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Implementation of new policies, the white paper and the ABET programme in adult education. What effects have the new policies, the white paper and ABET had on education, training, development practitioners and adult learners?

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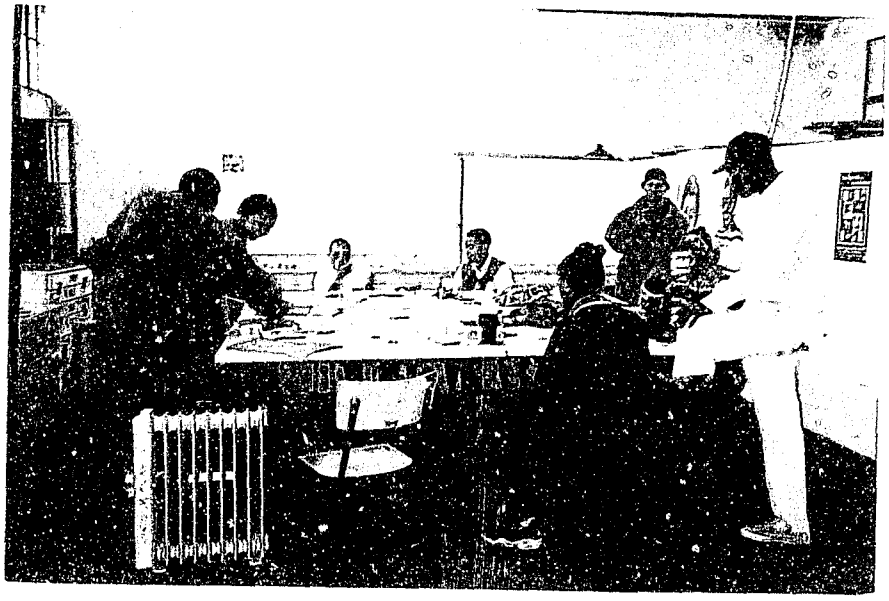
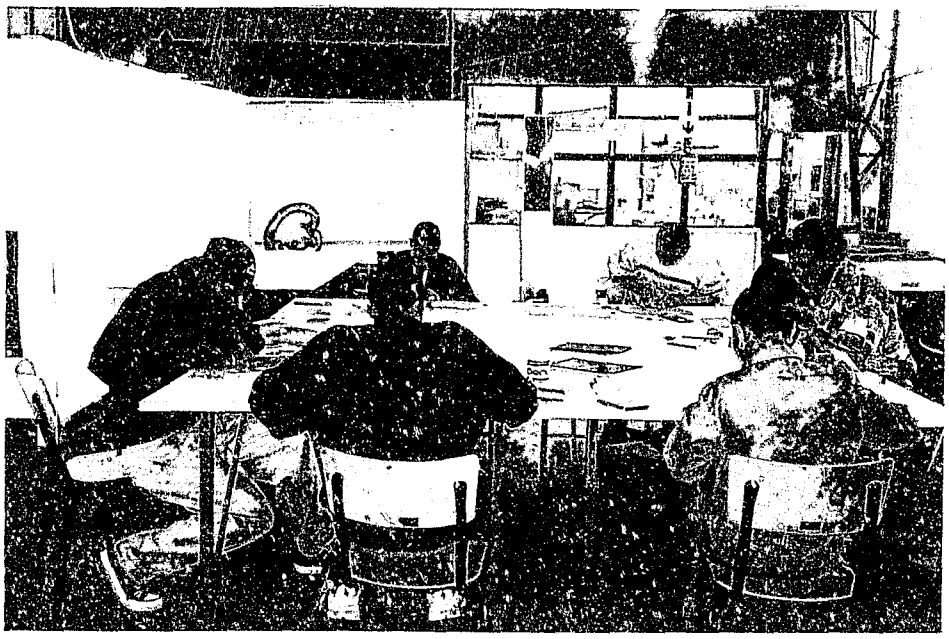
"A basic education is a legal entitlement to which every person has a claim."

South African Constitution (1996: 40)



Adult learners at Dakawa Art Centre in Grahamstown



"Programmes of education and training should encourage independent critical thought and the capacity to question, reason and form judgement."

Government Gazette, 1995:40 Paragraph 17 and 18.

IMPLEMENTATION OF NEW POLICIES, THE WHITE PAPER AND THE ABET PROGRAMME IN ADULT EDUCATION

WHAT EFFECTS HAVE THE NEW POLICIES, THE WHITE PAPER AND ABET HAD ON EDUCATION, TRAINING, DEVELOPMENT PRACTITIONERS AND ADULT LEARNERS?

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A research report submitted to the
Faculty of Education,
University of Witwatersrand, Johannesburg
in partial fulfilment of the requirements for the
Degree of Master of Education

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ABSTRACT

This study investigated implications of new education policies, the white paper on education and training and implementation of adult basic education and training (ABET) and the consequences thereof for education, training and development practitioners (ETDPs) and adult learners. The study also investigated how ETDPs implement new ABET policies and how these new policies affect adult learners. Adult education policies (in the democratic South Africa) were introduced to reduce inequalities in education. Despite these interventions, since 1994 the failure rate of adult education learners has continued to deteriorate. (This is partly confirmed by honours students (see Personal Communications) involved in teaching adult learners from 1993 to 1998.) The new adult education policies are intended to improve literacy and the quality of education for adults in South Africa. However, this does not seem to be happening. Three groups within adult education participated in this study. The groups consisted of twenty (20) adult learners, seven (7) ETDPs and seven (7) district education managers. All thirty-four (34) respondents were based in Soweto and the surrounding areas, which lie within Gauteng Province (see map contained in Appendix A). The information was gathered from respondents by telephonic interviews and by completing questionnaires. The literature review examined adult education policies; the White Paper on Education and Training; successes and failures of ABET policies; and implementation and financial implications for adult education. "Quality education" based on a review of literature (world-wide and locally) was explored. The information from the respondents supports the view that new ABET policies have had little impact in offering quality education. The results from the interview and questionnaires show that the process of policy implementation is ineffective and inefficient, and is without clear direction. Workshops organised by the Department of Education reach only a few, and are not very effective. Financial constraints have rendered the process of policy implementation almost impossible. The majority of learners and educators in this study were not fully aware of the workshops. Based on world-wide and local

literature, elements which might improve quality education were suggested. The study used both a qualitative and a quantitative approach. The concluding section of the research report suggested areas for future research relating to the process of policy implementation in adult education in South Africa.

Key Words: Adult education

Education management

Adult education policy

Adult Basic Education and Training (ABET)

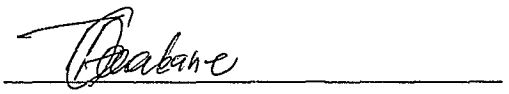
Urban education

Education policy

With special thanks
to my dear wife, Beauty, and lovely daughter, Katlego,
for their love and support always
and
to my grandmother, Tlakale Mariri,
who brought me up, inspired me and taught me about life.

DECLARATION

I declare that this research report is my own work. It is being submitted for the degree of Master of Education in the University of Witwatersrand, Johannesburg. It has not been submitted for any other degree or examination in any other University.



