

Policy Document on Adult Basic Education and Training

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PREAMBLE

The national Department of Education seeks to register its deep commitment to adult education and training. In publishing this policy document, the Department marks a third year of policy-formulation. Our policy is the product of intensive work, involving rigorous debate, consultation and participation from stakeholders representing the Adult Basic Education and Training (ABET) field in South Africa.

Up until now policy-formulation has focused mainly on ABET which is the foundation for access to Further Education and Training (FET) and employment. Prior to January, 1997 the national Directorate's domain was ABET. This has been broadened so as to allow the Directorate to respond to adults' on-going need for life-long learning. It is the intention of the Directorate to participate actively in policy-formulation and implementation within the FET field where the needs of adults for continuing education and training is to be addressed in detail. This document therefore focuses on ABET specifically. Otherwise reference will be made to Adult Education and Training (AET) in the broader, more generic sense.

The main purpose of our policy is to help practitioners and planners to promote, implement, monitor and evaluate robust ABET practice in order to ensure that ABET occupies a central place in the development of the education and training system. This must reflect our primary responsibility which is to all adult learners in South Africa.

The policy marks a further development in the ongoing process of creating an enabling environment within which ABET practitioners in government and other providers such as non-governmental organisations (NGOs) and providers in the economic sector, can continue to co-ordinate their efforts and co-operate across sectors. It is anticipated that these efforts will generate sufficient public and private will to implement a truly national ABET system in which all parties contribute to the full extent of their capacity.

EXECUTIVE SUMMARY

This is a policy document of the national Department of Education about Adult Basic Education and Training (ABET). The document is intended to provide policy guidelines on key components of an ABET system for South Africa. It seeks to provide a new and enabling framework for ABET and how it can be implemented and supported. It builds upon previous policy work (and in particular on the Interim Guidelines of 1995) that sought to redress some of the previous and calamitous lack of support for ABET and to encourage this basic foundation for lifelong learning.

This policy document contains a definition of ABET. ABET is seen as both a right (as expressed in the National Constitution) and as a functional economic necessity in a changing society which requires a citizenry engaged in a lifelong process of learning. The policy is itself shaped by broader education policy represented in the White Paper of 1995, the National Education Policy Act of 1996 and the South African Qualifications Act of 1995. The Department has, through its Adult Education and Training (AET) Directorate, engaged in a number of activities to build up an ABET system that enables ABET provision based upon principles and practices of equity, redress, development, reconstruction, access, integration, partnership, sustainable use of resources, a flexible curriculum, outcomes-based standards of attainment, the recognition of prior learning and cost-effectiveness. A plan to implement this vision is simultaneously tabled as the **National Multi-year Implementation Plan for Adult Education and Training -**

Accreditation and Provision. The *Plan* must be read in conjunction with this document. As with this policy document, the *Plan* also focuses primarily on ABET.

Institutional infrastructure

The Department has identified four forms of institutional infrastructure that should be established to support the implementation of ABET, namely:

national and provincial Education and Training Councils and the ABET sub-councils thereof;

the National Institute for Lifelong Learning Development (NILLD);

the ABET Education and Training Quality Assurer (ETQA) as a substructure of an ETQA Directorate and its provincial/ regional counterparts; and

the already formed AET Directorate in the national Department of Education and its provincial counterparts.

Lifelong Learning

Because the Department sees ABET as both part of and as a foundation for lifelong learning many of its policy concerns relate to the need for integrating ABET into lifelong learning in terms of a sustainable level of literacy, numeracy and basic (general) education and certificated career paths.

Curriculum, Assessment and Materials Development

The Department is providing a broad national curriculum framework to help the provision of quality ABET learning programmes mainly within the provisions of the South African Qualifications Authority (SAQA). SAQA has adopted an outcomes-based approach to education and training and its National Qualifications Framework (NQF) demonstrates where ABET fits in the overall education and training framework. Detailed information is either already provided or is in the process of being developed for:

levels

level descriptors

critical cross-field education and training outcomes

organising fields of learning and learning areas

unit standards

National Standards Bodies

Standard Generating Bodies

Education and Training Quality Assurers

credits

qualifications, etc.

Qualification prescriptions adopted by SAQA takes care of the notion of "core curriculum". It is stressed that because of the dominance of outcomes expressed in unit standards, there will be

no prescribed core curriculum for ABET. ABET providers thus have considerable freedom in learning programme construction and learners have equal freedom in choosing their own route to attaining the learning outcomes.

The Department also wishes to encourage practitioner's expertise in assessment and the development of mechanisms to provide recognition of prior learning.

The development of learning and support materials will receive strong departmental support, including an annual audit of ABET materials (available, in use and in production). The capacity of practitioners to develop appropriate learning and support materials will also receive attention.

The Department believes that instructional delivery should be informed by principles of learner-centredness, relevance, differentiation, redress, learner support, nation-building, non-discrimination, critical and creative thinking, flexibility and progression.

Social Mobilisation

Building on international experience, the Department recognises the need for greater social mobilisation around the vision of a society with universal basic education. Current programmes and openings with mobilisation potential are noted, including the Ithuteng Campaign, the Culture of Learning, Teaching and Services (COLTS) Programme, local government and other government departments' ABET initiatives such as Masakhane, ABET campaigns supported by the economic sector, reconstruction and development linkages and an (ABET) Education and Training Charter.

Practitioner Development

Training and orientation of ABET practitioners will receive a high priority. The Department is examining the re-deployment and retraining of school teachers to become effective ABET practitioners. A system of rewards to educators based on competence and performance rather than qualifications is currently being put in place. A process for the development of new national standards for ABET practitioners has already been initiated. Based on these new standards, a variety of programmes need to be developed, reworked and launched for in-service orientation, retraining and pre-service ABET practitioner training. Some of these programmes will be initiated and delivered in partnership with outside agencies.

Professional, Technical Support and Research

The ABET system needs to be professionalised and systematised. The Department will support these processes by strengthening professional and technical support and research in co-operation with other role-players. The relationship between research and system support is emphasised. A number of pertinent research areas are identified.

Monitoring and Evaluation

An expanded and enhanced evaluation, monitoring an information system and the development of capacity to manage and implement such a system is a priority. The policy emphasises the creation and maintenance of an efficient and effective Education Management Information System (EMIS), gives practitioners a central role in this regard and begins to put performance indicators in place. To these ends the Department will support training programmes in evaluation and monitoring for ABET practitioners.

Through this new policy the Department of Education seeks to register its deep commitment to ABET. It resolves to help to promote, implement, monitor and evaluate robust plans and practices in the sector as a whole. It is the intention of the Department that ABET occupies a central place in the development of South Africa through provision of quality education and training opportunities for all our people.

ACRONYMS

ABET Adult basic education and training

AET Adult education and training

COSATU Congress of South African Trade Unions

COLTS Culture of Learning, Teaching and Services

DOE Department of Education

EMIS Education Management Information System

ETQA Education and Training Quality Assurer

FET Further Education and Training

GETC General Education and Training Certificate

LASM Learning and support materials

NGO Non-governmental organisation

NILLD National Institute for Lifelong Learning Development

PILLD Provincial Institute for Lifelong Learning Development

NSB National Standards Body

NTB National Training Board

NQF National Qualifications Framework

RPL Recognition of Prior Learning

SAQA South African Qualifications Authority

SIM System of Integrated Materials

Chapter 1

INTRODUCTION

Education is an essential component of the reconstruction, development and transformation of South African society. The government's policy for Adult Basic Education and Training (ABET) must be understood within the overarching goal of building a just and equitable system which provides good quality education and training to adult learners throughout the country.

The Bill of Rights in the Constitution of the Republic of South Africa (1996) enshrines the right of all citizens "to a basic education, including adult basic education, and to further education, which the state, through reasonable measures, must make progressively available and accessible".

The White Paper on Education (1995) clarifies that "the right to basic education ... applies to all persons, that is to all children, youth and adults. Basic education is thus a legal entitlement

to which every person has a claim...".

Adult basic education and training (ABET), the primary focus of this document, introduces a culture of learning and provides the foundations for acquiring the knowledge and skills required for social and economic development, justice and equality. ABET provides access to further and higher education and training and employment. The term 'adult basic education and training' or ABET "subsumes both literacy and post-literacy as it seeks to connect literacy with basic (general) adult education on the one hand and with training for income generation on the other hand".

Thus ABET precedes further education and training (FET). Taken together ABET and FET, the two components of adult education and training (AET), progressively initiates adult learners onto a path of lifelong learning and development.

1.1 ORIGINS OF THIS POLICY FRAMEWORK

The formulation of a policy for ABET has been part of the larger process which put in place new policy frameworks for all aspects of the education and training system in a democratic South Africa. The following initiatives which took place in the first half of the 1990s were particularly important in generating the current conceptualisation of ABET:

the National Education Policy Investigation (NEPI) which took place under the auspices of the National Education Co-ordinating Committee

the Congress of South African Trade Union's Participatory Research Project

the National Training Strategy Initiative undertaken by the National Training Board

the Conference held by the South African Committee for Adult Basic Education (SACABE) in November 1993

the Implementation Plan for Education and Training developed by the Centre for Education Policy Development and the African National Congress prior to the country's first general election in 1994 and

the ANC's Education and Training Policy (1994).

In September 1995 this work culminated the adoption of *A National Adult Basic Education and Training Framework: Interim Guidelines* as interim policy by the Minister of Education, Professor Sibusiso Bengu. On this basis, the Department of Education was able to launch its Ithuteng (Ready to Learn) campaign in 1996 as the first pilot ABET programme nation-wide.

The process has delivered two key outcomes: a common vision for adult basic education and training, and agreed curriculum goals. This is a significant achievement in a sector which was previously fragmented. The outcomes are a function of the experience and reflections contained in submissions made by stakeholders to the Department of Education as well as the empirical evidence obtained from the field during 1996 and 1997.

1.2 POLICY GOALS

This policy framework provides for an ABET system within which the various elements that impact on effective delivery can be articulated and harnessed. In so doing it recognises the roles to be played by a multiplicity of stakeholders from the public (state), non-governmental and private (economic) sectors. It is envisaged that the new policy will serve the needs of a diverse range of learning constituencies. They include organised labour in the formal economy; self-employed and under-employed people; unemployed youth and adults in the urban areas and settlements; the rural unemployed; and women heads of households in both urban and

rural areas.

Above all, the policy seeks to develop an enabling environment in which high quality ABET programmes can flourish throughout the country. This it does through providing guidance to providers, rather than through control and prescriptive measures. It is thus envisaged that policy development in this field will be an ongoing process influenced by three main measures:

the accumulation of experience,

the development of discourse and

the systematic reflection on the implementation of legislative and executive measures.

1.3 THE ABET LEARNING AND TEACHING CONTEXT

South African governments of the past put in place policies designed to limit access to education for blacks and paid very little attention to literacy. The consequence today is a legacy of some 9,4 million adults with less than 9 years of schooling, who express the desire and have the ability to (re)enter the education and training system. For this significant section of our population new policies must not only open the doors of learning, but also provide them and their families the opportunity to access the means to life.

As a result, the current socio-economic context for potential and existing learners (especially for/in adult basic education and training programmes) reflects extreme inequalities in levels of income, high unemployment and overwhelming poverty. The lowest 20% of income earners access 1,5% of the national income (as compared with the wealthiest 10% of households which receive 50%). Between 36% and 53% of South Africans fall below the poverty line. Furthermore, poverty is overwhelmingly racial in character: 95%

of the poor are African; 65% of Africans live in poverty. Roughly 33% of the coloured population live in poverty compared with 2,5% of Asians and 0,7% of whites.

