HIV/Aids.

### ***HIV/Aids training***<sup>39</sup>

Responses to the HIV/Aids pandemic are widespread through business, government and civil society. New funding is being made available through international and national sources to support health, education and support services. There are at least 600 civil society organisations working to stem the tide. There are processes of mainstreaming HIV/Aids into the school, further and higher education curricula. There are community mobilisation campaigns and development strategies. Faith based organisations are also involved in educating their communities. There are multiple approaches being used which include awareness raising, counselling services, and provision of other support.

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<sup>36</sup> Lehmann, U. & Sanders, D. (2002) Human Resource Development in SA Health Review 2002, Health Systems Trust, 123 accessed <ftp://ftp.hst.org.za/pubs/sahr/2002/>

<sup>37</sup> ICAE (2002:27)

<sup>38</sup> Lehmann and Sanders (2002:123)

<sup>39</sup> Special Edition of Perspectives in Education July 2002 Vol 20 No 2

## ***Water Affairs Department***

A number of other departments, such as Water Affairs, have introduced social development programmes. These programmes, aimed at creating employment opportunities, include training and education components. For example “Working for Water” aimed to employ 18 000 previously unemployed people in 2002 who would receive at least two days training per month. In addition these people would receive an hour of HIV/Aids awareness training per quarter and have access to childcare facilities.

## ***Library Services***

In South Africa library services are funded at a provincial level and their activities tend to be orientated to serving the needs of the local communities.

For example two Cape Town City Libraries in the Western Cape became involved in literacy work in the late eighties.<sup>40</sup> This was mainly due to the interest of the librarians and was unusual at the time, as most librarians did not see the link between literacy and librarianship. Currently 12 of the 32 libraries in Cape Town offer literacy classes and four also offer ABE in the form of vegetable gardening, child care, sewing, learner’s licence preparation and an HIV/Aids awareness course. These initiatives are all community owned. In the City of Cape Town there is also a ‘Friends of the Literacy interest Group’ who have raised funds for 6 major projects. These include a Family Literacy Project in which family members were encouraged to get together and write stories that could be shared with others. This resulted in 400 hand written stories being circulated to participants and eventually a book “Our Family Story Book” being published. The Group has also made a video showing literacy classes in action in libraries to encourage other libraries to start programmes, instituted a twinning project and ran a “Celebration of writing Workshop” for 250 people at the SA Museum.

## **3. Increasing Participation**

The initiatives of the already mentioned National Skills Development Strategy will potentially have the most significant impact on increasing participation of adults in learning. However the discussion below shifts to other programmes and initiatives aimed at increasing adult participation.

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<sup>40</sup> May, B. (2002) A Vital Sign: Adult Literacy Promotion, paper presented at Library and Information Association of South Africa (LIASA) Annual Conference.

### 3.1. Adult Basic Education and Training initiatives

In 1996, the *Ithuteng Campaign* was launched. The goal of the campaign was to draw in 90 000 learners, 10 000 from each province into the Public Adult Learning Centres (PALC) of the Department of Education. According to French, the campaign was generally heralded as a success, but such evaluation as there has been has revealed that the achievements were more limited.<sup>41</sup>

The *Multi-year Implementation Plan for ABET* was launched in 1997. Although adopted in principle there has only been piecemeal implementation of the plan due to lack of funds and inadequate management infrastructure.<sup>42</sup>

The already mentioned *Ikhwelo programme* was run as a pilot in two provinces from 1999 until March 2002.<sup>43</sup> Three main parties co-operated under the Ikhwelo banner, the Government (provincial and national), Project Literacy and the United States Agency for International Development (USAID). The programme offered learners two elective sub-fields, agriculture and small, medium and micro-enterprises (SMMEs) as well as access to the general education and training certificate (GETC).

The *Working for the Coast Programme*<sup>44</sup> is a project of the Department of Environmental Affairs and Tourism's (DEAT) and is one of the development initiatives introduced in the White Paper for Sustainable Coastal Development in South Africa under the umbrella brand name "CoastCare." The key directives within the White Paper that the CoastCare Programme seeks to address are:

- Giving particular attention to poverty reduction and the creation of sustainable job opportunities and alternative livelihood options.
- Promoting coastal tourism, leisure and recreational developments by empowering coastal communities and ensuring that benefits from such ventures are retained in such communities.
- Contributing to job creation, poverty alleviation and economic development on the coast.

Diverse target groups for the various CoastCare projects have been identified. These include: local, provincial and national authorities; coastal communities and residents; national and international tourists; subsistence and recreational resource gatherers; property developers; industry; the scientific community; the youth; students on all levels; conservation officials; law enforcement officers and legal fraternity; politicians; non-governmental organisations and community-based organisations.