Tswelopele Albert Maabane

October 1999

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ABBREVIATIONS AND ACRONYMS

ABE	Adult Basic Education
ABET	Adult Basic Education and Training
ADED	Adult Education
ANC	African National Congress
CEPD	Centre for Education Policy Development
COSATU	Congress of South African Trade Unions
COTEP	Committee on Teaching Education Policy
Dept	Department
DoE	Department of Education
ETDP	Education, Training and Development Practitioner
ETDPs	Education, Training and Development Practitioners
MEC	Member of the Executive Council
NAC	National Arts Council
NASA	Natal Support Agency for Adult Basic Education
NECC	National Education Co-ordinating Committee
NEPI	National Education Policy Investigation
NQF	National Quality Framework
NTB	National Training Board
NTS	National Training Strategy
OBE	Outcomes-based Education
OBET	Outcomes-based Education and Training
RDP	Reconstruction and Development Programme
RSA	Republic of South Africa

SA	South Africa
SACABE	South African Committee for Adult Basic Education
SADTU	South African Democratic Teachers' Union
SAQA	South African Qualification Accreditation

CHAPTER 1
OVERVIEW AND INTRODUCTION

1.1 INTRODUCTION

It took many years of struggle followed by negotiations to establish a democratic government in South Africa. Unjust, racial policies were adopted in the old South Africa by the Nationalist government after they came into power in 1948. It is likely to be difficult and time-consuming to change old policies which disadvantaged the majority of people (who had to endure different and unequal systems of education for different racial groups). It is within this context that rushed changes against unjust education policies may undermine the very same process of change or transformation if adequate planning is not followed. Education policies formulated and developed for the sake of change or transformation are likely to fail because the long-term impact and areas of change may not be identified. Changes made under pressure to satisfy the majority of the citizens are often superficial, short-sighted and unsuccessful. Hence, the transition period and interim policies should create conditions for systematic and thoroughly planned transformation.

The most feasible solution for successful change is to gradually change some unjust policies and carry on with other unjust policies through an interim period. In this way new policies could be developed in a procedural and systematic manner to maximise their chance of success. But the above context and procedure do not mean that disappearing unjust policies should be replaced by uncoordinated and ill-planned or misguided education policies. Ineffective, inappropriate policies should be replaced by effective, appropriate and implementable policies which will serve the majority of South Africans. Such a positive approach to policy-making will contribute positively to teaching and learning in our education system. Failure to understand the dynamics within the

context of change could lead to the total failure of education policies but financial constraints could also have a similar impact.

This research focuses on new education policies in adult education. Special attention will be paid to the White Paper (15 March 1995), adopted by the Government after discussion with other political parties involved and the Adult Basic Education and Training (ABET) programme (1997). The White Paper (1995) is not a policy document but a proposal for policy guidelines and a framework for education and training. Although it is not policy, it has direct implications for education and training policy development; hence it may be regarded as a framework of principles and policy implementation. It is a significant document that sets the scene for other education and training policy documents. The ABET programme (1997) is a mature document influenced by the different policy formulations for adult education. The ABET programme (1997) includes different adult education policies, aimed at quality education; quality assurance; flexible learning and a life-long learning process. The White Paper (1995) and the ABET (1997) programme's strengths or weaknesses will have constructive or detrimental implications for adult education today and tomorrow.

This paper looks at the extent to which the ABET programme (1997) has been implemented and what the implications are for adult educators and adult learners.

1.2 STATEMENT OF THE RESEARCH PROBLEM

Why would the failure rate continue to ring alarm bells even after four years of transformation for a better for life all? Although one acknowledges that transformation takes time, four years should be enough to impact on the situation. Long before the 1994 election, the failure rate in adult education was alarming and it continues to be so. This was drawn from my own experience. I enrolled with adult education in 1988, the same year that I did not do well in biology and business economics. Most of my peers (in adult education) were repeating matriculation for the third or fourth time while some of them decided to drop out.

I failed all of my subjects and decided to attend day school, where I obtained my university entrance.

My current class peers (honours students who taught adult learners on a part-time basis in 1997) confirm that the failure rate in different schools continues to worsen (see Personal Communications). Such comment raises many problems and questions. What is the role of the ABET programme (1997), or the White Paper (1995) on Education and Training? Is something wrong with the transformation and policy implementation process? The conclusion to this dilemma is that there may be something wrong in implementing new policies. The policies promise a learner-centred, quality education that will contribute to the social, political and economic life of ordinary South Africans. We want to see this promise at least partly achieved, if not in total.

1.3 IMPORTANCE OF THE RESEARCH

The history of adult education in South Africa is characterised by a high rate of failure, not only at matriculation level, but also in other standards (based on personal experience as a former adult educator in two schools). Adult education is known as a "second rate" education. After a lot of thought as to why adult education is not doing well, I reached the conclusion that there must be something wrong or un-educational, about the new adult education policies and the process of their implementation in adult education. I began to question the role of the new policies, the white paper on education and training and the ABET programme and how they affect adult educators and learners. I wanted to know if the changes (political, social and economic) especially those from emerging policies, changed my understanding and conditioning about adult education between 1994 and 1999 and, if so, how and why.

I also realised that adult education is considered to be for the failures in life and is becoming a burden to society. How can adult learners be expected to do well in their studies if they have only two hours per evening to devote to them? How can they be expected to play a major role if they are not being taken seriously, are

given inadequate teaching materials and are being taught by teachers without the necessary experience? Such questions prompted me to find answers. These thoughts are a genuine concern that cannot be brushed aside. It is within this context that I wanted to investigate the influence of new adult education policies through the process of implementation. There is little use having educational policies if they do not benefit their participants - adult learners and educators. I believe that the purpose of policies is not to fail but to succeed. If they fail, then the policies of education can never have a sense of permanence and continuity. They will only serve in the short-term.

The analysis of this study relies on a distinction between policy, aims, purpose, goals, a policy purposeful intention (that is, what policies intend to achieve), effectiveness, implementation and efficiencies of such policies through the process of implementation. The new education policies can only come to life and bear fruit if they have gone through the process of effective and successful implementation. However that process must be managed, co-ordinated, supported and resourced effectively and efficiently. If it is not, then any process of policy implementation is likely to fail.

1.4 AIMS OF THE STUDY

The primary aim of this research is to analyse critically and evaluate South Africa's new education policies, especially those which affect adult educators and learners as expressed in the White Paper on education and training (1995) and adult basic education and training (ABET) (1997). The White Paper (1995) is regarded as a statement of policies within this context advancing a contribution to quality education for adult learners, adult educators and the Department of Education. Analysis of South Africa's education policies is vital for the success of education in South Africa. However, such analysis will have to be contextualised within the situation of the State in transition. It is important to assess the efficiency and effectiveness of the education policies and practices of the new government for the following reasons:

- To encourage research on the process of policy implementation.
- To assess whether South African education policies impact positively on adult learners and adult educators and contribute quality education in teaching and learning.
- To explore the reason behind failure or success in the process of achieving quality education in teaching and learning.
- To encourage debate on the successful route to implementation.
- To warn the authorities of the danger of delays in the process of new policy implementation for adult education.
- To awaken adult educators to the new adult education policies and how new education policies affect their teaching and learning.
- To encourage and motivate policy reviews and revision in adult education.
- To warn that there is little to be gained by making a long list of promises that pretend to answer every need if it is not accompanied by implementation.
- To propose a programme that is achievable, sustainable and that meets more closely the needs of adult educators and adult learners, if the present one does not satisfy these needs.