The policies of former governments fragmented education and training into different ethnic and racial sub-systems with unequal allocation of resources. This resulted in poor quality education in black schools and the condemnation of millions of adults to illiteracy, effectively limiting the intellectual and cultural development of the country as a whole.

On the one hand apartheid state adult education provision was largely a second chance schooling system based on a primary or secondary school curriculum unsuited to the needs of adult learners. Non-governmental organisations, churches and political organisations who attempted to provide meaningful and appropriate adult education and training programmes on the other hand, were subjected to particularly severe repressive measures.

The years of neglect and the lack of a comprehensive system for adult basic education and training today present the following consequences:

There are no national standards of provision. As a result, efforts to provide ABET are fragmented, and programmes have minimal impact.

There has been little or no recognition of the adult education sector as a whole, nor, in particular, for the educators of adults.

ABET provision has suffered from an inadequate infrastructure and support system with minimal resources.

There have been very few attempts to link ABET to development and training. As a result, no inter-departmental and institutional linkages exist within government, the private sector and

non-governmental organisations.

State-provided adult education has had an inappropriate, narrow, formal school focus and, despite its location in the schooling environment, adult education has not been able to draw meaningfully upon the professional educational resources and infrastructure of the formal school system.

These factors have made it impossible to treat ABET as a coherent system of teaching and learning. In 1995/6 a total of 335 481 adult learners were participating in ABET programmes throughout the country. While this figure is higher than was previously estimated, it is extremely low even if South Africa aims to achieve universal adult basic education within a reasonable period of time.

A major indicator of government's commitment to adult education is the ratio of expenditure on adult education as compared with overall education expenditure. However, evidence from the 1995/96 financial year suggests that the ratio is still very low: the majority of provinces spent less than 1% of their overall education budgets on adult education. Only two provinces spent more: Mpumalanga spent 2,2% (R33m) on adult education and Gauteng spent

1,1 % (R51m).

Government's commitment to lifelong learning and basic education and training for all needs to translate into sustainable mechanisms for the delivery of effective learning and teaching. It is the intention of this policy framework to put in place a system that will begin to make ABET a reality for all who require it.

Chapter 2

FOUNDATIONS FOR AN ABET POLICY

2.1 THE APPROACH TO ABET

2.1.1 Defining Adult Basic Education and Training

Definitions of literacy which have emerged over the last two decades have been conceptualised in functional terms and tend to fall into one of two categories: either literacy is defined as enabling individuals and groups to become generally functional in their own societies, or literacy is defined as part of economic functionality to promote higher productivity and to contribute to development.

As was pointed out in Chapter One, it has more recently been suggested that the term adult basic education and training' subsumes both literacy and post-literacy as it seeks to connect literacy with basic adult education on the one hand and with training for income generation on the other hand.

Furthermore, as we begin to look beyond adult basic education and training to adult education and training more broadly, there is a need to draw the linkage with lifelong learning and development as well.

In 1990, the World Conference on Education for All sponsored by the United Nations, defined literacy in ways which are relevant to countries' specific social and cultural contexts. The intention behind this approach was to enable practitioners to separate non-literate from literate people and to monitor the progress of various levels of learners. It was recognised that planners and policy makers need information about the overall status of literacy in

communities, regions and population sectors to be able to plan initiatives and evaluate results and outcomes. Article 1 of the Declaration thus makes the following statement on basic

learning needs:

"Every person child, youth and adult shall be able to benefit from educational opportunities designed to meet their basic learning needs. These needs comprise both essential learning tools (such as literacy, oral expression, numeracy and problem solving) and the basic learning content (such as knowledge, skills, values, and attitudes) required by humans beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning. The scope of basic learning needs and how they should continue to be met varies with individual countries and cultures, and inevitably, changes with the passage of time".

In the White Paper on Education, the Department of Education associates itself with this statement. Basic education must be defined in terms of learning needs appropriate to the age and experience of the learner. Basic education programmes should therefore be flexible, developmental, and targeted at the specific requirements of particular learning audiences or groups, and should provide access to a nationally recognised qualification.

This position was further refined at the CONFITEA Conference in Hamburg in July 1997 where countries of the world agreed that:

"All citizens throughout the world have the active capacity to shape the 21st century, and the creation of a learning democracy in which each woman and man has the means to lifelong self development is of utmost importance. This conference also recognised and reaffirmed the role of adult education in responding to profound changes taking place in the world, including shifting work patterns, changes in the role of the state and the growth of knowledge-based societies."

The Department of Education's national definition of ABET in South Africa is:

Adult basic education and training is the general conceptual foundation towards lifelong learning and development, comprising of knowledge, skills and attitudes required for social, economic and political participation and transformation applicable to a range of contexts. ABET is flexible, developmental and targeted at the specific needs of particular

audiences and, ideally, provides access to nationally recognised certificates.

2.1.2 Integrating Education and Training into Lifelong Learning

The Department of Education is committed to lifelong learning on the basis of an integrated approach to education and training. This moves away from the artificial, horizontal and rigid divisions between concepts such as 'academic' and 'applied', 'theory' and 'practice', 'knowledge' and 'skills', and 'hand' and 'head' which have long characterised the organisation of curricula and the distinction between education and training opportunities in South Africa. Consensus has been built between the Departments of Education and Labour and other stakeholders around a conception of lifelong learning which will ultimately be achieved through the National Qualifications Framework. This conception is both horizontally integrated and vertically, or even diagonally, progressive. This means that learners can progress through an integrated education and training system from non-literacy through to accessing general, further and higher education and training along a continuum of learning opportunities presented on the National Qualifications Framework..

The new education and training system in South Africa emphasises the formal articulation of education and training through the National Qualifications Framework. In the context of adult learning, however, it is important that lifelong learning encompasses both the formal and the more non-formal or informal, developmental approaches to lifelong learning. This is essential in order to ensure that learners can use the knowledge, skills, values and attitudes learnt through ABET in their daily lives.

2.1.3 Foundations laid to date

Government recognises that "for youth and adults, the availability of basic education would not necessarily be in the form of schools, but in the form of education and training programmes appropriate to personal circumstances of adult learners".

Responsibility for the provision of education (other than higher education and training provision) rests with the provincial governments. In meeting its constitutional obligation, the national Department of Education intends to work closely in support of the provincial departments who will plan and co-ordinate the implementation of adult education and training provision in both the General and Further Education and Training bands. The Department will also work with the National Youth Commission and with the proposed National Education and Training Council and Adult Basic Education and Training sub-council.

To this end, the Department of Education has:

established a national Directorate for Adult Education and Training

established a National Stakeholders' Forum to advise the Department of Education

directed provinces to set up ABET directorates or sub-directorates

announced interim curriculum guidelines to direct pilot provision of ABET

launched an Ithuteng campaign to pilot large-scale delivery of ABET

engaged in curriculum development and standards setting

set about transforming state adult learning centres to deliver ABET

allocated resources to implement the Ithuteng campaign

covered a national Adult Education and Training Conference (April 1997)

developed a national multi-year implementation plan for ABET.

2.2 POLICY FORMULATION IN ABET

The formulation of policy in ABET is shaped by three policy frameworks which are already in place: the National Education Policy Act No. 27 of 1996, the White Paper on Education (1995) and the South African Qualifications Authority Act No. 58 of 1995.

2.2.1 The Policy Context

The jurisdiction of the Minister of Education in making national policy is set out in the National Education Policy Act No. 27 of 1996. The Minister has the power to determine education policy in accordance with the Constitution [subject to provision in section 3(1) and (4)], and to determine national policy in all areas of planning, provisioning, financing, staffing, co-ordination, management, governance, programming, monitoring and evaluation and the well-being of the education system. This means that in developing policy for the systemic provision of ABET, the Minister is specifically responsible for:

education management information systems, including the provision of data in accordance with international obligations of government

the organisation, management and governance of the system facilities, finance and development plans, including advice to the Financial and Fiscal Commission

innovation, research and development

the ratio between educators and students

the professional education and accreditation of educators

the minimum numbers of hours per day and days per year during which ABET shall be provided for different phases of education in education institutions

curriculum frameworks, learning programmes, learning standards, examinations and the certification of qualifications subject to the provisions of any law establishing a national qualification framework or certifying or accrediting body

language in education

co-operation between the Department and other state departments, provincial education departments, local government, and non-governmental organisations.

The National Education Policy Act of 1996 also outlines a number of Directive Principles which would shape the nature of ABET provision. It would need to advance and protect fundamental human rights, in particular the right "of every person to basic education and equal access to education institutions and the right of every student to be instructed in the language of his or her choice where this reasonable and practicable." Furthermore, ABET should

"contribute to the full personal development of each student, and to the moral, social, cultural, political, and economic development of the nation at large, including the advancement of democracy, human rights and the peaceful resolution of disputes". The Directive Principles stress the need to achieve equitable education opportunities and redress for past inequality of education provision; this includes the promotion of gender equality, the advancement of the status of women, and endeavouring to ensure that no person is denied the opportunity to receive an education to the maximum of his/her ability as a result of physical disability.

Other Directive Principles stated in the Act are the encouragement of lifelong learning; achieving an integrated approach to education and training within the National Qualifications Framework; cultivating skills, disciplines and capacities necessary for reconstruction and development; recognising the aptitudes, abilities, interests, prior knowledge and experience of learners; encouraging independent and critical thought; enhancing the quality of education and educational innovation through systematic research and the development of education; monitoring and evaluating education provision and performance; training educators and education managers; achieving close co-operation between the national and provincial governments on matters which include the development of capacity in the provincial Departments of Education; and the effective management of the national education system.

2.2.2 Principles of Good Education Practice

The Department of Education commits itself to interpreting the constitutional guarantee to basic education in terms of an open learning approach. In this regard it cites the following principles of good educational practice which should inform all initiatives in adult education and training:

learner centredness

lifelong learning

flexibility of learning provision

the removal of barriers to access learning

the recognition of prior learning and experience

the provision of learner support, and

the maintenance of rigorous quality assurance over the design of learning materials and support systems.

2.2.3 THE NATIONAL QUALIFICATIONS FRAMEWORK

The South African Qualification Authority has been established by the South African Qualifications Authority Act No. 58 of 1995. Its purpose is to oversee the evolutionary and participatory development of the National Qualifications Framework through consensual and consultative decision-making. It will enable public and private sector education and training providers to assist in establishing appropriate national standards in their specialist fields through accrediting bodies. Providers will seek recognition for their programmes in terms of such defined standards to enable learners to earn credits towards national qualifications.

ABET policy will be formulated within the eight levels outlined by the National Qualifications Framework and provision will need to embody the seven critical cross-field education and training outcomes defined by the South African Qualifications Authority.

2.3 PLANNING GUIDELINES

The overarching implementation goal is to put in place a fully functioning system of ABET.

Planning for the provision of ABET must be informed by a people-driven approach to development and needs to be systemic and systematic, drawing on all forms of resources: conceptual, human, material, institutional and time resources. Planning processes will include the development, implementation and delivery of institutional and infrastructural arrangements; a national curriculum framework and standards; learning and teaching materials; training and human resource development; teaching and learning support; social

mobilisation and advocacy; technical and professional support; monitoring, assessment and evaluation.

The vision, principles, values, aims and objectives of ABET are located within the Reconstruction and Development Programme and the National Education Policy Act (1996).