*COASTCARE: Working for the Coast* is one of DEAT's flagship programmes and the only one that covers the entire coastline of South Africa. During 2000/

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<sup>41</sup> French 2002:14

<sup>42</sup> French 2002:14

<sup>43</sup> <http://www.projectliteracy.org.za/ikhwelo/index.html>

<sup>44</sup> <http://icm.noaa.gov/country/safrica/safrica.html> and <http://www.projectliteracy.org.za/tmp/Docs/Noel%20Daniels.doc>

2001, its first year of implementation, the Working for the Coast Programme aimed at reaching 1 000 people. The main objective of the Programme was to provide jobs for unemployed people in coastal communities. Their core work functions pertain to caring for the coast e.g. clean-ups, environmental rehabilitation, safety and security, etc. The Programme drew its funding from the Treasury's Poverty Relief Fund which was channelled to Implementing Agents through the Poverty Relief Unit of DEAT.

A structured, integrated education, training and development (ETD) programme designed specifically for the needs of the participating team members was a unique aspect of the Working for the Coast Programme. The learning programmes delivered were designed to fit into the National Qualifications Framework and promote career-development opportunities.

In 2001 a 120-hour ETD programme was developed for each of the team members to attend during a six-month cycle. The first round of 120 hours was implemented by contracted ETD service providers - Tembaletu, Project Literacy and Eco-Africa – at 55 learning sites along the entire coastline of South Africa from March 2001 to November 2001.

*Independent Examinations Board (IEB)* introduced examinations for adults for ABET levels 1 –3 in 1994. In 1996, 60 000 wrote these examinations. In 2001 the IEB held the first official ABET examinations at level 4.

In Sekhukhuneland, Project Literacy, an NGO worked with the Umsobomvu Youth Development Fund to try and link skills acquisition with a labour intensive road building project. This project has the potential to become a national programme which can alleviate rural poverty and joblessness and leave people with portable skills<sup>45</sup>.

French 2002:40 provided the Table 6 which indicates the extent of participation in ABET. It indicates that participation has not changed much in the five year period.

**TABLE 6: LEARNER PARTICIPATION IN ABET IN 1994/5 AND 1998/99**

		<b>1994/95</b>	<b>1998/99</b>
State	Departments of Education	89,151	162,900
	Other government departments and local government	13,157	25,000
Business (including parastatals)		156,597	140,000
NGOs		62,140	20,000
Other		14,436	8,000
<b>Totals</b>		<b>335,481</b>	<b>355,900</b>

<sup>45</sup> project literacy website

One of the methods used by French to estimate these numbers was the number of people who wrote the IEB examinations. The following discussion, an extract of his report gives some indication of how difficult it is to obtain accurate figures<sup>46</sup>.

In an official review, the DoE claimed some 300 000 adult learners at this level in 2705 centres. Prof. Aitchison, challenges this report and points out that the numbers were closer to 157 000. He shows that the DoE were including all of their FET learners. The HSRC counted 162 000 learners in 2123 centres. If one assumes that the numbers remained constant, there would have been about 70 000 learners at the GETC level according to the DoE, and 40 000 according to the HSRC. In reality in 2001, only 18 436 wrote the GETC examinations – the only point at which there is a reality check on the numbers - and just over 6 000 passed any subjects.

There are no current figures for business and industry's or NGO provision of ABET. Aitchison's estimates at least 150 000 learners in 2000. The number of candidates writing IEB ABET examinations gives some idea of the scale of education seriously offered. In 1996 there appear to be around 60 000 candidates, fairly evenly divided between the industry and NGOs. In 2001 the NGO candidates had virtually entirely disappeared (either because of attrition or because they could no longer afford the exams), while industry had stayed reasonably constant, with around 25 000. Various deductions are possible around these figures. (In looking at IEB figures, it must be remembered that only highly selected learners are entered – those who are ready for assessment – and seldom all the learners receiving tuition.

Never as large as the others, the ABET NGO sector has been decimated since 1997. (Aitchison estimates a drop from 60 000 to 20 000 in the late 1990s).

There may currently be around 300 000 adults enrolled in some form of ABET or literacy provision in South Africa. The figure might even be inflated by the current SANLI campaign. The number looks fairly impressive until one observes that it represents about 3% of the adult population with schooling below Grade 7.

### **3.2. Adult learning and short courses**

During 2000 the South African Qualifications Authority (SAQA)<sup>47</sup> began encouraging providers of short courses to register their courses on a centralised data base. This was an interim measure and the start of the process of accreditation for existing providers. By November 2001, 6144 short courses had been registered with most courses being in the Business, Commerce and Management Studies fields. After November 2001 providers of short courses had to approach Education and Training Quality Assurance (ETQAs) bodies directly for accreditation of their courses.

Most Higher Education institutions run a variety of short courses. These courses target graduates of programmes whose knowledge and/or skills require upgrading to 'teaser' programmes that serve to encourage people to embark on longer programmes. A number of professions, particularly in the medical field, now require graduates practicing to attend programmes annually in order to keep their licences.

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<sup>46</sup> French 2002:29

<sup>47</sup> South African Qualifications Authority Annual Report 2001/02, Pretoria:SAQA:11

Most universities also run winter / summer school programmes. An example of this is the Centre for Extra Mural Studies at the University of Cape Town.