The failure to deliver basic rights could be regarded as a breach of the Constitution of the Republic of South Africa (1996:40) which cites a basic education as a "legal entitlement" to which every person has a claim. I agree with the Green Paper (1998:6) that the "implementation" of the Ministry's mission and strategy will require serious and sustainable efforts to overcome the resources and capacity constraints which are holding back the "pace of change". It is within this context that educational authorities need to be reminded of their promises to the electorate.

1.5 THE RESEARCH QUESTION

The research question is: What effect has new ABET policy had on education and education training development practitioners (ETDPs) and adult learners within the context of adult education? The research question also has relevance for the Department of Education in relation to policy management; the process of policy implementation; co-ordination of the process; availability of resources; necessary expertise or the ability to implement new education policies.

The research question is based on urban South Africa (mainly Soweto and the East Rand). The research question is directed at adult learners, educators and the district education managers around Soweto and the East Rand.

The research question is guided by sub-headings in different chapters such as:

- The purpose of adult education policies.
- The role of the White Paper (1995) and the ABET programme (1997).
- The impact of policy implementation for adult educators and learners.
- Why does policy fail or succeed?
- The meaning of adult educators' qualifications.
- The impact of anti-change forces and inefficiency and inexperienced forces.
- The problems associated with policy implementation.
- Financial implications and constraints.

1.6 THE RESEARCH METHOD

Telephonic interviews, E-mail and questionnaires were used as methods of collecting information. These were the most appropriate methods of data collection because other methods were not suitable. Nevertheless the methods used for this research proved to be worthwhile and important. Although this study

applied a qualitative approach in the analysis of information, it also used a combination of a qualitative approach with some aspects of a quantitative approach.

The overall study procedure is as presented diagrammatically in Figure 1:

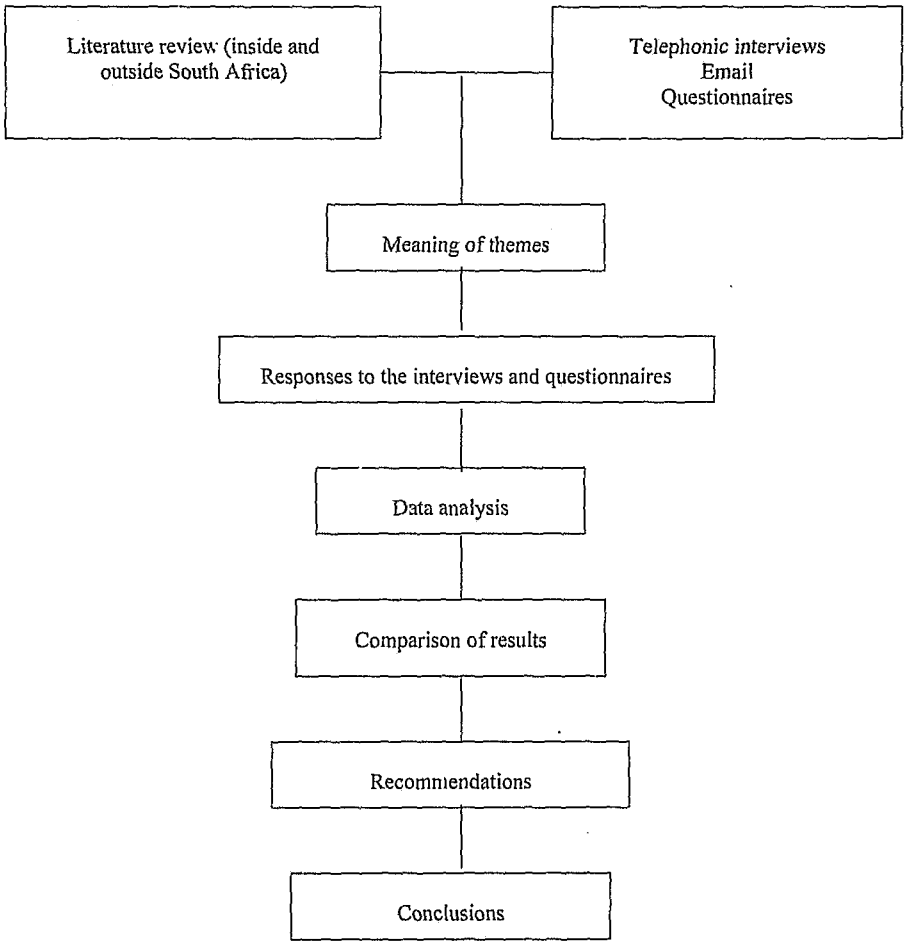

FIGURE 1: DIAGRAMMATIC REPRESENTATION OF THE STRUCTURE OF THE RESEARCH REPORT

1.7 SCOPE AND LIMITATIONS

1.7.1 SCOPE

This study deals with adult education in formal schooling. The study is largely conducted in Soweto and partly in the East Rand. The study focused on three different groups consisting of adult learners, adult educators and district education managers. The information collected is compared with data from the review of literature on policy and implementation.

1.7.2 LIMITATIONS

This is a small-scale study in which the results cannot be generalised to policy implementation in South Africa or Gauteng. Instead, the results are largely representative of Soweto adult education centres and districts which fall under the greater Soweto area. The study is also limited by the small number of interviewees (twenty (20) and seven (7)) in each group, with a total of 34 participants. The results are not necessarily representative of other parts of the Gauteng province and cannot be quoted as representing the process of policy implementation throughout South Africa except in Soweto and part of the East Rand.

1.8 ASSUMPTIONS MADE

The following assumptions were made in this study:

(a) Adult educators and adult learners should be part of the policy-making process in order to contribute to the successful process of implementation. Adult learners' and educators' opinions and experiences should form a fundamental part of this enquiry.

(b) The process of policy implementation is a pre-condition of quality education for adult learners.

(c) Through the process of policy implementation, adult education must attract and retain adult learners, and become more learner-centred. This point is emphasised in the ANC Education Policy document (1994:60) where it states that "structures must be set up which involve a democratically elected parents' and teachers' representative, as well as providing for student participation at a consultative level".

(d) The Department of Education is responsible for the success or failure of policy implementation and the delivery of the quality education to which adult learners are entitled. However, this cannot happen without a sound financial backing to support the Department's implementation of the programmes.

CHAPTER 2
LITERATURE REVIEW

2.1 INTRODUCTION

The priorities of the new government may be understood through examination of the new education policies, the ABET programme and the white paper on education and training (both adult and formal school education, even though this study concentrated on adult education). These documents are regarded as the most important pronouncements of government, because they state the aims and objectives of the government. The new government is expressing an educational commitment to the electorate.

This study is concerned with an analysis of one aspect of social policy, namely, new policies, the white paper on education and training and the ABET programme. In particular, such an analysis would have to consist of a critical consideration of education and training policies in the context of a broader analysis of the State in transition. Such an analysis must take into account national / external influences such as the economy, politics and the social impact on any move made by the government. It is within this context that both the past (apartheid education) and the present (non-racial system of education) should be taken into account.

It is not necessary to deal with each and every piece of new education policy (hence this study focused on the White Paper (1995) and the Adult Basic Education and Training (ABET) programme (1997). This study points out the most important elements and stated objectives of the national and other levels of government, and will enable interested persons to evaluate the practices of government against the background of the stated intentions on policy implementation.