2.4 PRIORITISING ABET

The need to prioritise ABET is acknowledged by the Directorate. This acknowledgement has further been expressed through the Directorate's motivation for a distinct Adult Basic Education Act to unify the policies and regulatory procedures of an ABET system and to secure the sustainability of ABET delivery. The above broader planning guidelines for ABET are spelt out below as ABET specific policies and for planning purposes. Further details are encapsulated in the *National Multi-year Implementation Plan*. The *Plan* aims at reversing the historic neglect of ABET in particular. Thus the *Plan* provides a national organising framework to set clear targets and time frames for extending the provision of ABET so as to significantly reduce illiteracy in South Africa within the next ten years.

2.4.1 A Vision for ABET

The Department of Education has formulated the following vision for adult basic education and training:

A literate South Africa within which all its citizens have acquired basic education and training that enables effective participation in socio-economic and political processes to contribute to reconstruction, development and social transformation.

2.4.2 Principles for ABET Provision

The core values adopted for South Africa are human dignity, liberty and justice, democracy, equality and national development. The overarching core values for ABET are thus interpreted as follows:

Equity and Redress

The development of a comprehensive national ABET system which addresses national, provincial and local needs to redress the inequalities created by apartheid.

Democracy

Basic education for youth and adults is a prerequisite for a truly democratic society because it prepares people for full and active participation in society.

Development and Reconstruction

The planning and implementation of large scale delivery of ABET is an important tool in the process of social transformation and a foundation for economic growth.

Access

ABET, as with access to general education, is a fundamental human right and should form the basis of lifelong learning. Specific measures should be taken to ensure access for special target groups: disadvantaged women, women with special needs, disadvantaged youth, youth with special needs and disadvantaged learners with special learning needs, so as to redress historical imbalances. Individuals should be enabled and encouraged to participate voluntarily in adult basic education and training programmes. Workers should have the right to Paid Education and Training Leave in line with International Labour Organisation convention.

Development and Integration

ABET should form part of a coherent national development policy. In particular, it should form part of an integrated education and training system which allows and enhances opportunities for learners to move and transfer across different institutions, contexts and sub-systems. ABET should link to development programmes, employment creation initiatives, further education and training opportunities, and allow for career-pathing.

2.4.3 Responsibilities and Participation

The principal responsibility for putting in place an adult basic education and training system lies with government. Government has a responsibility to report to all South Africans on the achievements of ABET provision, especially in respect of the opening of access to ABET for all.

Employers have a concomitant responsibility for ensuring access to ABET programmes at least for their employees and, preferably, for the communities from which employees are drawn.

Where *non-governmental organisations* provide ABET, they should be encouraged to work within the framework of national development objectives, priorities and standards.

Civil society, including the private sector, trade unions, providers, non-governmental organisations, learners and community structures have a right and a responsibility to participate actively in the policy formulation, planning, implementation, monitoring and evaluation of ABET programmes. Incentives need to be put in place within civil society to encourage the delivery of ABET programmes on a large scale.

2.4.4 Resource Usage

Planning processes should make resources and facilities available for the on-going support of learners and ABET practitioners. Such resources should include guidance and counselling for both learners and educators.

Maximum use should be made of existing facilities and human resources. Linkages should be established between the Department of Education and all other government departments, the economic sector and non-governmental organisations with a view to achieving the optimal use of existing infrastructure.

2.4.5 A Flexible Curriculum

The new education and training system is based on an Outcomes Based Education and Training Curriculum Framework. This has as its starting point the intended outputs (specific outcomes) of learning as opposed to the input-driven approaches of traditional education and training curricula. The ABET curriculum framework sets out a philosophical and organisational framework and includes all aspects of teaching and learning (see Chapter 5).

2.4.6 Developing Standards

A national standard is a registered statement of desired education and training outcomes and their associated assessment criteria. ABET providers should work towards achieving national standards so as to provide learners with access to further education and training.

The process of developing national standards for ABET should be practical, should take place within realistic time frames and should emphasise transparency.

National and provincial stakeholders must be included and need to participate on an informed basis; where necessary, capacity building amongst stakeholders should take place, ensuring skills transfer and redress, so as to achieve this goal. Specialists in fields relevant to adult

basic education and training should be invited to participate sensitively in the standard setting process, with due regard for the values and principles outlined above.

Existing initiatives in ABET have a key role to play in the development of standards and curricula, while the use of a cross-section of international examples is encouraged in order to broaden thinking around developing national learning outcomes.

2.4.7 ABET Practitioners

The key role and function of an ABET practitioner is to enable adult learners to gain new skills, knowledge and attitudes. In so doing, practitioners need to recognise and organise the prior knowledge and skills which learners bring to the learning process, and enable learners to make sense of their experience within the context of rapidly changing world. They must also provide learners with the tools required to access lifelong learning and, in so doing, contribute towards community, provincial and national development.

The development and support of ABET practitioners should take place according to the principles of lifelong learning, national norms and standards, and must form a central part of the adult basic education and training system.

2.4.8 Recognition of Prior Learning

On the basis of national standards as registered on the National Qualifications Framework, recognition will be given to the prior learning and experience which learners have obtained through formal, non-formal and informal learning and/or experience.

2.5 AIMS AND OBJECTIVES FOR IMPLEMENTATION

The national Department of Education is committed to providing ABET to adults and out-of-school youth with inadequate or no formal schooling and ensuring access to opportunities for further education and training and lifelong learning. Specifically it aims to achieve the following:

- a. Link ABET to the development of human resources within the national development programme aimed at restructuring the economy, addressing past inequalities and the building of a democratic society.
- b. Provide general education as the basic foundation that enables learners to develop their full potential and to engage in opportunities for further education and training and lifelong learning.
- c. Develop a framework for the recognition of prior knowledge, skills and abilities gained through life experience.
- d. Develop a curriculum framework that will equip learners with the knowledge, attitudes, skills and critical capacity to participate fully in all aspects of society. Specifically, the curriculum framework must enable individuals to :
 - develop literacy, language and communication skills in one or more languages
 - develop numeracy and mathematics skills
 - develop a critical understanding of the society in which learners live
 - develop a critical understanding of the context in which learners live, work and interact with others at a local, national and global level

- develop technical and practical skills, knowledge and understanding
 - develop an understanding of the world of science and technology.
- e. Co-ordinate the development and implementation of national standards in relation to the National Qualifications Framework. This requires the articulation of ABET with mainstream education and training provision.
- f. Organise ABET programmes within three sub-levels within NQF Level 1 of the National Qualifications Framework, leading to the attainment of the General Education and Training Certificate at NQF Level 1.
- g. Provide opportunities for learners to develop themselves in order to improve the quality of their lives and their communities as part of the central objective of the Reconstruction and Development Programme, alongside the meeting of basic needs, democratising society and growing the economy.
- h. Facilitate partnerships between government departments, the economic sector and civil society in order to stimulate development initiatives and to embark on the expansion and qualitative improvement of the education and training system.
- i. Encourage linkages between ABET programmes and training in marketable skills to ensure that, where possible, learners are enabled to enter the formal economy and or initiate self-employment.

Chapter 3

INSTITUTIONALISING ABET

The new democracy in South Africa inherited the bureaucracy designed by apartheid to serve the interests and needs of a small minority. Not only is a massive expansion of infrastructure required to service the needs of all South Africans, but also an expanding economy to finance institution building and organisation development, particularly for the needs of the poorest and most disadvantaged communities in our society.

Policy commitments to integrate education and training are being realised following the passage of the South African Qualifications Authority Act No.58 of 1995. The South African Qualifications Authority is now in place. Sub-structures such as an ABET Education and Training Quality Assurer (ETQA) within an ETQA Directorate has been agreed upon. Other sub-structures i.e. the National Standards Bodies and Standards Generating Bodies are emerging. They will soon be fully established to assist education and training sectors with the setting of standards required to implement the National Qualifications Framework.

3.1 INSTITUTIONAL INFRASTRUCTURE FOR ABET WITHIN THE

DEPARTMENT OF EDUCATION

Recognising the need for ABET and working towards the realisation of the vision for ABET and its accompanying policies and plans require the building of appropriate infrastructure within the national and provincial departments of education. The national Department of Education is currently addressing this within the parameters of its broader restructuring programme. The limitations of the institutional infrastructure for ABET at provincial level are also under consideration. In terms of the Constitution, budgets for plans and the corresponding infrastructure are developed at provincial level.

The institutional infrastructure for ABET has four components:

a. **National and Provincial Education and Training Councils** are being planned to co-ordinate the wide range of interests in the education and training sector. These structures make provision for sectoral sub- councils which could include an ABET sub-council. An ABET sub- council would fit in comfortably with the overall aim of the Council which is to effect structural linkages between sectors, government departments and various stakeholders.

b. **The ABET sub-councils** are viewed as an essential mechanism to mobilise support and resources for the sector's ongoing development.

Other roles include:

developing ABET implementation plans

advocating the importance of ABET, creating awareness and encouraging debate

mobilising the human, physical and financial resources to strengthen provincial implementation plans, across government departments, and at all stakeholder levels

making recommendations to the education and training council(s) concerning legislation relating to matters falling within their terms of reference.

c. **The National Institute for Lifelong Learning Development (NILLD) and its provincial counterparts (PILLDs)** will interact with the ABET (sub-)council(s) to build an adequate institutional infrastructure for ABET, through partnerships and co-ordinating committees at different levels of the Department of Education. More generally, the main functions of the NILLD will focus on building effective learning institutions through the development of strategies and human resources for:

learning programmes

assessment

materials

educator support

recognition of prior learning

education management development, and

pilots and evaluation studies.

d. **The A(B)ET (Sub-)Directorates** are new institutions in the national and provincial Departments of Education. As such, they need to develop operational goals towards institutionalising a fully functioning ABET system. This will require careful co-ordination and an integrated approach towards the work of the different divisions and sections in the Department which are needed by the ABET system. Finally, institutions and organisations serving the needs of ABET must develop into Adult Education, Training and Development organisations.

3.2 OPERATIONAL PRIORITIES

This policy document is issued simultaneously with a ***National Multi-year Implementation Plan for Adult Education and Training: Provision and Accreditation***. This *Plan* fits within the overall corporate plan of the Department of Education . It makes contributions to:

the development of an institutional infrastructure for ABET

linkages between the formal schooling sector and ABET.

The immediate priorities for the Department in creating an enabling environment and infrastructure for ABET provision are the following:

the resourcing of ABET

establishing operational goals and targets within clear time frames

clarifying roles for public and economic sector stakeholders that are appropriate for the ABET system and the context in which these functions are to be performed

reviewing the quality of existing ABET provision in all state sectors

piloting projects that will support a large-scale ABET and servicing the need for provision of FET (for adults)

developing a resourcing policy for ABET

facilitating the development of a legislative framework for the provision of ABET and FET (for adults)

analysing cost implications and developing budgets and projections including strategies to obtain the necessary resources

establishing an ABET sub-council

putting in place plans and strategies for social mobilisation campaigns, programmes and/or projects

implementation of the multi-year plan.

Chapter 4

INTEGRATING ABET INTO LIFELONG LEARNING

Lifelong learning is a continuous process which stimulates and empowers individuals to acquire and apply the knowledge, skills and attitudes required to realise their full potential. In making ABET the first stage in a process of lifelong learning for adults, the following objectives need to be realised:

develop an interface between the ABET levels on the National Qualifications Framework within the General Education and Training band so as to provide a learning path into Further Education and Training

make provision for the ongoing application of skills and knowledge acquired by those learners who do not choose, or do not have access to, continuing education pathways.