The Centre for Extra-Mural Studies<sup>48</sup> is part of the Faculty of Humanities and organises annual Summer and Winter Schools which provide varied study opportunities that challenge and extend adult learners. The Centre seeks through these programmes to make the intellectual and material resources of the university more widely available to all who wish to participate in its programmes.

Over the past ten years the Centre has made various other educational interventions, attempting to expand its constituency of learners from the historical Summer School audience to a more inclusive set of people and communities in the Western Cape. For example it has:

- offered Winter Schools aimed at the capacity development of non-profit and worker organisations;
- run colloquia on subjects such as affirmative action and technology and reconstruction;
- developed a range of cultural interventions in association with other organisations on topics such as literacy and a reading culture; and
- worked with organisations wishing to develop their own adult education programmes through various forms of institution-building assistance

### **3.3. Adult Learning and recognition of prior learning**

Recognition of prior learning (RPL) is the process whereby someone is given credit for skills, knowledge and capabilities that the person may already have, regardless of where these skills have been learnt<sup>49</sup>. RPL is considered to be an integral part of the new education and training system. Every new qualification registered on the NQF, has to indicate that it can in part, or wholly, be achieved through RPL. There are three main groups who will benefit from RPL:

- The previous education policies prevented people from gaining access to formal education and training. RPL recognises the expertise and experience of these people and awards credits toward the achievements of qualifications
- Others have never completed their formal education. RPL gives such people a second chance to access education and training.
- A third group has undergone in-house and workplace training, but do not have formal qualifications. RPL recognises what parts of qualifications they have and identifies what is outstanding should they wish to complete a qualification.

New programmes and courses have been started in the last five years and there has been advocacy through conferences and campaigns to gain more support for RPL, both in terms of funding and implementation frameworks.

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<sup>48</sup> <http://www.ems.uct.ac.za/>

<sup>49</sup> South African Qualifications Authority Annual Report 2001/02, Pretoria:SAQA:12

The Joint Education Trust and the University of Western Cape have been playing important roles in this regard.

### 3.4. Adult learning and further and higher education

The overall participation rate in the *Technical College*<sup>50</sup> sector in 1998 was 1.13%. The majority of the learners at this time were youth, with 96% being under the age of 35 and 73% between the ages of 15 and 24 years old. In 1998, the technical college sector did not cater for the lifelong learning needs of adult working people or unemployed people who required skill upgrading. The sector has been undergoing changes since this time with a variety of new programmes, mostly linked to learnerships being introduced. At this stage it is not possible to tell how this will impact on the age profile of the sector.

A similar situation was present in 1998 in Higher Education Institutions. There were 103 138 students enrolled at Technikons and Universities. Table 6 shows that less than 10% of first-time enrolment students were over the age of 35 indicating that few older working people come back into the HE sector to retool and update their skills.

**TABLE 7: ENROLMENT (IN %) BY AGE AT UNIVERSITIES AND TECHNIKONS IN 1998**

	Male	Female	Total
<b>Under 21</b>	50.6 %	53.0%	51.9%
<b>21 – 35</b>	41.1%	36.6%	38.7%
<b>Over 35</b>	7.7%	9.3%	8.6%
<b>Unknown</b>	0.6%	1.1%	0.8%
<b>Total</b>	100%	100%	100%

Some Higher Education Institutions are starting to address this issue and are attempting to find ways to widen access to their institutions. An example of this is the *University of the Western Cape's Equitable Access through Enrolment Management Programme* which seeks to increase equitable student participation and provide "second-chance" access to non-traditional students.

## 4. Research Studies in the field of Adult Learning

Particularly, the Universities of Natal, Cape Town, Western Cape, Stellenbosch, Witwatersrand have a steady stream of masters and doctoral theses. There is very limited funding for research hence the majority is tied to degrees. There is no comprehensive data base of research being conducted at the various HEIs, so the information provided here is incomplete and based purely on the writers own knowledge.

Some small scale research has been commissioned from time to time to address specific research questions. This has usually been funded by external aid agencies who are involved in developmental work in South Africa. There

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<sup>50</sup> HRD Strategy:26

are also examples where action research gets integrated into innovative practice as with the work of the Division for Lifelong Learning or Centre for Adult and Continuing Education at UWC. A few examples are listed below.

- 1997 – ongoing UWC’s research into development of LLL within HE
- 2000 – ongoing UWC RPL and widening access to adult learners
- 2000 – ongoing UWC political economy of AE
- 2000 – Assessment of Adult Education Programmes in the N. Cape Province

More research is also being done around Workplace Learning (WPL), particularly on the work of SETAs, which could be predicted from the implementation of the Skills Development Levy. We also anticipate more research on the impact of HIV/Aids and on initiatives aimed at promoting entrepreneurship.

The Social Sciences and Humanities Division of the National Research Foundation has as its mandate the stimulation of research for the creation of knowledge and the development of new skills necessary to contribute to innovation and thereby to social and economic development<sup>51</sup>. The Budget for this division for 2000/2001 was just under 25 million rand. Unfortunately it was not possible to determine how much money, if any, was allocated to any topic related to adult learning. However just over 15 million Rand, as indicated in the table below, was allocated for scholarships.