The educational rights of the people of South Africa, with which this study is concerned, are set out in the Reconstruction and Development Programme p.4 (RDP). Everyone has the right to:

- A basic education, including adult basic education, and
- Further education which the state progressively makes available and accessible.

The RDP's claim is backed up by the Constitution of the Republic of South Africa (1996:40), that basic education is a legal entitlement to which every person has a claim. Attaining this level of availability of opportunities for basic education will be an immense task. Within the context of our Constitution, RDP and new policy documents, providing education is not a favour or privilege, but a "legal" obligation. The state has a responsibility to fulfil the mandate given to it by the electorate.

2.2 THE WHITE PAPER AND ABET PROGRAMME

The literature review focuses on the White Paper (1995) on Education and the Adult Education and Training (ABET) programme (1997) and the National multi-year implementation plan for adult education and training (1997). The White Paper on Education (1995) and the latter are shaped by three policy frameworks which are already in place:

- The National Policy Act No. 27 of 1996.
- The White Paper on Education (1995), and
- The South African Qualifications Authority (SAQA) Act of 1995.

Policy formulation is a process where important policies are constructed and eventually lead to implementation. This literature review is concerned with the theoretical debates on the success and failures of Adult Education (ADED) policies, and the White Paper (1995) as guided by ABET and their impact on

teaching and learning (Education and Training Development Practitioners (ETDPs) and adult learners). The main themes of the review centre around policy; the purpose of policies; the White Paper on further education 1995, ABET and adult policy formulations; the role of policies, and the importance of qualifications. They also address factors impacting on policy failures and successes, anti-change versus inefficient and inexperienced forces, and problems associated with policy implementation (financial mechanisms and financial implications and constraints).

The African National Congress (ANC) Education Department (1994:152) admitted that an effective plan to implement delivery would be extremely difficult because of

- The limited national capacity to deliver, and
- The limited potential for training Adult Basic Education and Training (ABET) personnel and employing and deploying them.

This study intends to find out how difficult the implementation process is and how to respond to such challenges. One could say that the ANC predicted what could happen. It must be acknowledged that the ANC education policies have formed part of the present National Education policy. The government of the day has the responsibility to ensure that those policies are implemented. It is therefore the intention of this study to find out to what extent those policies have been implemented since their formulation. How successful was the implementation of these policies in the classroom context? This will be discussed further in the next chapters.

The ANC Education Department aims to reach out to about 12.5 million learners nation-wide over a 15 year cycle, starting with 100 000 to 150 000 learners and 4 000 to 5 000 ETDPs in 1994/1995, increasing to 500 000 learners nation-wide in 1995/1996 and moving to 2 million learners nation-wide in 1996/97. These aims enjoy the support of the National Education Policy (1995). This study has investigated the reality of these intentions and aims. Soweto was used as a case

study to establish the extent to which adult learners may have been prepared. We must bear in mind that Soweto alone has several million residents and thousands of them are teachers. Based on this study, very few teachers were adequately prepared to implement the new policies and it is very likely that the ANC Education Department has not reached their target. Much needs to be done for the ANC to accomplish its goals, especially on the question of financial support for the implementation process.

2.3 RATIONALE

The words used in this study have meanings, which may be specific to this research. They are defined here to avoid misinterpretation or misunderstanding. This does not mean that the words now have a radically different meaning or message from the original meaning, for example:

Phrase / word	**Understanding in the current context**
Policy aims	What policy intends to do.
Purpose	Why the aims of a policy are of a particular nature.
Principles	Policy guidelines.
Quality	Maintaining and applying academic and educational standards in the sense of ideals of excellence.
Effectiveness	A desired outcome.
Life-long learning	Learning should continue throughout the learner's life and should be of direct relevance to the needs, life and experience of learners.
Flexibility in learning	Allow learners flexibility in choosing what they wish to study and how they wish to study.

Goals	The intended end results.
A purposeful intention	To the intended end goals.
Recognition of prior learning	The experience of learners should be recognised and credited where applicable.
Quality learning	The education offered should be of the highest quality.
Quality assurance	Several mechanisms need to be established to ensure the quality of learning.

2.4 GLOSSARY RELATING TO CHAPTER 2

Curriculum	A study programme prescribed for study (subjects) at an adult education centre
Policy	An expression of intended goal and purpose
Qualifications	An ability to deliver the required outcome
Implementation	The process of making policies realisable
Principles	Policy guidelines
Adult learners	Adult learners who are in Grade 11 and Grade 12 (Standards 9 and 10)

Principles are important in this study because they are used to guide policy formulation. They are not policies on their own. A policy only becomes a policy when it is constituted by principles, interpretation and clarification. A principle on its own could be a guiding document. Therefore one could have principles or policies as his/her guideline. The only difference between the two is that a principle is a process that could remain a principle or that could move to the final stage where it becomes a policy with the combination of interpretation and clarification. A policy could be seen as a final goal of principles.

2.5 POLICY

A policy is the expression of intended goals and purposes. It serves to regulate institutions and organisations and it serves as guidelines for the running of day-to-day operations in order to achieve goals for which it was made. This idea is also supported by Rich (1973). The purposeful intention of a policy is to bring about a desirable and justifiable state of affairs. It is only a misinterpreted and poorly coordinated policy which may bring about an undesirable and unjustifiable state of affairs.

A short explanation of policy is that it is a statement of intent, a set of why you have this aim and how you intend to achieve its purpose, instead of making vague promises, which raise people's hopes and feelings, incite enthusiasm and forge a sense of unitary achievement. What makes policy different from goals is that its purposeful intention is particularly constituted by aims and goals, yet goals are not policies.

2.6 THE PURPOSE OF NEW EDUCATION POLICIES

New education policies should serve the following purposes:

(a) The ideal of education should be to calculate and to liberate talents of every young South African (Government Gazette, 1995:40 paragraph 17). New education policies should even be accountable by going through the process of implementation.

(b) Programmes of education and training should encourage "independent critical thought" and the capacity to question, reason and form judgement (Government Gazette, 1995:40 paragraphs 17 and 18).

(c) Education should equip young people and adults with the necessary skills, knowledge, attitudes and values required for survival (Government Gazette 1995:40 paragraph 13).

The above aims serve as guidelines for conceptualising goals and purposes for the South African educational system. One of the duties of a policy of education is to find practical "educationally acceptable solutions to changes" occurring as a result of changes of the constitutional principles (Government Gazette, 1995:5).

Educational policy should increase "the chances of reaching the destination of relevant, affordable, non-discriminatory and quality education for all" (Government Gazette, 1995:7). The task and purpose of education is to "open the doors of learning and culture to all" (Government Gazette, 1995:17 paragraph 1 and 13 paragraph 18). The education and training system should work towards the improvement of "quality" equity, productivity (effectiveness) and efficiency (Government Gazette, 1995: 14 paragraph 7).

Again, policy purposes cannot be formulated without taking into consideration the strength of the economy. The complexity of whether the purposes are politically just, economically viable and socially acceptable, demonstrate that education is not a self-sufficient and fully independent sphere. The success of policies and the successful process of implementation has to be supported by other forces, for example, there should be no class boycotts, no teacher boycotts, no demonstrations and no stay-aways.

As indicated earlier, there are many reasons policies either fail or succeed. For instance, the lack of funds which will be explained later in detail. If such policy failures are entertained thoroughly, they could be avoided by revising the policy's initial framework for implementation or the actual implementation plan. Avoidance of failure is a justifiable reason for revision, provided such revision is declared to the initial relevant public policy. However, avoidance of apparent failure is not the only reason for revising policy.