These objectives should, however, not be viewed in a technical manner. Rather, they should be seen as part of a larger developmental vision in which ABET acquires real meaning in the context of lifelong learning. Research carried out by the national and provincial Institutes of Lifelong Learning Development as well as stakeholders, providers, other development players

and educators, should give form to this developmental vision. The research should focus on the formal and informal articulation of learning and should also include an academic component.

Furthermore, through the recognition of localised, non-accredited, short-term developmental skills training and other initiatives, provision needs to be made for the ongoing application of skills and knowledge acquired at the lower levels,. This involves conceptualising lifelong learning development within the context of broader community development strategies and points to the importance of developing self-instructional materials and learning programmes.

4.1 PLANNING FOR LIFELONG LEARNING

The Department of Education views the attainment of the General Education and Training Certificate as the benchmark for a sustainable level of literacy. To this end, the Department is committed to moving away from conventional approaches to literacy. Instead, the Department proposes that literacy and numeracy form an integral part of all twelve organising fields proposed by SAQA and in accordance with the prescriptions laid down by SAQA for obtaining a General Education and Training Certificate.

The Department is in the process of establishing the national and provincial Institutes for Lifelong Learning Development to assist with research, development and capacity building for the provincial implementation of the *Multi-year Plan*. Further plans must be developed to encompass lifelong learning more broadly.

The Department will also facilitate terms of reference for interdepartmental collaboration which will have as its main goal the establishment of programmes to integrate the training component into adult education, and especially ABET provision.

In the long term, the Department of Education will develop institutional delivery mechanisms, including distance education, skills training programmes, and the provision of leadership in respect of larger-scale ABET programme development.

The Department of Education will seek to influence non-governmental organisations and industry providers to co-ordinate their programmes in partnership with other stakeholders. The intention here is to make significant impact on the levels of illiteracy within the workplace and in communities. To this end, the Department will need to make policy interventions to foster

development in the following areas:

the promotion of collaborative mechanisms for small, micro and medium enterprises

customised learning paths

qualifications and unit standards for registration on the National Qualifications Framework, and

the evaluation and expansion of programmes within the context of human resource development, including Paid Education and Training Leave.

4.2 INSTITUTIONAL DELIVERY MECHANISMS

In promoting the development of institutional delivery mechanisms, the Department is deeply committed to a culture of learning, teaching and services, the affirmation of the value of informal knowledge (underpinned by the provision of a framework and guidelines for the recognition of prior learning), and to the acquisition of knowledge, skills and attitudes through planned learning pathways.

The National Institute for Lifelong Learning Development, located in the Department of Education, intends to provide a co-ordinating framework for curriculum development, assessment, special projects, in-service training, resource information, guidance and counselling services.

The Department of Education believes that to ensure good quality provision, training and capacity building programmes in the following areas should be made available to educators, field supervisors and administrators at provincial level as well as regional/ area/ district/ circuit ABET specialists:

using demographic directories in the implementation of ABET programmes

planning, curriculum development, in-service training, subject advisory services, information technology, examinations, administration and finance

establishing community-level ABET and development committees

community-based action research programmes

needs-based skills training programmes to stimulate the transfer of knowledge and skills in line with the Skills Development Strategy of the Department of Labour

establishing linkages with early childhood development, formal schooling and the integration of ABET skills for self-development and the nurturing of quality circles

collaborating with provincial library services around ABET provision

social mobilisation

putting in place other sub-systems referred to in this document.

Chapter 5

A CURRICULUM FRAMEWORK, ASSESSMENT AND MATERIALS FOR ABET

5.1 A BROAD NATIONAL CURRICULUM FRAMEWORK

The Ministry of Education is providing a broad national curriculum framework which seeks to support curriculum development at both national and provincial levels. The principles and guidelines of this framework provide both a philosophical base and an organisational structure for the growth of various curricula in different contexts. The framework serves as a reference point for the development of education and training programmes that will improve

the quality and extent of ABET provision.

This curriculum framework and the matching qualifications framework (the National Qualifications Framework) has adopted an outcomes-based approach to education and training because it is believed that it will best serve the transformation and integration of the education and training system in South Africa.

5.2 OUTCOMES-BASED EDUCATION AND TRAINING

An outcomes-based approach is characterised by the following features:

an emphasis on the results of learning (outcomes)

a focus on learning by doing, and on what learners can do as well as learning of content

opportunities for the recognition of prior learning

an emphasis on the applications of learning in new and different contexts.

Because the curriculum framework emphasises the **outcomes** of learning rather than the means or way of learning, it is acknowledged that learners will be able to attain the learning outcomes through a wide range of experiences encountered in a variety of contexts. Learners will be able to attain these outcomes at different rates of learning in a wide and rich variety of programmes developed at national, provincial and local levels.

5.3 LEARNING PROGRAMMES

The term **learning programme** has been adopted by the national Department of Education to refer to an education or training programme, course or set of course modules or course units through which learners can achieve agreed upon learning outcomes (spelt out in **unit standards**). It is termed a *learning* programme to stress that the focus is upon the *outcomes* the *learner* will achieve rather than the syllabus or content that will be *taught* by a *teacher*. A number of alternative learning programmes may equally well meet the need to help the learner achieve the specific outcomes.

Programme developers will need to plan for a range of learner options and interests. They will need to take into account the immediate individual and family needs of learners together with the need for them to have access to and to cope with the demands of continuing and further education. ABET programme developers will have to ensure, therefore, that programmes

which are derived from the national curriculum framework have the flexibility and potential to provide the broad foundation and core concepts that learners will need for their future education and training.

5.4 SOUTH AFRICAN QUALIFICATIONS AUTHORITY POLICIES,

CRITERIA AND TERMINOLOGY

In making choices about the development of learning programmes, curriculum developers will need to take into account the policies and criteria formulated and published by the South African Qualifications Authority (SAQA) in terms of the South African Qualifications Act of 1995.

These include the following:

5.4.1 Levels

SAQA has adopted an eight **level** qualifications framework (see diagram on next page). Level 1 accommodates three ABET sub-levels. The eight levels are divided into three broad bands of :

General Education and Training (Level 1 including the three ABET sub-levels)

Further Education and Training (Levels 2 to 4)

Higher Education (Levels 5 to 8)

5.4.2 Level descriptors

These are carefully written descriptions of the kinds of knowledge and skills accommodated at the various qualification levels. SAQA has been mandated to adjudicate these and the national ABET Directorate intends to support these processes.

Exemplars or samples learning programmes based on these levels and level descriptors will gradually be developed for particular organising fields of learning for ABET.

5.4.3 Critical Cross-Field Education and Training Outcomes

These are the generic capabilities or competencies that the National Qualifications Framework wishes to promote regardless of the learning field or content of learning. Seven such outcomes have been identified together with five additional "qualities":

The seven critical cross-field education and training outcomes

1. Identify and solve problems in which responses display that responsible decisions using critical and creative thinking have been made.
2. Work effectively with others as a member of a team, group, organisation, community.
3. Organise and manage oneself and one's activities responsibly and effectively.
4. Collect, analyse, organise and critically evaluate information.
5. Communicate effectively using visual, mathematical and/or language skills in the modes of oral and/or written presentation.
6. Use science and technology effectively and critically, showing responsibility towards the environments and health of others.
7. Demonstrate an understanding of the world as a set of related systems by recognising that problem-solving contexts do not exist in isolation

The five qualities

In order to contribute to the full personal development of each learner and the social and economic development of society at large, it must be the intention underlying any programme of learning to make an individual aware of the importance of:

1. reflecting on and exploring a variety of strategies to learn more effectively;
2. participating as responsible citizens in the life of local, national and global communities;
3. being culturally and aesthetically sensitive across a range of social contexts;
4. exploring education and career opportunities, and
5. developing entrepreneurial opportunities.

5.4.4 Organising Fields of Learning

These are the twelve broad categories of organising fields of learning adopted by SAQA, namely:

- 01 Agriculture and nature conservation
- 02 Culture and arts
- 03 Business, commerce and management studies
- 04 Communication studies and language
- 05 Education, training and development

- 06 Manufacturing, engineering and technology
- 07 Human and social studies
- 08 Law, military science and security
- 09 Health sciences and social services
- 10 Physical, mathematical, computer and life sciences
- 11 Services
- 12 Physical planning and construction

The AET Directorate will endeavour to support initiatives of SGBs in these fields and their sub-fields, particularly to develop unit standards at all levels of the NQF, particularly the ABET sub-levels.

5.4.5 Learning Areas

The AET directorate of the national Department of Education has selected eight learning areas for which ABET unit standards should be developed. These learning areas are drawn from the twelve organising fields of learning.

The ABET learning areas are:

Language, Literacy and Communication

Mathematical literacy, Mathematics and Mathematical sciences

Human and Social sciences

Natural sciences

Technology

Economic and Management sciences

Life Orientation

Arts and Culture

The **specific outcomes** for each of these learning areas will be specified in unit standards that will be registered by SAQA.

A similar set of eight learning areas has been adopted for school education at Level 1 of the NQF i.e. the GETC.

5.4.6 Unit Standards

A unit standard is a nationally registered statement of desired education and training outcomes and their associated performance/assessment criteria together with administrative and other necessary information. Unit standards are registered by SAQA at a defined NQF level. The purpose of a unit standard is to provide guidance to the learner on what outcomes are to be assessed, to the assessor on assessment criteria and to the educator who has to prepare the learning material to help the learner reach the outcome.

The AET Directorate will facilitate the development of unit standards for each of the learning areas and at various ABET sub-levels and the GETC level using the SAQA unit standards format.

The SAQA format for a unit standard is as follows:

A unit standard should consist of:

1. A Unit Standard title
2. A SAQA approved logo
3. A Unit Standard number
4. A Unit Standard level on the NQF
5. The credit attached to the Unit Standard
6. The field and sub-field of the Unit Standard
7. The issue data
8. The review date
9. Purpose of the Unit Standard
10. Learning assumed to be in place before this Unit Standard is commenced
11. Specific outcomes to be assessed
12. Assessment criteria including essential embedded knowledge
13. Accreditation process (including moderation) for the Unit Standard
14. Range statements as a general guide for the scope, context and level being used for this Unit Standard
15. A "notes" category which:
 - 15.1 Must include critical cross-field outcomes supported by the Unit Standard
 - 15.2 Should include references to essential embedded knowledge if not addressed under Assessment Criteria (Item 12), and
 - 15.3 May include other supplementary information on the Unit Standard

The process of developing national standards should take into account the following:

transparency: the inclusion of and informed participation of all stakeholders (both national and provincial)

the sensitive inclusion and participation of "experts"

capacity building amongst stakeholders, ensuring skills transfer and redress

the key role and place of existing initiatives in the development of standards and curricula

the work done in other countries on unit standards for AET and AET practitioner training

the practicality of the process and realistic time frames

the unit standards developed providing the basis for learners having access to further education and training.

All unit standards should provide for or demonstrate:

the **integration** of education and training and/or learning areas

making explicit the critical cross-field outcomes

reflecting underpinning theory and knowledge, especially in respect of practical skills

relevance to the individual, the community or learning context and the society

credibility both locally, nationally and internationally

coherence and flexibility in clearly linking to a defined learning pathway while at the same time allowing for a range of learning approaches, content and procedures

accessibility to all learners

articulation with other pathways and standards and levels to allow for full mobility within the learning system

progress by allowing learners to **accumulate credits** in ways that clearly link with other standards and/or qualification requirements

portability through ensuring that transferability is addressed and spelt out in the writing of the standard

public disclosure of all draft standards and a required consultation period after such publication.