**TABLE 8: NRF DISSEMINATION OF GRANTS AND SCHOLARSHIPS, 2000/2001**

	Number of Applications	Number of awards	Funds Allocated R'000
International Conferences	616	285	1 643
Honours	1 060	733	4 398
Masters	1 015	901	6 955
Doctoral	283	154	2 113
<b>Total</b>	<b>2 974</b>	<b>2 073</b>	<b>15 109</b>

#### **4.1. Conferences with the theme of Adult Learning**

Some examples of recent conferences held in South Africa are given below:

- 2000 RPL challenges Higher Education and Workplace practice, Joint Education Trust
- 2000 Lifelong learning, Higher Education and Active Citizenship, UWC/ UNESCO UIE/ AERG Danish University of Education
- 2000 Globalisation and Higher Education: View from the South UWC/EPU
- 2001 Adult Education and Sustainable Development, USAID/Project Literacy/ DoE
- 2001 Literacy & language in Global & Local Settings, International Literacy Conference
- 2002 Adult Basic & Literacy education (ABLE) in SADC Region

<sup>51</sup> NRF Annual Report 2000/2001:34, accessed [http://www.nrf.ac.za/publications/annrep/annualreport01\\_02.pdf](http://www.nrf.ac.za/publications/annrep/annualreport01_02.pdf)

## **4.2. Commissioned Research on Adult learning**

Examples:

University of Natal survey of ABET in SA funded by Joint Education Trust (JET), 1999.

French, E. (2002) The Condition of ABET: Qualitative ABET Sector Review, Contribution to the HSRC review of Education and training for the ETDP SETA

OPEN AND DISTANCE LEARNING IN SUB-SAHARAN AFRICA : A Literature Survey on Policy and Practice. Association for the Development of Education in Africa (ADEA) 2001.

Project Literacy report that they are currently pioneering a parent child literacy project in partnership with UNISA. The project started with a pilot phase in Viljoenskroon, KZN and some sites in the Eastern Cape and Limpopo and was due for completion at the end 2002. According to Project Literacy, “this very accessible training course and parent manual puts parents back at the centre of the family and allows them to be active initiators of reading, story telling and critical thought in their families and therefore in the broader community. It is to be used by parents who themselves have very low levels of literacy”<sup>52</sup>.

In 2001 the Department of Economic Affairs, Agriculture and Tourism of the Western Cape prepared a White Paper entitled “Preparing the Western Cape for the Knowledge Economy of the 21<sup>st</sup> Century.” The white paper argued the case for an intimate relationship between economic development and learning. An outgrowth of this paper was a research commission given to the Division for Lifelong learning based at UWC to develop the notion of “The Learning Cape.”

## **4.3. Doctoral Theses on Adult learning**

Examples:

The Recruitment and Recognition of Prior Informal Experience in two university courses in Labour Law, University of Cape Town, Breier, M. 2003.

A Common Outcomes Model for Language Examinations at ABET levels 1 and 2, University of Wits, Cretchley, G. 2000.

Educating educators of adults at a South African university, University of Wits Ewart Smith, J, 1998.

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<sup>52</sup>Project Literacy Annual Report 2002, <http://www.projectliteracy.org.za/>

Real or imagined worlds: an analysis of beginner level reading books for adult literacy learners in South Africa, University of Natal, Lyster, E. 2003.

Non-formal education and income generation for self-managed rural groups in Lesotho, University of Wits, Morolong, P. 2001.

The implementation and institutionalisation of innovation and change in Science Education: the case of SEP, University of Wits, Ntshoe, I. 1999

The Recognition of Prior Learning (RPL): An Emergent Field of Enquiry in South Africa, University of Wits, Osman, R. 2003

"Nest of communities", Historical case studies of the projects of the Interchurch Education Programme, 1978-1999, University of Wits, Rule, P. 2003

The assessment of undergraduate final year projects: a study of academic professional judgement, University of Cape Town, Shay S. 2003

Plot and Practice. A narrative enquiry into academic development, language policy and lifelong learning at UWC, University of Western Cape, Volbrecht, T. 2001

Identification and analysis of environmental factors affecting academic performance of rural distance education students at University of Namibia, University of Western Cape, 2002

## **5. Adult Educators/Facilitators' Status and Training**

### **5.1. Genres of Adult educators**

French (2002:24) provides the following categories of the genres of ABET practitioners one tends to find in South Africa. While the list pertains only to ABET, it can usefully be generated to other levels and types of adult education.

- a) Unqualified community members, possibly literacy volunteers, with a three-day or three-week course in using simple, prescriptive materials.
- b) People with reasonably high levels of formal education and an amateur enthusiasm for adult literacy work, but no specialised training.
- c) Qualified school teachers with no specific training in, or only a brief induction into, ABET methods
- d) People with experience (community volunteers, industry trainers, PALC teachers) who have taken various ABET courses or programmes, from extended informal training packages offered by NGOs to university and Technikon certificate and diploma programmes
- e) People without experience who have taken the programmes as in d.