In both instances, policy revision should not be viewed as policy failure. Revision involves the alteration and amendment of the original policy in order to adapt to changing local / environmental needs and thus avoid failure. In contrast, failure, unlike success, requires the formulation of a new policy. When a policy statement of intent prevails successfully, the policy could be revised in order to suit new

contexts and that is what enables policy to have a sense of permanence and continuity. Unfortunately a policy failure may not necessarily reflect on the policy itself, but on the willingness on the part of education authorities and the capacity to implement policies successfully.

2.7 THE WHITE PAPER (1995) AND ABET PROGRAMME (1997)

2.7.1 THE WHITE PAPER (1995)

The White Paper on Education and Training (15 March 1995) is not a policy, it is a proposal for a policy framework for education and training. Although it is not a policy, it has direct implications for education and training development. Instead the White Paper is treated as a significant document that sets the scene for other policy documents. Its strengths and weaknesses will have constructive or detrimental implications for its offspring.

In support of the right to education, the White Paper (1995:21) argues that education and training are basic human rights, which the State has an obligation to provide and protect so that the citizens of the country have the opportunity to develop their capacities and potential and, in turn, make their contribution to society. The principles also re-affirm the commitment to access to life-long learning, education and training of good quality, because the Constitution of the Republic of South Africa (1996) guarantees equal access to basic education for all. Satisfaction of this guarantee must be the basis of policy.

2.7.2 ABET PROGRAMME (1997)

The Department of Education defines ABET as "allowing individuals and groups to become generally functional in their own societies" (Department of Education, Policy document on ABET, 1997). Within this context, literacy is defined as part of an "economic strategy to promote higher productivity and to contribute to development". The national Department of Education's definition of ABET in South Africa is the general conceptual foundation towards life-long learning and

development, comprising the knowledge and skills required for social, economic and political participation and transformation applicable to a range of contexts. The main question is how these proposals are going to be realised. Discussion of these answers will follow later in the results of this study.

The ABET Policy formation has been part of a wide process taking place to develop new policy frameworks for all aspects of the education and training system in the democratic South Africa (Department of Education, Policy document on ABET, 1997). ABET is a culmination of the results of initiatives of the early 1990s and different democratic forces, such as:

- The National Education Policy Investigation (NEPI), which took place under the auspices of the National Education Co-ordinating Committee (NECC).
- The Congress of South African Trade Unions (COSATU).
- The National Training Strategy (NTS) initiative.
- 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 (CEPD), and
- The ANC before the country's 1994 general election and the ANC Education and Training Policy Document (1994).

The ongoing policy work culminated in the adoption of a National Basic Education Training plan (to provide quality assurance and quality education) on which the national Department of Education was able to launch its "Ithuteng" (ready to learn campaign). This programme is part of a larger process to provide quality education to the "lost generation" (young people who missed school during the Soweto uprising) and to give illiterate adults a "second chance". Ithuteng became the first pilot ABET programme nation-wide. It was within this

context that policy development on ABET merits attention and was being investigated. It was also within this framework that we needed to inquire into the implication of policies for ETDPs and adult learners, asking to what extent they are affected by policies and their implementation because of policy formulation.

The ETDPs are expected to work within a particular adult education policy. This view is supported by Natal Support Agency (NASA) (1997:87) for Adult Basic Education (ABE). NASA's policy is that adult learning should encourage independent learning and thinking, personal autonomy and self-esteem. Based on other adult education policies, the study will also offer a critique of policy framework for adult education in the light of this implementation, and its impact on adult learners and ETD practitioners.

Good education practice in the South African adult context is guided by the following principles, which should inform all initiatives in ABET and the ETDPs are expected to work within the framework of these principles and apply them in daily class/lesson activities. Their teaching approach must be informed by these principles if they are to deliver quality education. Therefore adult education must be:

- Learner-centred.
- Life-long learning.
- Able to remove the barriers to access effective learning.
- Recognise prior learning and experience.
- Maintain rigorous quality assurance over the design of learning materials and support systems.

The aims of these principles are to assure quality education. The five principles are backed up by the ABET curriculum framework which should enable individuals to:

- Develop their literacy, language and communication skills in one or more languages.
- Develop their numeric and mathematical skills.
- Develop a critical understanding of society in which they live, work and interact with others at local, national and global levels.

The next step is to implement the proposed curriculum framework which needs ETDPs who are well trained in adult education (ADED) policies, and have undertaken to carry out the task of implementation. It is relatively easy to construct idealistic policies but the reality of the impact lies on the authorities' implementation plans and capabilities. Unless there is a way to implement the proposed curriculum and adult education policies, there is slim chance that they could be useful for South African adult education. Again, there is little use in formulating policies that are not going to be implemented.

2.8 ADULT EDUCATION POLICY AND IMPLEMENTATION

The Department of Education's Annual Report (1994:20) estimates that about 15 million adult South Africans are illiterate or semi-literate. If this figure is accurate, it should alert the education authorities to act rapidly. Addressing this situation speedily is necessary, since the Constitution guarantees the right of all persons to a basic education (Constitution of the Republic of South Africa, 1996, Chapter 2:29 (1)). The White Paper (1995) calls for the education and training system to improve the quality of delivery and points out that teachers have a role to play in improving the quality of education. It is the aim of this study to find out how adult education policies are going to help ETDPs, and how adult learners feel concerning those policies. We have to know the extent to which the current adult education policies prepare teachers for this purpose and how teachers respond to them.

The improvement of quality education as a policy framework was backed up by Professor Sibusiso Bhengu, Minister of Education, during his budget address (1995) in Parliament. He repeated the above statement in an address at the International Workshop and Training Association (02 May 1995). Professor Bhengu argued that education should give quality learning, to attract and excite the best talents of trainers. The question is whether any practical steps have been taken to ensure that what the minister said, is put into practice. How these policy statements affect ETDPs and adult learners is another valid issue. Unless these questions are answered, we will not know to what extent the Minister's words are effective.

What the Minister suggests is no different from what the ANC policy framework (1995:97) suggests about the role of education for illiterate South Africans. For them, education should develop competent, confident, critical, reflective and creative individuals. The most important part of this statement is its practical implications. This brings us to the same questions:

- How are the practitioners trained adequately to implement these policies and make them a reality?
- How is it possible to ensure that adult educators are adequately prepared to educate adult learners?

2.9 FACTORS IMPACTING ON POLICY FAILURES OR SUCCESS

The report on the National Policy Review Conference on Education and Training 9 to 12 October 1998, attributed the failure of new policies and implementation to several points which follow in this paragraph. The argument of some delegates was that the old bureaucracy could not reflect the spirit of the new Constitution. One of the important problems which faces the post-1994 bureaucracy is its responsibility to co-ordinate the process of planning with budgeting, and to ensure that both of these reflect the policy choices of governments. This is a difficult task

at the best times, and made more difficult by the inexperienced bureaucracies. The following points contribute to the failure:

- Lack of commitment of many in government and in educational institutions to the ideals of the new society.
- Lack of understanding of the importance of team-building and team-work.
- Poor or non-existent training of staff in the public service.
- Potential for conflict inside the bureaucracy itself about the very different conceptions of the functions and aspirations of the public service.