5.4.7 National Standards Bodies (NSBs)

SAQA will register a National Standards Body (NSB) for each organising field. Each NSB will have a maximum of 15 members representing key interest groups operating in the field (including Government, Labour, Business and Providers). The NSB will recommend a framework of sub-fields, each of which will be served by a Standard Generating Body (SGB). SAQA intends to limit the number of SGBs in any one organising field. The SGBs will generate and recommend the registration of unit standards on the NQF and qualifications (rules of combination and level descriptors) to the NSBs.

5.4.8 Education And Training Quality Assurers (ETQAs)

To ensure that providers of learning programmes are maintaining the quality of registered unit standard and qualifications, SAQA will accredit Education and Training Quality Assurance (ETQAs) bodies to oversee the implementation of the new system. ETQAs will moderate and evaluate assessment in the sub-field, accredit providers in terms of quality management, and certificate learners. An ETQA should not be a direct provider of learning programmes.

5.4.9 Credits

SAQA has accepted a credit system by which the achievement of the outcomes specified in a unit standard will lead to a credit. SAQA will prescribe the number of credits that are needed to gain a particular qualification.

Although, strictly speaking, an outcomes-based credit should not take into account the amount of time spent learning to achieve an outcome, for practical interim purposes one credit will be given for a notional ten hours of learning. By "notional" is meant an informed estimate of the average time taken (including assignments, home study, etc., and not just the time used for

direct instruction) an average learner, entering with the correct level of assumed knowledge, would take to master the specific outcomes of the unit standard.

5.5 QUALIFICATIONS

No core curriculum or syllabus will be provided by the national Department of Education for the ABET learning areas specifically or the broader organising fields. ABET sub-level qualifications will not be decided upon by SAQA at this stage as it will be focusing on the qualification at the GETC and FETC levels. Thus the rules of combination and the level descriptors, which SAQA ultimately decides upon, will prescribe what "fundamental", "core/ contextual" and "specialisation/ elective" categories will lead to the attainment of GETC and FETC qualifications. While the Department of Education accepts that these decisions falls outside of its jurisdiction it intends to participate fully in shaping these developments.

This is an important change from past practice where syllabi and national core curriculum guidelines laid down what should be taught and how it should be taught. In an outcomes-based approach the focus is on the outcomes of learning. How the learner reaches these outcomes, and by what particular curriculum, is now open and flexible. The actual curriculum the learner can follow to attain the outcomes is left to the initiative and creativity of curriculum

developers, materials developers, provider institutions and learner choice.

In future, education and training qualifications will be registered by SAQA at the appropriate level of the NQF. A particular qualification will be awarded to candidates who have gained the required number of credits for the particular combination of unit standards that make up the qualification.

The construction of qualifications and rules for the combination of credits is a complex matter and policy on it is still being developed by SAQA.

The National ABET Curriculum Co-ordinating Committee will develop firm proposals to put to SAQA around adult basic qualifications. Currently an adult learner version of the General Education and Training Certificate (GETC), the final NQF Level 1 qualification, is being considered by the National ABET Co-ordinating Committee. Such an adult GETC would be seen as equivalent to, but not identical to a school GETC (for example, the rules of combination might be different, the number of credits might be different, or particular learning areas might receive different stress). Furthermore an adult GETC could draw from unit standards across all 12 organising fields and will not be limited to the eight learning areas adopted by the Department of Education. The committee will also investigate the need for, and structural implications of, multi-level qualifications for adults, for example ABET sub-level unit standards could form part of Special Purpose Qualifications at higher levels in industry.

5.6 ASSESSMENT

The achievement of specific outcomes, measured against unit standards will serve as the basis for assessing learners and thus, indirectly, the effectiveness of learning processes and learning programmes. Assessment should not be seen as mainly a matter of terminal credentialising examinations. Essential periodical instructional and formative assessment to provide continuous feedback to learners has almost universally been neglected in the South African

education system. Assessment practices in all their dimensions (including diagnosis, guidance, motivation, evaluation, prediction, grading, selection, and standard maintaining) need to form a central element of educator training and teaching. A list of assessment principles and their definitions are attached in Appendix 1.

The national Department of Education has issued a discussion document on ABET assessment which provides details concerning level of complexity, scope and learning context; discusses the issues of transparency, fairness and effectiveness in relation to assessment; and stresses the importance of the "records of learning" produced in instructional situations. This document is to be integrated into the DoE's Quality Assurance Directorate's policies and procedures where the overall prescriptions governing assessment will be established.

5.7 RECOGNITION OF PRIOR LEARNING (RPL)

Recognition of Prior Learning refers to the "acknowledgement of the skills and knowledge held as a result of formal training, work experience and/or life experience". It enables education and training providers to assess the extent to which learners can demonstrate that the competence and skills that they have acquired, informally or formally, are equivalent to measurable outcomes from formal learning programmes. The basic premise of recognition of prior learning is that people, especially mature adults, learn many things outside the formal structures of education and training. This learning, irrespective of where, how and when it was acquired, can, after assessment, be recognised.

In the past many adults and out of school youth have attended non-formal training programmes and have acquired a great deal of informal knowledge and experience. Such knowledge and experience was not recognised or certificated and this often led to exclusion from certain jobs, promotion on the job, and from further education and training opportunities, for all of which some kind of "certificate" was considered necessary.

An appropriate RPL system must be accessible, equitable, open in process, procedurally fair, of the highest quality, consistent, accountable and effective to form a stable part of a national approach to assessment and recognition.

Various assessment methods could be used to recognise prior learning, e.g. interviews, debates, presentations, performance testing, examinations, oral examinations, essays, examples of work done or performed or designed, special projects, book reviews, annotated literature reviews, reports, critiques, articles and portfolios.

In the short-term, standardised placement tests should be used to establish the entry level of learners in education and training programmes.

RPL will be done by trained staff at public adult learning centres to ensure an elimination of unnecessary duplication of learner's efforts. Staff involved in RPL and related activities should be appropriately trained to provide high-quality prior learning assessments and related services.

An RPL framework will be developed to address the RPL methodology that is appropriate and applicable to the ABET context.

5.8 IMPLEMENTATION OF THE NEW CURRICULUM FRAMEWORK

The development of provincial or institutional learning programmes based on the national curriculum framework for ABET will need to be accompanied by systematic practitioner development. Special guidelines will be developed in this regard for ABET supervisors, managers, co-ordinators and educators.

Because there will initially be a shortage of learning materials keyed to the new curriculum framework, special attention will be paid to developing interim measures until a broader range

of learning materials are available.

The implementation of the national curriculum framework for ABET will be informed by needs assessment, research and monitoring and evaluation of pilot programmes, to ensure its ongoing refinement.

5.9 EXPECTATIONS OF THE IMPACT OF THE NATIONAL CURRICULUM FRAMEWORK ON ABET

It is hoped that with respect to adult learners the broad national curriculum framework will:

address the broadest range of education and training needs, from national concerns to the individual's interests

assist learners in developing a general conceptual foundation and applicable life skills for self development

create qualifications that successfully fuse theoretical, practical and experiential forms of adult learning

be open and flexible, so that learning programmes can integrate learning area content and outcomes with varying degrees of specificity depending on needs and contexts

facilitate the development of provincial (and institutional) learning programmes with appropriate local level customisation.

5.10 MATERIALS DEVELOPMENT AND MEDIA

Well designed learning programmes and materials are essential if the goals for ABET are to be met. Learning and support materials (LASM) are vital tools that inform learning and enrich the teaching/learning encounter. The national Department of Education's use of the term "Learning and Support Materials" signals a move away from the primacy of the (often single) subject and level based textbook towards the idea of a range of materials that can help learners to attain the required outcomes.

5.10.1 The Development of Materials

The integrated, but flexible, curriculum model that is proposed for ABET in particular allows for a wide variety of approaches to materials and media, though generally materials will need to be far more integrated and interdisciplinary than in the past. An integrated and open approach will also allow materials developers to tailor learning and support materials to their institutional contexts and learners' needs. This does not mean that materials cannot be prepared for discrete learning areas or topics. Many units of material will indeed be needed to cover discrete learning areas in an appropriate way. However, such material will need to incorporate critical cross-field language and mathematics outcomes (through, for example, analysis, measurement, graphs).

It is envisaged that ABET materials will increasingly be modularised rather than presented as a full course. Thus, potentially, there will be a great variety of modular units of learning materials, either discrete, or integrated, that meet the needs of a diversity of learners and institutional settings and which can be combined in the most effective way.

Whatever their form, materials and media developed to support a learning programme need to effectively contextualise the learning outcomes based upon an accurate analysis of the learners' needs and an assessment of their capabilities and prior knowledge. Such an analysis should inform the process of assessing and selecting or developing materials for use within the learning programme.

An important consideration in developing materials for the sector is that in adult education programmes with face to face instruction, even under optimum conditions, there is usually not much more than 250 hours contact time per year. With materials that are used in distance education or self-instructional programmes there may be a similar shortage of time for adult learners to engage with the materials. This, together with a recognition that adults have different levels of knowledge as well as learning rates, necessitates that materials be carefully structured into appropriately sized modules or units of material.

The AET Directorate of the national Department of Education wishes to encourage the development and use of self-instructional materials, distance education and media as part of the diversification of strategies to promote ABET, particularly for learners who have already reached ABET sub-level 3. Indeed, it is recommended that all ABET learner materials, where appropriate, have a strong self-instructional component built into them.

Cost is another key consideration in choices for materials developers: ABET learners often have to pay for their own materials if they want anything more than basic course books. The Department will provide leadership on the provision of low-cost, innovative and well designed materials for ABET.

5.10.2 Departmental Support for Materials Development

Collaborative partnerships to write and pilot materials will be established. Curriculum and materials development training programmes for educators will be encouraged in order to build materials writing capacity in all the official languages of South Africa.

5.10.3 Audit and Evaluation of Materials

The AET Directorate, in consultation with the ABET ETQA, will commission an annual audit of ABET learning and support materials with the following purposes:

to confirm the levels of materials

to evaluate materials against the critical cross-field and specific learning area outcomes

to evaluate the materials against objective criteria

to provide guidance and criteria for the assembling of learning materials for full learning programmes

to provide a comprehensive directory of available materials, developers and publishers

to identify issues in regard to the relationship between materials, curricula and qualifications as they emerge for inclusion into policy debates and research and development programmes.

Ongoing evaluation and refinement of learning programmes and LASM will be conducted by professional evaluators. Such evaluation will be guided by checklists of criteria (see Appendices 2 & 3).

5.10.4 Effective Use of the Print And Electronic Media

The Department of Education is committed to encouraging the development of accessible and cost-effective print and electronic media including newspaper supplements, magazines, community and commercial radio and television, video and computer-aided learning applications.

The Department is already engaged in collaborative ventures with the South African Broadcasting Corporation to develop and flight appropriate advocacy, education and training

programmes which support ABET. Once the Department is ready to scale up ABET provision - in accordance with the *Multi-year Implementation Plan*, it can be anticipated that the mass media, and radio in particular, will have a much larger role to play.