In recent years, as a result of the increasing formalising of ABET provision, there has been a shift from a), b) and c) to the more professional categories of d) and e). French estimates that there are between 16 000 and 40 000

practitioners engaged in adult education<sup>53</sup>. The wide range reflects the lack of structure in the field. This could improve with a mandatory membership of South African Council for Educators for ABET professionals.

There is the development of a whole new layer of adult educators, called Workplace Skills Facilitators, whose job it is to ensure the drawing up of the Workplace Skills Plans and are integral to the delivery of the Skills Development Strategy of the Dept of Labour.

## **5.2. Standardisation of Adult Educator qualifications**

In October 2000, four nationally recognised qualifications for ABET practitioners were formally registered with SAQA. The unit standards were produced by the ABET practitioner Standards Generating Body. Unit standards must still be written for educators who work with adults in the FET and HE sectors.

The training of adult educators now falls under the auspices of the Education, Training Development Practitioner (ETDP) SETA. According to French (2002:24) the latest national figures indicate that 70% of adult educators at Public Adult Learning Centres (PALCs) have Matric and some formal teaching qualification, however only 10% have any training in ABET.

Although there have been these moves towards professionalising and standardising the field, most Adult Educators entering the profession still have no clear career paths. Many of the positions are contract based with no benefits. Educators are paid only for their teaching time<sup>54</sup>.

The increasing formalisation and professionalisation of the field of adult educators has resulted in some gains but also some losses as can be seen from this observation by Andrew Millar, CEO of Project Literacy<sup>55</sup>.

Quality is not recognised on the basis purely of what learners can demonstrably do (except in the case of RPL), but on the capacity of the providing agency: management, adherence to quality management practices, resources, qualifications – including qualifications in assessment. This effectively disqualifies numbers of ABET providers, especially smaller agencies, and *their learners*, regardless of the quality of learning produced. As elsewhere, there are excellent reasons for this requirement, seen from the point of view of systems intellectuals sitting in committees. And the requirement may in the long run do much good. It could, in the short term, destroy much good.

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<sup>53</sup> French 2002:27

<sup>54</sup> Thulo, P (2003) An analysis of the conditions of service of ABET educators from 1995 to 2002 in Frances Baard District in the Northern Cape with specific focus on women educators, submitted Master's Research Essay, University of Western Cape.

<sup>55</sup> Project Literacy Annual Report 2002, <http://www.projectliteracy.org.za/>

### 5.3. Providers of Adult Educator training

Training as an adult educator and/or trainer happens at 6 Higher education institutions in South Africa. Programmes are also offered by a number of NGOs and private institutions. A summary follows:

In 1999 the Adult Education Department at the *University of Cape Town* was closed and the programmes were incorporated into the Department of Education as part of a restructuring process. The Department of Education currently offers two programmes in Adult Education and three modules in Adult Education at the Postgraduate Diploma/ Masters level. Both programmes consist of six modules and are run on a part-time basis over two years. The entry requirements for the Diploma in Education are a senior school leaving certificate and at least two years relevant experience. The Advanced Certificate in Education (Adult Education) is a post graduate programme. The Bachelor in Education does not offer specific modules in Adult Education. At the PgDip/Masters level, the three elective modules are Knowledge, Learning and the Organisation of Work, Literacy and Adult basic Education and Adult Learning in Informal social Contexts<sup>56</sup>.

The Adult Learning Group (ALG) located within the Centre for Higher Education has the broad functions of curriculum innovation, adult education and training, and academic staff development.<sup>57</sup>

The *University of Natal*<sup>58</sup> offers three undergraduate programmes intended for a wide range of practitioners including those wanting to work in the different areas of community upliftment in local government, NGOs and CBOs and corporations carrying corporate social responsibility programmes or training and development. The three programmes are:

The Certificate in Education, Training and Development (Community Development) consisting of eight modules done over one year full-time or two years part-time.

The Diploma in Education, Training and Development (Community Development) consists of sixteen modules. This can be done over two years full-time, or four years part-time or through the Open Learning programme.

The Bachelor of Community and Development Studies (B.Dev.Com) is done over three years full-time, or eight years part-time or through the Open Learning programme. A Senior Certificate, a school-leaving Certificate or equivalent, is required for entry to this programme

The University also offers a Postgraduate Diploma in Education, Training and Development, a Bachelor of Education Honours (Adult Education) and a Master of Community Development and a Master of Education (Adult Education).

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<sup>56</sup> Brochure: Adult Education Courses at the University of Cape Town 2002 - 2003, Department of Education, UCT

<sup>57</sup> <http://www.uct.ac.za/faculties/ched/about.php>

<sup>58</sup> <http://www.und.ac.za/cdal/comdev.html>

The *University of South Africa* (UNISA) ABET unit was founded in 1994<sup>59</sup>. The unit uses distance learning materials and has three programmes for adult educators.

The Certificate Course for Adult Basic Education and Training is aimed at anyone who is a trainer or who would like to train adults in a variety of fields. The programme lasts 12 months, entry requirement is Grade 10 (std 8) or relevant experience.