2.10 INEFFICIENT AND INEXPERIENCED FORCES

The delegates, representing the nine provinces (during the National Policy Review Conference held on 9 to 12 October 1998) further argued that the problems, largely inherited from the past, are the causes of the inefficiency of the public service. These problems are compounded by the existence of serious levels of corruption and laziness in the bureaucracies.

In contrast, the process of transforming the bureaucracy has also given rise to many new problems. One example is the inability of senior bureaucrats and political heads to understand the nature of and relationship between their roles and the consequent confusion about the boundaries between political and administrative authority. This is a particularly serious problem in educational administration as almost every province in the country has witnessed conflicts between administrative and political heads. This process gives rise to conflicts over decision-making and can lead to paralysis and low morale in the highest echelons of the public service. The delegates noted the following problematic points, namely:

- Newly chosen members of the bureaucracy, especially at top level, have had very little or no training. They also have limited experience in the running of large public service systems.

- Senior public servants are perpetually engaged in "crisis management" instead of the process of building long-term and sustainable systems based on systematic and strategic planning.

The key-note address of the conference was delivered by the head of the ANC Policy Department, Jeff Radebe, who argued that the ANC had inherited an education and training system which had been fragmented along racial and ethnic lines, and a system that had been saturated with the racial ideology and educational documents of apartheid.

During the conference, the Minister of Education's speech read by his Deputy Minister, Father Mkhatshwa, argued that the nature of the negotiated settlement in South Africa meant that there would be provincial government with Members of Executive Councils (MECs), for education. The national Ministry of Education had been able to introduce norms and demands through consensus yet the implementation remains a matter for the provincial authorities and, therefore, the responsibility of the MECs at the levels of general education and further education. It was agreed to advance the objective goals of the National Democratic Revolution (a radical change from apartheid to the new democracy).

2.11 FINANCIAL LIMITS

The problem with which the Education Departments has been faced, especially in the provinces where there are no large historical backlogs and deficits, is simply that the budget is not large enough to meet the historical backlog. The personnel costs (the wages and salaries of teachers, administrators and cleaners, and secondary staff) impact heavily on government.

Central government also complains that educators' salaries and other personnel costs are absorbing too much of the resources, and that there is a great deal of inefficiency and even corruption in the way in which resources are being used. Even if savings from different strategies to deal with corruption and the reduction of people employed in the bureaucracy were to be made, they would not be able to

address the backlogs in the provision of classrooms, electricity, toilets and general infrastructure costs.

2.12 FINANCIAL IMPLICATIONS AND CONSTRAINTS

Attempts are being made by the national Department of Education to integrate other media (for example, television) into curriculum development planning. The main questions are:

- How the media support educational reconstruction and development?
- To what extent will television be useful to rural people of, say, the Northern Province and Eastern Cape?
- Has television been useful or used effectively in the past? If so, how?

The costs of running such ABET programmes are unbearable and crippling to the national Department of Education. The ANC Education Department Information Desk (1994:156) alleged that the total cost of developing an ABET programme for radio and television production in one language is R3 million and R19.8 million respectively. The total costs estimated for the production of radio and television programmes in all eleven official languages are R30.4 million and R54.6 million respectively. This plan does not include non-formal educational programmes, nor does it incorporate the needs of distance education programmes.

The most important materials and resources to back up quality education based on adult education policies are to be found in libraries. Libraries are useful in providing extra resources as they offer a variety of books to enhance one's quality of work and back up the policy implementation process, provided that libraries are up-to-date with recent innovations in education. Another obstacle to this process is that even in the late 1990s South Africa has relatively few libraries. Looking at the different provinces, the following figures give us some indications of the lack of library facilities available to African and Coloured learners and educators prior to 1990.

TABLE 1: THE DISTRIBUTION OF PROVINCIAL AND PUBLIC LIBRARIES IN SOUTH AFRICA PRIOR TO 1990

Race Group	Orange Free State	Cape	Natal	Gauteng and Northern Province Transvaal
African	48 %	40 %	1 %	N/A
Coloured	60 %	80 %	50 %	80 %

(Source: Harley *et al.*, 1996:440.)

These categories represent the "old order" where people were classified according to race, colour, etc. and each race group was restricted to using its own facilities. The impact of this categorisation is that people still use libraries with which they are familiar and which are convenient to them. In most cases, these libraries are in the major cities. The rural areas are once again victims, because resources are deployed mostly in urban areas. The significance of this information in relation to policy implementation is that educators need other resources and references to help them understand and implement policies. If these policies, which promote quality education, are not implemented it means that quality education will not be assured and that adult learners' futures will continue to be jeopardised.

It is very important for this study, which looks at policy implementation in ABET programmes, to take a serious look at the financial impact of implementation. It is my understanding that implementation cannot take place if there is no financial backing. How are you going to buy resources, pay for teachers, etc? Therefore, the financial implications must not be disregarded for this study. The ETDPs will benefit from a sound financial backing, because they could be well prepared; attend ABET training and workshops; have access to the recent readings/papers on adult education policies and implementation, and find inspiration for their

work. Without a sound financial backing, the process of policy implementation is threatened as demonstrated by this research.

It is no secret that the National Education Department has been heading for a financial crisis as marked by protests from the South African Democratic Teachers Union (SADTU) over the issue of retrenchments. Most of the newspapers highlighted this crisis. In 1997 the Sowetan (27 October 1997) reported that R50 million for textbooks was cut from the budget of the North West government. Spending on textbooks in the 1997 financial year was cut by 42 %, despite the fact that only 49 % of schools are adequately provided with textbooks (Sunday Independent, 28 August 1997). On 14 January 1998 the Sowetan reported that South African schools should brace themselves for another tough year, with a severe shortage of textbooks and stationery set to test skills and resources of both teachers and pupils. This is not good news for adult education which suffers most from the financial cut-backs.

The reader might ask himself/herself a few questions:

- What is the significance of this financial outlook on ETDPs and adult learners?
- What do they have to do with policy and implementation?

What were called "night schools" in the past, and are today known as "community centres" or "community colleges" were rated indirectly as "second-rate" education because, unlike the day school, they had limited financial support and had what I might call "second-rate" teachers (teachers who are not fully qualified to teach adults because they teach at day school and later teach at adult centres or teachers who are totally unqualified). It is well-known that the matriculation results of these community centres are generally poor and, at times, a waste of time for adult learners.

2.13 EXPECTED QUALIFICATIONS OF ADULT EDUCATORS

The qualifications necessary for good ETDPs are not only academic qualifications. They include subject expertise and the ability to understand the nature and the dynamics of adult education, such as what adults need; understanding of their pace of study; the learning context, and different ways and methods of helping them to improve and succeed in their studies. This will have a positive impact on the process of policy implementation.

Thomas (1995:40) offers reasonably well-defined responsibilities of accountable ETDPs. An "accountable" ETDP has to be able to identify the overall aims and the detailed intended outcomes of the training. According to Thomas (1995), this will enable him/her to obtain development materials and resources to support this learning process. This model suggests that skills (or attitudes) are first learned, then applied. It relates to the outcomes-based education in South Africa, where the learner has to demonstrate what has been learned.

We have certain expectations from the ETDPs. Mezirow (1991:198) has identified a few of them. For him, ETDPs are entrusted with shaping the lives of adult learners and, as such, they should have accurate and complete information. This will help them evaluate evidence before presenting it to the learners. They have to be open to the alternative perspective and critically reflect on adult education issues. Brookfield (1990:10) argues that effective learning practice is characterised by a respect among participants for each other's self-worth. That is, the recognition of adult learners should start with the ETDPs.