Chapter 6

INSTRUCTIONAL DELIVERY

Instructional delivery refers to the processes of teaching and learning at the heart of the ABET system. The development of transferable thinking and learning skills, and of a broad conceptual base as a foundation for critical thinking, problem posing and problem solving can only be achieved if "empowering" participatory and learner-centred methods are used. The principles informing the development, design and delivery of ABET programmes seek to address the developmental needs of all adult learners, unemployed, self-employed, employed or likely to find jobs both in the formal and non-formal business sector.

6.1 PRINCIPLES OF INSTRUCTIONAL DELIVERY

To encourage quality instruction delivery, the Department advocates the following principles:

Learner-centredness

Relevance

Differentiation, redress and learner support

Nation-building and non-discrimination

Critical and creative thinking

Flexibility and progression.

6.1.1 Learner-centeredness

The teaching/instructional process will put learners first, recognise and build on their knowledge and experience and respond to their needs. It should take into account the general and specific characteristics of different groups of learners, noting in particular that different cultural values and lifestyles affect how learners construct knowledge. Different learning rates and styles will be acknowledged and accommodated both in the learning situation and in the

attainment of qualifications. Affirming adult learners' worth and demonstrating respect for their various language, cultures and personal circumstances will be a pre-requisite for all learning and development.

6.1.2 Relevance

Relevant learning programmes appropriate to the current and anticipated future needs of the individual, society, and the formal and informal economy will be promoted through the development of skills such as planning, critical evaluation of information and complex decision-making. ABET must seek to equip learners with skills to participate in all forms of economic, social, political and cultural activities.

6.1.3 Differentiation, redress and learner support

Learners should be allowed to cope with demanding performance standards at their own pace rather than at the pace of the majority of learners in a class. Learning programmes should facilitate the creation of opportunities for all learners, including those who are disabled in some

or other way, to strive towards the attainment of similar learning outcomes.

6.1.4 Nation-building and non-discrimination

Learning programmes, in addition to protecting and advancing basic human rights irrespective of gender, race, class, creed or age, will encourage the development of:

mutual respect for diverse religious and value systems, cultural and language traditions

multi-lingualism and informed choices regarding the language/s of learning

co-operation, civic responsibility and the ability to participate in all aspects of society

an understanding of national, provincial and local development needs.

6.1.5 Critical and creative thinking

The Department of Education will do all in its power to support and encourage the development of learning programmes that promote the learner's ability to think logically and analytically as well as holistically and laterally and which acknowledge the provisional, contested and changing nature of knowledge. In this regard, the need to balance independent, individualised thinking with social responsibility and the ability to function as part of a group, community or society will be critical.

6.1.6 Flexibility and progression

Flexibility and progression, both central principles of the NQF, will find expression in the construction of learning programmes that provide for an increasing range of learning possibilities for learners to choose what, where, when, how, and at what pace and from what starting point they want to learn and attain outcomes that lead to recognised qualifications.

6.2 THE TEACHING AND LEARNING ENCOUNTER

The ABET practitioner should promote the following:

active learning and interactive approaches

collaboration and co-operation

contextually relevant learning

exploratory learning

reflective learning strategies

negotiated meanings in communication.

Chapter 7

TRAINING AND ORIENTATION

The training and orientation of ABET practitioners, (educators, trainers, education managers, curriculum and materials developers, field-workers and co-ordinators) at all levels of the system should be equipped with the knowledge, skills, attitudes and values required to implement ABET programmes. The Department of Education "regards teacher education, including the professional education of trainers and educators, as one of the central pillars of a

national human resource strategy and the growth of professional expertise and self-confidence as the key to teacher development". Due regard must be given to the recognition of prior learning for practitioners as well.

7.1 REDEPLOYMENT OF SCHOOL TEACHERS TO ABET

The Ministry will explore the link between the right-sizing of the teaching corps to the development, planning and implementation of national ABET programmes. The re-deployment of school teachers to ABET will preserve the investment in the human resources of the country. This will require re-orientation training in adult education principles, philosophy, values and teaching/ facilitation methods. The *Multi-year Implementation Plan* must make provision for this.

7.2 RECOGNITION OF TEACHING COMPETENCE AND

PERFORMANCE

Present policies of teacher supply and utilisation are driven by qualifications and rewards that link qualifications to salary increases. However, the national Department of Education is now moving to a policy of remuneration and rewards based on competence and performance with a view to giving value and recognition to educators' experience of teaching both in formal and non-formal sectors across all twelve organising fields of learning.

7.3 NEW NATIONAL STANDARDS FOR ABET PRACTITIONERS

The development of national norms and standards for ABET practitioners will facilitate their career-pathing through the accumulation of credits registered by SAQA.

The development of unit standards for ABET practitioners have begun and these will be extended to address all their key roles identified as:

facilitating learning (managing group dynamics, probing, leading, eliciting, direct teaching, selecting, adapting and preparing materials)

needs analyst (finding out the learning needs of the defined group)

assessor (planning, placements, formative and summative assessment)

learning experience designer (select, use and design learning activities)

learner support (guidance and counselling, monitoring, referrals)

administrator (record keeping, organising/managing learning events, reporting, logistical support, registering learners for formal assessment, recruiting)

content areas (knowledge, methodologies, experience in particular organising fields of learning or learning areas, unit standards, level descriptors).

7.4 IN-SERVICE ORIENTATION AND RE-TRAINING PROGRAMMES

In the short-term, in-service training programmes to re-orient adult educators in the outcomes-based education and training approaches will continue to be encouraged.

7.5 PRACTITIONER TRAINING PROGRAMMES

Multiplier training strategies for ABET educators that can be decentralised by carefully and systematically sharing objectives, formats, and training materials and, if necessary, by partly

packaging the training should be explored.

The current reliance in the ABET field on the external provision of practitioner training has often resulted in buying into pre-packaged training programmes that are often not context specific, which is an integral part of adult education. The Department of Education is therefore committed to building the capacity to train ABET practitioners within the state, by exploring the establishment and/ or development of existing national and provincial training units as internal agencies to provide overall and sustainable co-ordination and management of training for practitioner development and capacity building. The Department will continue to work in partnership with training agencies and institutions to provide ongoing professional and technical assistance.

Training and orientation of practitioners is vitally important as it affects all the other components of the ABET system. Training of practitioners plays a key role in imparting the knowledge, skills and attitudes necessary for understanding the context, occupational areas and role of ABET within the overall education and training context of the country.

Chapter 8

PROFESSIONAL AND TECHNICAL SUPPORT

The ABET system needs to be systematically developed and promoted to become a professional field in its own right as with any other field of education.

8.1 PROFESSIONAL AND TECHNICAL SUPPORT

A back-up system of professional and technical support for the ABET sector needs to be built. This is especially important if sound theoretical foundations are to be laid for policy, planning, research and expertise developed in training, curriculum development and the implementation of provision.

The state ABET system cannot and need not try to do everything in and of itself. The professional resources of society located at local, provincial, national and international levels must be identified, accessed and used to provide professional services and support.

8.2 RESEARCH AND SUPPORT

Currently most research and support capacity for ABET is housed in a diverse range of institutions including some universities and other educational and research institutions, non-governmental organisations and private consultancies. Much of the research done into ABET has had a limited focus. There is a lack of co-ordination in the resourcing and interplay between policy-related information generating research.

Furthermore, there is a lack of clarity about whether research bodies should also function as support agencies. There is a tension between being the creator of new knowledge and a being a support agency for ABET. The Department respects this tension and recognises that research undertakings should be driven by substantive intellectual needs as much as by the need for institutional support for ABET.

The Department also sees the need for linkages to be forged and strengthened between the producers of research and knowledge about ABET and the providers of ABET in the field.

The Department of Education is committed to:

establishing a comprehensive research agenda for ABET

promoting on-going research that is responsive to needs

encouraging research undertakings which will be more lengthy and demand-driven rather than short-term

working in partnership with a range of research agencies and institutions

using tertiary institutions to service the needs of the ABET sector

co-ordinating the representation of regions, languages and cultures in research and support activities

engaging historically disadvantaged institutions.

The Department is particularly interested in promoting research areas around:

controlled, longitudinal impact studies

learner participation, retention and achievement rates

effective practitioner practices

support systems for ABET

recognition of prior learning

integration of education and training.

Much data and research findings relevant to ABET have been gathered by other government departments such as Labour, Health, Welfare, Population, Finance, Housing, Agriculture and the Central Statistical Service. Gaining access to this will support the development of an ABET Education Management Information System (EMIS).

Through bilateral arrangements, the Department will provide access to information about the financial and technical support that is available.

Relationships will be forged with the education departments of foreign governments especially in Africa with a view to collaborative work and the sharing of resources.

Chapter 9

SOCIAL MOBILISATION

9.1 LESSONS FROM INTERNATIONAL EXPERIENCE

South Africa needs to assimilate the total experience of literacy campaigns waged internationally in order to inform and improve its own provision, and demonstrate the efficacy of the linkage between ABET and the reconstruction, development and social transformation agenda. Such an agenda makes it possible to speak with conviction about cultural revitalisation and upliftment, the creation of a social movement for ABET and development, and for the growth of a national identity that breaks fundamentally with the apartheid past. Building a new nation is an educational act directed at attitudinal and behavioural change. South Africans have a moral, ideological and a national responsibility to run a credible national ABET campaign.

Valiant and commendable attempts have been made to vigorously address the problem of non-literacy on the African continent in the post-independence period. South Africa intends to implement a similar path though executed in a different context. In this sense, there is much to be learned from the experiences of Tanzania, Mozambique, Cuba, India and Nicaragua to

effect the following:

sustaining such campaigns

locating mobilisation within changing political contexts

supporting basic education and training, and lifelong learning.

The mobilisational aspects of campaigning for ABET must be incorporated in all our social initiatives irrespective of whether it is a campaign in the classical sense of a national literacy campaign, an ABET programme or a project.

Literacy campaigns and the promotion of various forms of adult education and training have been used as one of the most important tools of state construction and nation-building throughout modern history. What has distinguished such campaigns from each other are the national objectives, the detail of implementation, the level of leadership and participation, their duration, and the level of commitment of national resources over time.

In South Africa social mobilisation should prioritise a national campaign for the provision and implementation of ABET for the purposes of enhancing the viability of ABET as a popular intervention and for the motivation of learners as participants and actors in a socio-historical programme of national significance.

The Department has noted the need to marshal extensive resources for the execution of such a campaign.

9.2 THE CULTURE OF LEARNING, TEACHING AND SERVICES (COLTS) PROGRAMME

The campaign to re-introduce a culture of learning, teaching and services into the school system has an obvious relationship with an ABET campaign. Activities aimed at parent motivation and school governance training will be enhanced by ABET programmes that educate, train and inform undereducated adult citizens. World trends, for example, have shown a direct connection between national literacy campaigns and the demand for formal schooling for youth and adults. Experiences emanating from the South African situation have indicated a higher level of formal school attendance amongst historically disadvantaged communities where ABET programmes have been initiated.

The COLTS Programme of the Department of Education has already acknowledge these facts and has made a commitment to the inclusion of ABET interest in an Education And Training Charter

The White Paper on Education provides for an Education and Training Charter. The Adult Education and Training Directorate will support attempts to develop an Charter that would include :

a form of restitution for educational deprivation in the past 50 years

a listing of minimum targets to achieve universal basic education within a specified number of years

an inter-sectoral platform for an integrated implementation plan for large scale ABET delivery.