The Certificate Course in Local Government Admin and Management has been developed for anyone working as a local government councillor or official, an adult educator, a community activist, or a development worker. The programme lasts 12 months, entry requirement is Grade 10 (std 8) or relevant experience such as working in local government or in a civic association or trade union.

The Diploma in Adult Basic Education and Training is aimed at improving the skills and theoretical understanding of Adult Education and last 24 months. The entrance requirement for this programme is a certificate in Adult (basic) Education from any university.

There is also an Honours degree in Education, with a specialisation in Adult Basic Education and Training

The *University of Stellenbosch*<sup>60</sup> offers two post graduate degrees for Adult Educators.

#### MPhil Education and Training for Lifelong Learning

The programme targets trainers and learning facilitators involved in adult education, community education and development, basic skills training (including literacy training) for adults and persons who wish to register as ETDPs (Education Training Development Practitioners).

#### MPhil Higher Education

The programme is mainly for lecturers, facilitators and educational leaders of Higher Education institutions.

Both programmes consist of a number of modules that are presented over a period of two years using a combination of contact and distance education. Students must also complete thesis or a research portfolio. Compulsory contact sessions (residential period) are limited to a two-week session per year. Students are visited on-site by their principal tutors.

Entrance requirements for both programmes is an Honours degree or equivalent and two years of experience, but can also be via recognition of prior learning. Students exiting after completing the modules receive a Postgraduate Diploma in Education (PGDE)

The *University of the Western Cape*<sup>61</sup> offers programmes at three levels for a broad range of professionals involved in adult learning, for example, ABET facilitators, development practitioners, health educators and generalist adult learning specialists. The programmes aim to professionalise adult educators and trainers. They also offer one specialist programme for professionals

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<sup>59</sup> <http://unisa.ac.za>

<sup>60</sup> <http://www.sun.ac.za/chae>

<sup>61</sup> <http://www.uwc.ac.za/cace/qualifications.htm>

involved in skills development facilitation. Although all programmes have admission requirements, learners can also be admitted possible via the University's Recognition of Prior Learning (RPL) processes. The programmes are:

Advanced Diploma for Educators of Adults. The entry requirements are a degree or equivalent qualification and a minimum of two years' professional experience. This qualification is offered part-time over two years.

Higher Diploma in Education, Training and Development: Adult Learning. The entry requirements are a matric or NQF Level 4 qualification, a NQF level 5 Higher Certificate in Education, Training and Development and experience in adult education, training and development or related field. This qualification is offered part-time over one year.

Certificate in Education, Training and Development: Adult Learning. The entry requirements are a matric or NQF level 4 qualification and experience in adult education, training and development or related field. This qualification is offered part-time over one year.

Higher Diploma in Education, Training and Development: Workplace Learning is a specialist qualification is intended for the broad range of professionals involved in skills development facilitation, for example, Skills Development Facilitators, Workplace Learning Facilitators, Human Resource Development practitioners and Trainers. The entry requirements are a matric or NQF level 4 qualification; and a post-school 120-credit, NQF level 5 Certificate; and professional experience. This 1-year qualification was developed with the ISETT SETA.

The UWC has also established a new structure in 1999, the Division for Lifelong Learning, which is mandated to promote the interests of adult learners on campus and research and develop a lifelong learning culture.

The work of Adult Education at the *University of the Witwatersrand*<sup>62</sup>, began in 1982 with the establishment of a Chair of Adult Education. Programmes are offered at post-graduate and higher degree levels. All study programmes are organised on a semi-distance education basis in which students attend full-time, week-long, study blocks at various intervals through the academic year, and study independently between study blocks. There is a methodological focus on experiential and learner directed learning and all programmes explore and emphasize links between theory and practice.

*Project Literacy*,<sup>63</sup> one of the few remaining NGOs offers a six module adult educator training programme lasting a total of 12 days. They offer a basic literacy course, ABC in African (or Afrikaans) languages which takes learners on average 40 hours to complete.

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<sup>62</sup> <http://www.wits.ac.za/fac/education/aded.htm>

<sup>63</sup> <http://www.projectliteracy.org.za/>

## 6. Empowering Adult Learners

In this section a number of examples of the kind of initiatives aimed at promoting adults who are learning are cited.

### 6.1. Promoting the Culture of Learning Campaigns

*National Adult Learners Week* was started in 1995 and has been celebrated ever since on an annual basis. It is organised by a coalition of civil society organisations, higher education institutions, government and business. Various award ceremonies are held around the country to honour the courage and achievements of adult learners and their tutors. This includes the Gilbey's/ Guinness award for adult literacy centres.