What Mezirow (1991:26) and Thomas (1995:58) proposed, is exactly what the South African policy-makers hope to achieve through the National Education Policy. Their proposals are found in the White Paper on Education (1995). If the ETDPs could be trained to that extent, then the process of implementing new adult education policies could be realisable. This is what the study calls "qualifications". It does not matter how one has gained his/her qualifications, as long as she/he possesses such abilities and qualities.

Mezirow's (1991:26) proposal is in line with the National Education Policy, the White Paper (1995) and the proposals on ABET programmes (1997). This proposal represents the aspirations of the new South African education. He proposes the following for the ETDPs:

- Progressively decrease the learner's dependency on the educator.
- Help the learner understand how to use learning resources, especially the experience of others, including the educator, and how to engage in reciprocal learning relationships.
- Assist the learner to assume increasing responsibility for defining learning objectives, planning his/her own learning programmes and evaluating progress. On the same note, the ANC (1995:97) argues that teacher preparation should develop a competent, confident, critical, reflective and creative group of trainers and teachers. This sums up what Mezirow (1991) has pointed out.

The following figures provided by the Department of Education on adult education and training, October 1997, give an insight into the context of adult education (Source: Harley *et al.*, 1996:440). These figures show people who are affected by failure to implement appropriate adult education policies, and the number of qualified or unqualified ETDPs who are entrusted with implementing adult education policies. These figures are very important, because they present us with the context and conditions in which ETDPs and adult learners work. The figures give us an idea of what might be happening in the field of adult education.

TABLE 2: ESTIMATES OF ABE LEARNERS BY SECTOR IN 1995/96

SECTOR	NUMBER
State aided adult learners	95 500
Private sector	139 779

(Source: Harley *et al.*, 1996:60.)

TABLE 3: EDUCATION LEVEL OF THE SOUTH AFRICAN POPULATION AGED 15 YEARS AND OLDER AS AT OCTOBER 1995

EDUCATION LEVEL	OCTOBER 1994	OCTOBER 1995	DIFFERENCE
No education	2 803 437	2 943 395	139 958
Grade 9 to 11 (Standard 7 to 9)	7 380 200	7 432 649	52 449

(Source: Harley *et al.*, 1996:44.)

TABLE 4: PERCENTAGE OF PART-TIME AND FULL-TIME ABE TEACHERS

SECTOR	% OF PART-TIME	% OF FULL-TIME
State Schools	86	11
NGOs	84	11
Companies	68	21

(Source: Harley *et al.*, 1996:450.)

TABLE 5: PERCENTAGE OF ABE TEACHERS WITH SOME ABE TRAINING

SECTOR	PERCENTAGE
State Schools	32 %
NGOs	55 %
Companies	78 %

(Source: Harley *et al.*, 1996:445.)

TABLE 6: SUPPORT OF ABE TEACHERS

SECTOR	SUPPORT FROM OWN ORGANISATION		SUPPORT FROM OTHER ORGANISATION	
	YES	NO	YES	NO
State Schools	27 %	4 %	6 %	3 %
Companies	90 %	0,9 %	53 %	4 %

(Source: Harley *et al.*, 1996:447.)

Although these figures may have changed in 1999, it appears that most teachers in ABE teach part-time. This is probably because most of them work full-time during the day and part-time after school. Their priorities are with day-time school. Little commitment and dedication is given to ABE programmes. They come to ABE teaching tired and sometimes without sufficient planning. If only

32 % of ABE teachers have some training, then the majority is likely to teach without qualifications. Only 23 % of ABE teachers have teaching experience. About 77 % of ABE teachers do not have enough experience. If this is the case, then one should not be surprised when ABE learners fail year after year. A lot of work is needed in this field, especially that of training ETDPs as this study will show later (Department of Education Annual Report, 1994-1996:20).

The support for ABE programmes within state schools is also discouraging. Again, this does not sound good enough for policy implementation, but it is too early to conclude that policies are not being implemented, unless this is proven to be the case. ABET learners deserve life-long learning combined with quality learning. They have the right to have flexible learning, as well as recognition of their priorities.

2.14 CONCLUSION

New adult education policies and the ABET programme have been introduced by the current ANC government who represent the electorate. Policies are aimed at improving the educational lives of the people, by offering quality education which provides them with different skills. Based on the fact that such policies play an important role in the lives of the people they are designed to assist, they should be subjected to scrutiny, and an in-depth analysis of their effectiveness and the impact of their implementation. Members of the public have the right to question, comment on and even reject any policy which does not serve them.

Policies within the context of adult education are designed to help ETDPs equip themselves with different teaching skills so that they can be effective in their teaching. ETDPs are required to be skilled, qualified and to understand what is required of them. Adult learners should benefit from such policies, have the necessary textbooks, be taught by well-trained and qualified teachers, who make education relevant to them and to the social, political and economic opportunities of South Africa. The fruits of this context lie in effective and success implementation of ABET. It must be successful implementation, but

implementation cannot take place without the necessary financial backing. This study shows that the ABET programme is very important for adult learners. It warns that the process of implementing the programme is not as easy as people may think, and that the ETDPs must be ready and prepared for this process. Unless the whole process is planned well, policy-makers will just waste their time and the country's education budget. Their hopes for quality education may be just another theory without any possibility of being realisable. The success of the government's implementation of policies does not depend on the government's commitment to quality education alone, but on whether the government has or will deploy sufficient capital to financially support such policies.

CHAPTER 3
RESEARCH DESIGN

3.1 INTRODUCTION

The research design outlines the different research methods used for gathering data and the rationale behind these methods. The design describes the participants' profiles and concludes with an analysis of the information. Most of the information comes from the questionnaires, telephonic interviews, E-mail and local and international literature. This will be discussed in detail within this chapter. This chapter concludes by stating the rationale behind selecting the participants.

3.2 OUTLINE OF RESEARCH MODEL

A diagrammatic representation of the research design was presented in Chapter 1. The first step was to review the South African and international literature available on the models of the new policies and ABET programmes. The main themes explored were:

- The role of the White Paper (1995) and ABET programme (1997) in adult education.
- The process of new policy implementation.
- Factors affecting the success or failures of policies.
- The appropriateness of educators' qualifications.
- The financial implications and constraints of adult education.

The whole conceptualisation of the research design is guided by phenomenology as an overall research method. The research method is within the framework of a

qualitative approach. Kvale (1996:29) describes this approach as "the every day lived world of the subject and his or her relation to it. It is about describing and understanding the central themes the interviewee experiences", for example, the impact of the recent education policies on adult educators and adult learners. How ed' :cators and adult learners respond to such an impact. The relevancy of the qualitative approach is its "sensitivity to the human situation".

The purpose of this chapter is to describe the research tools used for gathering the data and to explain why those research tools were chosen. The study initially intended using four research tools for gathering information but, owing to time constraints, it ended up with three, namely:

- Telephonic interviews
- Questionnaires and
- E-mails.