9.3 OTHER GOVERNMENT DEPARTMENTS' ABET INITIATIVES

The various government departments' contribution to ABET must be added to the interventions of the ABET Directorate of the Education Department to tally the state's engagement in ABET. The ABET Directorate will facilitate the formation of an Inter-departmental committee within

the ABET sub-council to co-ordinate the state's efforts.

Local government, for example, has been the most neglected site and resource provider for ABET for reasons connected with its alienation from the majority of the population under apartheid. It is now the sphere of government that is strategically closest to most people. It is from this vantage point that prospects present themselves for initiating the most vibrant, locally flavoured and authentic campaigns for adult education and training with a clear commitment to adult basic education and training in particular.

The Department of Education will endeavour to support the Department of Constitutional Development's and other government department's initiatives in this regard.

9.4 RECONSTRUCTION AND DEVELOPMENT LINKAGES

The Department of Education is working with other departments and stakeholders to develop and support creative strategies linking different mobilising campaigns at local and regional and national levels in terms of the objectives of the Reconstruction and Development Programme.

Chapter 10

MONITORING, EVALUATION AND INFORMATION SYSTEMS

The National Education Policy Act (Act no. 27 of 1996) assigns a key responsibility to the Minister for monitoring the implementation of national policies and evaluating education provision and performance.

The Department views accountability, evaluation and assessment as central to the processes of educational transformation in South Africa. Evaluation and monitoring are a vital part of all ABET programme planning and implementation. In its broadest context, evaluation and monitoring is the collection and analysis of information in order to facilitate informed decision

making. The objects of evaluation may include planning, programmes, policies, organisations and institutions. Evaluation derives from information, and must generate information, for making justified assertions in order to take decisions for maintenance and improvement of various elements of an enterprise.

If, for example, adult basic education is a human right then it is justified and valued "for its own sake". However, functionality remains an important criterion for the justification of our work in ABET. A widespread understanding of the functional value of ABET is necessary for both political and professional reasons. If ABET is fundamental to both economic development and social justice then it is no longer merely a peripheral concern. It is an important corollary of labour market programmes and the economic restructuring of the country. This is attested to by the policy endorsement of the principles of lifelong learning development within the context of the National Qualifications Framework. Furthermore, it must be realised that ABET has to be provided in a rapidly changing context and that both the rate of change and the imperatives for change may outstrip the literacy and basic education levels of the nation.

This has led to a strong imperative to maximise the efficiency and effectiveness of programmes in meeting the increasingly complex and specific needs of adult learners whether at basic, further or higher education levels. In a climate of decreasing international and national public sector resources, which places developmental work with adults under threat, evaluation processes will continue to be used as a key strategy for accountability and reporting to ensure "value for money" and a continuing recognition of literacy and basic education as "symbolic capital" for national reconstruction and development.

Because of the importance of evaluation, its processes need to be well conceptualised, planned, resourced and implemented. Evaluation should make use of both quantitative and qualitative data (and in respect of the latter evaluation must examine the qualitative nature of

people's experience of ABET if the twin purposes of proving "value for money" and relevance to the needs of the learners are to be well served). There is a need not only for improved methods of evaluating at all levels of ABET operations, but also for a recognition that evaluation is part of a continuous feedback process, which should be developed and conducted internally and formatively, and not be dependent on a set of procedures that can be indiscriminately applied to all situations.

Evaluation must take into account the aims and objectives of programmes and projects, and those aims and objectives, of necessity, have to relate to the development goals of the nation, its provinces and institutions. For example, the national vision and aims for ABET, as described in the first section of this document, are the core criteria against which the success of our ABET initiatives will be judged.

10.1 EDUCATION MANAGEMENT INFORMATION SYSTEM

The Department is convinced of the usefulness and priority of a comprehensive national Education Management Information System (EMIS) integrated with provincial and institutional MISs for the storage and retrieval of descriptive and evaluative data and information on ABET flowing from adult learning centres, through the district and provincial structures to the national EMIS. The EMIS will contain information about the size and scope of programmes, demographic and time related data, and results of learner assessments.

The EMIS should be integrated with and complemented by a System of Integrated Materials (SIM), comprising all the learning materials and assessment and monitoring tools used in a programme, to provide qualitative control for assessing and verifying the quantitative data in the EMIS. For example, tests scores of learner achievement can be more accurately assessed against the actual test as well as the materials on which the actual test is based. A SIM can be used to keep policy documents, training course outlines, and other information related to ABET programmes.

Although currently the bulk of ABET related record-keeping is done with pen and paper, the Department envisages the move to a fully computerised EMIS.

10.2 ROLE OF PRACTITIONERS IN EVALUATION

The Department sees the ABET educator as the primary source of evaluation information as well as being the primary player in formative evaluation. The Department of Education will promote internal evaluation and assessment processes as well as external processes.

10.3 ABET PERFORMANCE INDICATORS

A set of minimum indicators of the achievement of the goals of ABET should be defined to ensure a standardisation and uniform analysis of data collected at the national level by an ABET EMIS. The minimum set should cover learning of:

the eight learning areas to be extended to all twelve organising fields

development knowledge and skills

life skills including citizenship education.

10.4 CAPACITY BUILDING FOR MONITORING AND EVALUATION

The national Department of Education is committed to a capacity building initiative which shall be undertaken to train evaluation, monitoring and assessment officials at national, provincial and district level.

The South African Qualifications Authority and its accrediting bodies will play a central role in ensuring quality education and training provision.

Chapter 11

IMPLEMENTATION OF POLICY

11.1 INTRODUCTION

This part of the policy document provides some key strategies for the implementation of the policy and for providing mechanisms for the review of policy in the sector.

11.2 THE MULTI-YEAR PLAN

The policy document provides a foundation for ABET. A detailed multi-year plan, which operationalises this policy, will be developed. The detailed plan, facilitated by the Department of Education, must aim at reversing the historic neglect of ABET. This plan should, amongst other things, set clear targets, time frames and should be costed. The plan should also have a financial strategy for the sector. Most importantly, the plan must be a national plan, in which all stakeholders will participate and have joint ownership and responsibilities.

11.3 AN ABET ACT

The next important step after the development of policy is the creation of a legislative framework to support the implementation of policy. The Department of Education views the development of an ABET Act as a priority.

11.4 PROJECTS TO IMPLEMENT POLICY

The Department of Education encourages the development of projects or models that will further develop and implement the policy guidelines. The Department will participate in structures/ initiatives that have been set up and are in line with the requirements of SAQA that will inform further developments in ABET e.g. MQA, Learnerships and Youth Colleges.

In this regard the Department will endeavour to facilitate partnerships between government departments and civil society to stimulate development initiative and to embark on the quantitative and qualitative improvement in the education and training system.

11.5 EVALUATING THE POLICY

The policy will need to be continuously reviewed to ensure its relevance and to identify strengths and weaknesses that will develop the system further.

Chapter 12

FINANCIAL IMPLICATIONS

12.1 COLLECTIVE RESPONSIBILITY

While the cost of schooling provision (at an acceptable level of quality) for all children to the General Education Certificate level must be borne by public funds, the cost of the provision of programmes for out-of-school youth and adults who require basic (general) education cannot be carried by public funds alone. It is envisaged that the funding of ABET provision will be shared among a variety of partners co-ordinated through the ABET sub-council of the National Council for Education and Training.

12.2 COSTING MODELS

All plans which operationalises of this policy, or any aspect of the policy, must provide a detailed costing model. This must include an examination of:

the international trends that have emerged in relation to financing of education and other social services;

the complexities of financing the ABET sector;

the development of costing mechanisms;

the likely cost implications of implementation for all sectors involved;

potential sources of funding; and

the development of a financing strategy.

12.3 COST-EFFECTIVENESS

The Adult Education and Training Directorate has adopted the principle of "cost-effectiveness". Without frugality and a realistic assessment of the cost factors, as highlighted in 12.2 above, the chances of translating this policy into practice is slim. The Directorate believes that while innovation and new initiatives invariably are expensive, we must not have our vision clouded in terms of understanding the cost-savings the policy outlined above has for our country in the medium to long-term - and these savings cannot be measured in monetary terms alone. For example, RPL has a number of costs for all parties involved. The financial implications are the application fees and the cost of preparing for assessment. However, on the other hand, the financial benefits are much more. It means lower costs associated with tuition and attendance and the possibility of increased earnings more quickly because of hastened course completion. It also has benefits like shorter completion time for a qualification, less time "wasted", better learning as a result of reflection on previous learning as well as portability of skills for those granted industry-based recognition.

Thus the Directorate will endeavour to continuously make rigorous analyses of the financial implications as well as financial benefits that the implementation of this policy has for the future of the people of South Africa.

GLOSSARY OF TERMS

"Accreditation" means the evaluation and formal recognition of the quality management system of a body;

"Assessor" means the person who is registered by the relevant Education and Training Quality Assurance body in accordance with criteria established for this to measure the achievement of specified National Qualifications Framework standards and qualifications;

"Core learning" or "Core" means that compulsory learning required in situations contextually relevant to the particular qualification;

"Credit" means that value assigned to a given number of notional hours of learning;

"Critical Outcomes" or "Critical Cross-field Education and Training Outcomes" means those generic outcomes which inform all teaching and learning

"Education and Training Quality Assurance body" (ETQA) means a body established in terms of section 5(1)(a)(ii) of the SAQA Act, No 58 of 1995, responsible for monitoring and auditing achievements in terms of national standards and qualifications, and to which specific functions relating to the monitoring and auditing of national standards and qualifications have been

assigned in terms of section 5(1)(b)(i) of the SAQA Act.

"Elective learning" or "Elective" means a selection of additional credits at the level of the NQF specified, from which a choice may be made to ensure that the purpose(s) of the qualification is achieved;

"Field" means a particular area of learning used as an organising mechanism for the National Qualifications Framework;

"Fundamental learning" or "fundamental" means that learning which forms the grounding or basis needed to undertake the education, training or further learning required in the obtaining of a qualification;

"Integrated assessment" means that form of assessment which permits the learner to demonstrate applied competence and which uses a range of formative and summative assessment methods;

"Level Descriptor" means that statement describing a particular level of the eight levels of the National Qualifications Framework;

"Moderation" means the process which ensures that assessment of the outcomes described in National Qualifications Framework standards and qualifications is fair, reliable and valid;

"Moderating body" means a body specifically appointed by SAQA for the purpose of moderation;

"National Standards Body" (NSB) means a body registered in terms of section 5(1)(a)(ii) of the SAQA Act, responsible for establishing education and training standards or qualifications, and to which specific functions relating to the registration of national standards and qualifications have been assigned in terms of section 5(1)(b)(i) of the SAQA Act;

"Notional hours of learning" means the learning time that is conceived it would take an average learner to meet the outcomes defined, and includes concepts such as contact time, time spent in structured learning in the workplace and individual learning;

"Outcomes" means the contextually demonstrated end-product of the learning process;

"Provider" means a body which delivers learning programmes which culminate in specified National Qualifications Framework standards and or qualifications and manages assessment thereof;

"Qualification" means a planned combination of learning outcomes which has a defined purpose or purposes, and which is intended to provide qualifying learners with applied competence and a basis for further learning; and it means the formal recognition of the achievement of the required number and type of credits and such requirements at specific levels of the National Qualifications Framework as may be determined by the relevant bodies registered for such purpose by the South African Qualifications Authority;

"Qualifying learner" means a learner who has obtained a qualification;

"Quality assurance" means the process of ensuring that the degree of excellence specified is achieved;

"Recognition of Prior Learning" means the comparison of the previous learning and experience of a learner obtained against the learning outcomes required for a specified qualification, and the acceptance for purposes of qualification of that which meets the requirements;

"Specific Outcomes" means contextually demonstrated knowledge, skills and values which support one or more critical outcomes;

"Specialised learning" or "Specialisation" means that specialised theoretical knowledge which underpins application in the area of specialisation;

"Standard" means registered statements of desired education and training outcomes and their associated assessment criteria;

"Standards Generating Body" (SGB) means a body registered in terms of section 5(1)(a)(ii) of the SAQA Act, responsible for establishing education and training standards or qualifications, and to which specific functions relating to the establishing of national standards and qualifications have been assigned in terms of section 5(1)(b)(i) of the SAQA Act;

"Sector" means a defined portion of social, commercial or educational activities used to prescribe the boundaries of an Education and Training Quality Assurance body;

"Unit Standard" means registered statements of desired education and training outcomes and their associated assessment criteria together with administrative and other information specified in SAQA regulations.