Since 2002, Adult Learners Week in the Western Cape has been part of the *Learning Cape Festival*. The Learning Cape Festival runs from National Woman's Day on 9 August to International Literacy Day on 8 September. In 2002 500 learning events were held. It has become an annual festival which is a centrepiece in the promotion of the Western Cape as a learning region. It promotes a culture of lifelong learning for economic growth, personal development and social justice for all its citizens. It does this by:

- highlighting key education and training areas to promote economic growth and social development through media exposure, exhibitions, consultations, and conferences
- exposing people of all ages to a wide range of learning opportunities through open days and information sessions at various institutions and organisations
- identifying barriers to access learning and generating solutions to overcome these through seminars, conferences, and campaigns
- fostering ongoing collaboration amongst education and training providers at all levels, government departments, civil society, and business organisations to build the Learning Cape through the promotion of partnerships across sectors
- encouraging local learning initiatives in communities and in organisations throughout the urban and rural areas of the Province to profile the importance of learning throughout life for economic, personal and community development through learning awards, media exposure, and partnership support
- establishing the groundwork for the Provincial human resource development strategy

### 6.2. Adult Learning Awards

Various awards have been introduced which recognise the efforts of adults who have returned to formal learning programmes.

The Provincial Departments of Education recognise learners learning at the literacy and ABET levels during Adult Learning Week.

In 2000 the Sol Plaatjies Awards were introduced to recognise learners who had benefited from the implementation of the Recognition of Prior Learning Policy. The four learners who received awards in 2000 had all been accepted

onto programmes without the conventional academic requirements and had done exceptionally well.

At the University of the Western Cape (UWC) *Lifelong Learner awards* have been presented since 2000<sup>64</sup>. The awards are given to people whose achievements are particularly inspirational to others. There are four awards:

- *Senior Lifelong Learners Award*. This award celebrates the learning achievements of UWC students over 50.
- *Lifelong Learners Awards (Part-time study)*. This award celebrates the learning achievements of part-time students
- *Lifelong Learning Award (Alternative Access)*. This award celebrates the learning achievements of students who have entered via alternative access routes.
- *For the Lifelong Learning Group Award*. This award celebrates the contribution of a faculty / department / unit / association, on campus that has made a significant contribution to the development of the UWC's Lifelong learning Mission.

However, while the country is caught up in the development and refinement of an adult learning system that will empower learners and educators, the CEO of Project Literacy offered these cautionary words<sup>65</sup>.

Mrs Hlongwane, passionately teaching reading, numbers and basic vegetable gardening to rural women under a thorn tree, and even the local church organisation that backs her, and probably also the organisation that supplies the books and the teacher training, are disabled by the labyrinth. The chronic complexification of concept, jargon, regulation, standards, qualifications, assessment and accreditation that face them in the NSDS are way beyond their reach. Even specialists in the subject are regularly perplexed about what to do. And all this in order to complete the demands of an abstract system seemingly created far from any "real world". It would not matter that much, except that donors and employers are only supporting accredited agencies with registered assessors working to recognised qualifications, and all the major sources of recognition and sustenance are linked to these processes.

## 7. Examples of Best Practice and Innovations

Most of the examples of good practice encountered during this research have been included elsewhere in this document.

The New Readers Publishers (NRP)<sup>66</sup> produces and publishes books for adult new readers. The mission of the NRP is to contribute to an increase in adult literacy and to promote a reading culture.

The NRP currently has 71 titles in print. A range of fiction and non-fiction titles is available in each of South Africa's official languages. Many of the books are suitable for learning a second a language. To date the project has distributed over 160 000 books. The books cover all levels of text difficulty from basic beginner (Grade 1/ABET Level 1) to the equivalent of Grade 7/ABET Level 3.

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<sup>64</sup> Division for Lifelong learning (2003) *Juggling to learn: Planning for success*, Cape Town: DLL, University of Western Cape

<sup>65</sup> Project Literacy Annual Report 2002, <http://www.projectliteracy.org.za/>

<sup>66</sup> <http://www.nrp.und.ac.za>

Efforts to promote a reading culture include running workshops for teachers, policy makers, government officials and ABET practitioners on the use of readers in the classroom.

The NRP also transfers expertise to African language editors and writers in intensive residential writing training workshops. Stories written in these workshops are selected for publication.

## **8. Future Actions and Concrete Targets for 2009**

### **8.1. Department of Education plans for Adult Education and Training provision.<sup>67</sup>**

The Education for All report of 2002 provides the following plans of the Department of Education for Adult Education and Training provision including ABET for 2002 to 2015.

The 2001 National Census will, in 2003, provide a basis for assessing the impact that literacy and adult basic education and training initiatives have had on the population in the last five years, but already, comprehensive plans are in place to reach learners and improve participation in Adult Basic Education and Training to consolidate the gains made in funding and in participation in a systematic way. These interventions are listed below.

The reach of ABET programmes will be expanded and more agreements will be signed with School Governing Bodies to use their facilities for adult education and training programmes. This will maximise the reach of ABET programmes with minimal initial capital investment.

The skills development aspect of adult education and training will be elaborated with more attention paid to entrepreneurial and agricultural programmes which will assist in self-employment and labour market participation of graduates, particularly female graduates.

As of 2002, 61% (or 5 600 000 people) of the workforce has NQF Level 1 or equivalent and the 2015 goal is for 80% of the workforce to have this qualification through expansion of access to ABET programmes. Already, several ABET learnerships and unit standards have been registered in the areas of natural science, economic and management sciences, arts and culture, language, literacy and communication, mathematical literacy, human and social sciences, life orientation, applied agriculture and agricultural technology, travel and tourism, environmental management, food and beverages, and healthcare.

The relatively large population of school-going age and therefore pressure on public provision of social services means that the relatively large schooling sector in South Africa gives rise to real pressures within the education sector

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<sup>67</sup> Department of Education (2002) *Education for all Status report 2002 SOUTH AFRICA incorporating country plans for 2002 to 2015* – draft version, Pretoria, Department of Education:56-57

and on adult education and training in general. Education and training partners (including employers, will necessarily need to redouble their efforts to improve quality and expand access, to at least the 4.5 million more people nationwide who were not functionally literate (or who had not participated in Grade 6) by 2015.

The EFA goal of halving the illiteracy rate means an average increase in the number of people aged 15 and over who are functionally illiterate by just under 470,000 yearly from 1996 in order to halve the illiteracy rate. This is equivalent to increasing the national functional literacy rate to 83% by 2015 for people aged over 15 years old, from 1996 values of 67%, and increasing the functional literacy rate of 15 to 24 year-olds from the 1996 levels of 83% to 92% by 2015. This assumes a modest population growth of 1.44% (as observed in the respective cohorts in recent years) but a more vigorous growth (of about 2.5%) in the number of literate people aged 15 or over. By 2015, then, of the estimated population of 53 million people, 34 million will be aged 15 years and over and 28 million of these over-15-year-olds will need to be functionally literate if the EFA goal is to be achieved.

South Africa is on track to achieve the literacy target as long as the number of learners graduating from Grade 9 (particularly when the General Education and Training certificate is implemented) remains at levels above the 470, 000 mark per year. However, as well as being committed to improving literacy rates, the Department of Education, is committed to expanding lifelong learning adult education and training opportunities, particularly in partnership with SETAs, non-governmental and private organisations. This will enable the EFA targets to be achieved before 2015 for adult basic education as well as adult education and training.

Currently, information on Adult Education and Training activity is done by the Department of Education and Labour, but the national Census also provides the means to verify education levels in the general population. The challenge will be to enable and enhance the reporting of education levels by ABET levels (within NQF level 1) in the general population.

### ***Plans for Adult Education and Training Provision including ABET by 2005***

**Literacy.** A recruitment and training drive for learners and volunteer educators will be completed by 2005 with the target enrolment of 68 000 learners in 4 500 literacy units nationwide by 2005. Language-relevant materials will be developed and applied in all the curriculum areas and used in the Literacy units and a management system for literacy programme delivery would be developed by 2005 to ensure sustained quality of delivery, freely available resource material, and appropriate learner assessment and educator support material.

**Adult Basic Education and Training Provision (ABET).** The retention rates of ABET learners in the education system is notoriously problematic and a social mobilisation campaign will be implemented to encourage participation

and completion of ABET programmes. A development programme for ABET practitioners will be finalised and translated into accredited training programmes and an audit of development needs of ABET officials will be completed to inform the development of accredited training programmes for officials. By 2005, a system for assessing and monitoring the functionality of Public Adult Learning Centres will be established as well as a system for development, provision, procurement and retrieval of Adult Learning and Teaching Support Materials. Availability of reading materials seriously hampers the sustainability of education programmes and the Department of Education has identified an improvement in access to basic materials and media resources as a target with all Public Adult Learning Centres fully equipped for ABET provision by 2005.

**Adult Education and Training.** By 2005, 30,000 in key development nodes would have been enrolled in Agriculture and Small, Micro and Medium Enterprise programmes. This figure will increase after 2005 in other development nodes.

In addition to these plans and those of the Department of Labour, which have already been elaborated, there are initiatives aimed at specific sectors in education. For example Higher Education Institutions have been set a target of having 5% of their intake as RPL candidates. This goal aims at widening access to adult learners, including workers and older adults

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### **University based Adult Education Programmes**

University of Cape Town	<a href="http://www.uct.ac.za/faculties/ched/about.php">http://www.uct.ac.za/faculties/ched/about.php</a>
University of Natal	<a href="http://www.und.ac.za/cdal/comdev.html">http://www.und.ac.za/cdal/comdev.html</a>
University of South Africa	<a href="http://www.unisa.ac.za">http://www.unisa.ac.za</a>
University of Western Cape	<a href="http://www.uwc.ac.za/cace/qualifications.htm">http://www.uwc.ac.za/cace/qualifications.htm</a>
University of Witwatersrand	<a href="http://www.wits.ac.za/fac/education/aded.htm">http://www.wits.ac.za/fac/education/aded.htm</a>
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## List of Acronyms

ABET	Adult Basic Education and Training
AETASA	Adult educators and trainers association of South Africa
CHE	Council on Higher Education
DEAT	Department of Environmental Affairs and Tourism
DoE	Department of Education
ETDP	Education, training and development practitioner
FET	Further Education and Training
GETC	General Education and Training
HE	Higher Education
HEI	Higher Education Institution
NQF	National Qualification Framework
SACE	South African Council of Educators
SANLI	South African National Literacy Initiative
SAQA	South African Qualification Authority
SETA	Sector Education and Training Authorities