APPENDICES

Appendix 1

ASSESSMENT PRINCIPLES

PRINCIPLES

Access to Assessment

Developmental

Fairness

Integrative

Multilinguism

Moderation of Assessment

Outcomes-based Assessment

Recognition of prior learning and experience

Relevance

Reliability

Transparency and Democracy

Validity

DEFINITIONS

Assessment must:

be conveniently available to learners

yield results that candidates, programme planners and others can use as part of developmental processes to improve the performance of learner

use methods, instruments and processes which are sensitive to various forms of bias and discrimination, such as cultural values, language, etc.

assess the skills, knowledge and value outcomes of learning in an integrative manner and not isolation from each other

be conducted in accordance with the Department of Education's policy so that language shall not be a barrier to demonstrating one's competence. Candidates have the right to assessment in the language of their choice, whenever possible

yield valid and reliable results which are of high quality across all sectors. The ETQA shall moderate the work of education and training

assessors according to SAQA guidelines.

be based on learning outcomes, range statements and assessment criteria stated in the unit standards

recognise people's current knowledge and skills through the outcomes, statements and criteria stated in the unit standards - and give credit accordingly.

focus on skills, knowledge and values that are relevant to the learning outcomes; and be appropriate and close to the ways in which people learned and how they will use or apply the skills and knowledge which are being assessed.

be reliable, i.e. the assessment must produce similar results consistently, regardless of assessor or context.

be clear and understandable to the candidates, in terms of what evidence of competence will be collected; and what it will be used for. National stakeholders must be involved in decision making about assessment policy

be valid, i.e. the assessment must test or examine what it is intended to.

Appendix 2

Evaluating an ABET learning programme

1. Evidence of why programme needed

2. Description of how needs discovered

3. Clearly defined target group

target group properly identified

background and level of learners taken into account and provided for

other suitable background information given

learning outcomes expected or required of learners stated

ability of teacher or facilitator taken into account

appropriate language level (and readability level) for learners and teachers recognised

resources available taken into account

4. Clear statement of purpose of programme

relates well to the broader curriculum

description of needs being met

NQF level of programme identified

5. Clear learning outcomes

outcomes clearly and concisely stated

unit standards stated

critical cross-field and specific outcomes distinguished

outcomes achievable in time given

objectives realistic for target group

outcomes feasible given content and methods

programme plan covers all stated outcomes

plan allows for other (unsuspected) objectives of learners to be realised within reasonable limits

6. Evidence of plans for securing authorisation to run programme or description of giving of authorisation (where appropriate)

7. Evidence of plans for management

8. Discussion of how programme will be controlled (e.g. by staff or by participants or by both)

9. Instructional strategies (general approaches to be used) specified and suited to the outcomes of programme

states (ideological) assumptions about learning and teaching

10. Discussion of timetabling

11. Description of programme curriculum and content

learning area(s) clearly specified

subject relevant

content reasonably selected in relation to the outcomes

12. Does the instructional sequence seem reasonable?

logically sequenced plan appropriate to learners

each stage is clearly identifiable

content divided into manageable units

13. Description of appropriate educational methods or how determined

instructional methods specified and appropriate

appropriate size of learner group

methods and techniques of instruction appropriate for size of group

clear and concise instructions and questions for learners

specifies time needed

reasonable estimate of the amount of time that will be required

pace and timing specified and appropriate to learner needs and content requirements

includes suitable preparation of the learner (including feelings, motivation, study and enabling skills)

study skills incorporated in the structure of the instruction

provides organisers (advance and other)

vocabulary help and definitions provided where appropriate

provides for learner activities and interaction with the materials

learner activities are relevant to outcomes

appropriate individualisation of learner activities

full range of appropriate learner activities included (especially experience,

identification, analysis, generalisation and implementation)

provision for feedback to learners on their achievement of outcomes

provision for summaries

provision for sufficient time and suitable structure for necessary reflection by learners

provision for other than direct learning activities

14. Description of resources

general environment, places, furniture, equipment, materials, time, money, persons

resources, materials and media specified and compatible with the strategies, methods and

content

specifies what venues, furniture, equipment and materials are required by learners and teachers

takes into account learning environment (including locality, venue, size, acoustics, emotional climate, etc.) and makes provision for this where necessary

15. Description of how learning will be assessed

suitable assessment methods used

assessment methods take all the learning outcomes into account

effect of assessment methods on how learners will learn taken into account

purpose of assessment clear (diagnosis, evaluation, guidance, grading, selection, prediction, motivation, standards, certification)

provision made for the results of assessment to be communicated to the learners in as full and appropriate a way as possible

16. Description of how programme will be evaluated

Appendix 3

Assessing ABET instructional materials

Components to be assessed

Specifications

Content

Presentation and technical quality

Readability

Teaching effectiveness

Costs

Maintenance Specifications

Are there clear specifications that enable you to determine rapidly who the material is for, what ABET level it is aimed at, and what learning outcomes can be expected?

Who is the material for?

Has it been designed for a clearly specified target group?

Has it been adapted from material not designed for the target group?

Is it appropriate for the target group? Consider:

- entry levels of competence among the target group
- language levels
- cultural fit
- contextual relevance
- relevance to needs
- compatibility with the ideology and values of the envisaged users?

Is it for group or individual use or for both?

Does it specify whether it has to be mediated or administered by a teacher or facilitator?

Are its limitations mentioned?

What NQF ABET level is it at?

Is the NQF level specified?

Has to been designed for learners at one or more qualification levels?

Can one judge from the content what ABET level it has been designed for?

What are the entry and exit points of the material?

Are the learning outcomes specified?

Are the expected learning outcomes listed?

Does it state that the material has been designed to help learners attain certain unit standards?

Generally, are the aims and objectives of the material stated?

If it provides material relating to a broader course or curriculum is this relationship clear?

Does it revise or supplement work already covered by a course or other set of materials?

Content

Examine the content of the material and see whether the following questions can be answered?

Generally **suitable** for the purpose and uses sound instructional methods?

Accurate, free of errors of fact or principle and without significant **omissions** or **gaps**?

Complete in terms of attention to expected outcomes?

Interesting and **fresh** and stimulating in concept and creativity?

Prepared by **reputable** writers and publishers?

Publication date and details of any earlier editions given?

Address of authors provided to answer queries and to send comments to?

Details of any **testing** or **piloting** given?

Free of nationalistic, racial, sexual or class **bias**?

Logical in argument with all sides to arguments and contentious issues fairly represented?

Material goes from the known to the unknown?

Appropriate **quantity, comprehensiveness** and **depth** of material and information?

Reasonable **integration** of and **balance** between reading, writing, numeracy and other content?

Content is presented in real life settings and contexts (where appropriate).

Well **organised** and **consistent** in its structure with clear chapter or unit divisions?

Summaries provided?

Clear writing and explanations with special **terminology** or **jargon** explained?

Varied and **useful examples** and **illustrations** integrated into and enhance material?

Encourages **systematic learning**?

Provides means of **measuring student achievement**?

Provides sufficient good quality **assignments** and **exercises** that are related to the learning outcomes?

Encourages **individual learning, self evaluation** and **critical thinking**?

Provides for **revision** of skills already taught?

Adaptable to different educational situations?

Useful to students of **varying abilities**?

Presentation and technical quality

Examine the physical presentation of the material and see whether the following questions can be answered?

Does the presentation and technical quality of the material have:

A good general **impression and appearance**?

A **practical size** and **colour**?

Easy to handle physically and **store**?

Standard page size?

Readable **type** for adults?

Not too much mixing of typefaces and type sizes?

Typeface withstand repeated **copying**?

Durable and **flexible binding**?

Page margins sufficient for binding, filing, etc.?

Appealing page **layout** that is clear, uncluttered and uncrowded with adequate spacing?

An **explanation of its layout/format**?

Easily identified contents/**sections**?

Useful **chapter or unit headings**?

Clearly differentiated **sub-sections** within chapters or units?

Organisation that is clear and stresses learning outcomes?

If the **examples** are provided in the text these are clearly and consistently **recognisable** as such?

Heading levels coded clearly and consistently?

Appropriate good quality **illustrations** add to the text or act as prompts and are placed appropriately in the text and well captioned?

If **tables or graphs** are presented, are they easy to read and understand?

Contents page present and clearly organised?

Page numbers provided on the contents page easy to locate?

A usable **index**?

Appropriate **quality of paper**?

Readability

Not too **wordy**?

Not, even if brief, too **dense**?

Appropriate **vocabulary** level?

Builds upon previously learned vocabulary?

Appropriate **sentence and paragraph length**?

New words and terms are explained, defined or presented within an explanatory context and repeated sufficiently often?

Is language, style and sentence structure natural and appropriate?

Teaching effectiveness

Does the material provide assistance to the learner? Does it or is it:

Easy to learn to use?

Provide a **guide** to its use at a suitable language and educational level?

Provided with **clear instructions** to users?

States **how long to set up** or to prepare materials for use?

Divided into sections or **units that are manageable in the time available**?

In relation to assistance to the teacher does it:

Provide a **trainer's guide**?

Specify the level of teacher competence and skills required?

Easy to teach from and easy to teach potential students how to use?

Suggests appropriate **teaching methods** and appropriate **learning environments**?

States what is required by way of **teaching or administration**?

Provides **assessment and evaluation suggestions**?

Provides suggestions about **follow up** or **preliminary materials**?

States if **supplementary materials** and **equipment** needed?

Notes if **supplementary materials** and **equipment** are needed when changing from group to individual use or vice versa?

States **how long to prepare or set up**?

Costs

Is the material a cost-effective, time-saving resource? Are the cost implications stated and in

particular are the following questions answered?

What are the **full costs**?

Are any **additional costs** (for workbooks, worksheets, special facilities, equipment, supplementary equipment, printing, delivery and return, etc.)? Have they been stated?

What are the **full costs of replacement materials** (used, lost, damaged)?

Can materials be **shared** between students or **reused**?

Are **copyright restrictions** clearly stated and their cost implications made clear?

Can the material be **examined prior to purchase**?

Are the materials **returnable** or **refundable**?

Does the material have any **resale value**?

Maintenance

Is the material easy to maintain and keep ready for use?

Are the materials **durable**?

If the material has been disorganised by previous users can it be easily and **quickly tidied** (does it have a distinctive order key, especially if loose leaf or not fastened)?

Can it be **easily and quickly replaced** by a reliable supplier?

If material is going to be copied are pages in a **standard size and format**?

How rapidly will the material date and how readily can it be **updated**?