The literature also forms part of the data gathering process. Telephonic interviews were used when the researcher failed to secure an appointment. A telephonic interview may be described as an interview conducted telephonically where the researcher questioned the interviewee and the interviewee responded verbally. Telephonic interviews worked very well except the interviewer could not see the facial expressions of the respondents (which sometimes tell a lot) to the questions. As a result, the researcher had to use note-taking as opposed to a tape recorder as initially intended. The researcher took detailed notes in order not to misquote the respondents and to ensure that the respondents and their replies did not become muddled. However, this method was still able to reveal the tone of the interviewees' voices and h' :tation. The interviewees and researcher were able to elaborate on the questions and answers. Fourteen (14) respondents were interviewed telephonically. Of these respondents, there were seven (7) district education managers and seven (7) adult educators all from districts C1 to N7.

Another data gathering tool used in this study was questionnaires. The completion of questionnaires is a way of se' :ing information through a formulated series of

questions aimed at finding answers for a study. The benefit of administering questionnaires is that they provide interviewees with the opportunity to use their own time and space. The method does not pressurise or intimidate respondents as can be the case in face-to-face interviews, where an immediate response is expected. The answers derived from the questionnaire method should be authentic and reliable. Cohen and Manion (1994:283) confirm the above statement. They argue that questionnaires are more economical than other methods in terms of time and money. Richardt (1972:170) in Maxwell (1996) also agrees. It was argued that written questions are typically more efficient and practical and allow for the use of a large sample base.

This was the case in the current study because twenty (20) adult learners were given questionnaires. It was interesting to analyse the data collected from this method in comparison with other methods such as interviews, which provided interesting results. It does matter when people are left alone to answer questionnaires because they have a unique freedom of expression. The questionnaires were addressed to the same people as in the case of the interviews. In a way conducting this study where questionnaires were used confirmed the argument presented by the literature review. It is difficult to avoid the possibility of respondents misinterpreting questions contained in questionnaires.

The implication of the research was discussed in chapter one of this study. The third method of obtaining information for this research was through E-mail, where I confirmed the summary of the respondents by sending it back to them to avoid misrepresentation of ideas and misunderstandings. I found this method efficient and very fast although sometimes respondents failed to respond timeously. It is also selective because not everyone has a computer. This was particularly problematic with teachers.

All three groups of participants were made aware that participation in this study was optional and were asked whether they were willing to participate. This was a bit risky because if they said "no", they would have left the researcher stranded and confused. Luckily all the participants acquiesced to participating. The reason

behind the selection of the three groups was that they are all affected by changes in adult education, which could radically change their lives and attitudes, feelings and understandings. Adult education could improve everyone's chances of a better life. The other reason was that we need to guard against the government's failure to keep its promises to the electorate, and remind the government that it has the responsibility to provide a quality education for all. The difference in the three groups will highlight their respective reactions to the very same people who are affected by the process of policy implementation, the white paper on education and training and the ABET programme (people who are involved in adult education centres). These differences would make an interesting result for this study.

3.3 DETAILS OF PARTICIPANTS

The participants' groups consisted of people who were involved and touched by new policies, the white paper on education and training and ABET programmes in adult education. It is a top-down process, starting at the district education office (in charge of running and co-ordinating adult education policies and ABET programmes, the implementation process), and moving on to educators who are interested in policy and ABET implementation through teaching and learning within the classroom context. The last group consisted of adult learners who expect quality education because of implementation of the adult education policies. These learners are directly affected by the failure or success of policy initiatives through ABET programmes. The delivery of flexible learning, quality learning, recognition of prior learning and life-long learning depends on the success of new policies and successful implementation of the white paper on education and training and ABET programmes. The latter group ranges from Grade 11 to Grade 12 (Standard 9 to 10).

3.4 INTERVIEWS, QUESTIONNAIRES AND E-MAIL

The telephonic interviews, questionnaires and E-mail were used with district education managers, adult educators and adult learners. Questionnaires were used only for the adult learners. Three groups participated and the responses varied according to their level of occupation and responsibility. The three groups that participated were:

- **District education managers**: There were seven, namely two females and five males. They all came from district C1 to N7 (Gauteng) and have been involved in adult education for five years or more. Their age was not known, although they appeared to be between 34 and 40 years old.

- **Adult educators**: There were seven, two males and five females. They all come from district C1 to N7 (Gauteng) and represent seven different district offices. All seven teach in adult centres. Four of them teach in both day and night schools.

- **Adult learners**: There were twenty, ten males and ten females. Ten adult learners were in Grade 11 (Standard 9) and the other ten in were in Grade 12 (Standard 10). Eight learners in Grade 12 are parents, while twelve are young adults. Eight of the learners are employed. All twenty learners are studying social sciences (history, geography, biology, biblical studies, English and Zulu / Sotho).

3.5 PROBLEMS EXPERIENCED ARRANGING INTERVIEW QUESTIONS

Gathering information for this study was extremely difficult. Initially there was scant hope that I would ever have access to the information. The Gauteng Department of Education in Johannesburg refused me permission to interview and distribute questionnaires to the following groups:

Group 1: District Education Managers

Group 2: Education and Training Development Practitioners (ETDPs), and

Group 3: Adult learners in Grades 11 and 12 (Standards 9 and 10).

It was in early October 1998 and the Gauteng Department of Education felt that the process of interviews and completing questionnaires would hamper preparations for final examinations. Consequently the Gauteng Department of Education asked me to reschedule my interviews and questionnaires to 1999. Eventually I had to by-pass the Department and conduct the interviews and administer the questionnaires without their permission. Ignoring the Department was even more challenging, because it was not easy to interview officials in the Department without official permission. The principals in different adult education centres would not allow me to interview or hand out questionnaires to their teachers and students without permission from the local Department of Education.

As a National Arts Council (NAC) employee, I decided to use the NAC as my "umbrella" association. I telephoned the district education manager direct, confirming that I was from the National Arts Council and calling in regard with my research. I had the co-operation of the district education managers. The same applied to the adult education centres. I was allowed to conduct interviews and administer questionnaires only because the district education managers and principals in the adult education centres recognise the NAC and its employees. They trusted me because I work for the NAC.

3.6 PROBLEMS ENCOUNTERED WITH THE METHODS OF GATHERING DATA

3.6.1 GROUP 1: DISTRICT EDUCATION MANAGERS

Seven respondents were interviewed.

Although the respondents agreed to be interviewed, they continually refused to make firm appointments and claimed they were "very busy" whenever I tried to secure an interview. Sometimes we ended up agreeing to conduct the interview telephonically. They also agreed to receive questionnaires to confirm our telephonic interview and a summary of their telephonic interview to avoid misrepresentation. Some district education managers elected to receive the information by e-mail.

Only two district education managers were interviewed face-to-face, while the other five were interviewed telephonically. A problem was experienced with the return of the confirmation letter sent by fax. The letter summarised both the telephonic discussions with the respondents and their responses to the questionnaires. It took much following up and reminding before the summaries and questionnaires were returned. One questionnaire is still outstanding. The two district education managers who were interviewed personally confirmed the information via e-mail.

3.6.2 GROUP 2: ADULT EDUCATORS

Seven respondents were interviewed.

The ETDPs group took time to complete and return the questionnaires. Five of them took a week to complete their questionnaires and it took considerable persuasion from me to have the questionnaires returned. I personally had to go after the respondents, explaining my time constraints and the need to receive their completed questionnaires, since they promised to return them within two days.

3.6.3 GROUP 3: ADULT LEARNERS

Twenty respondents were interviewed.

Six adult learners in Grade 11 wanted a translation into their mother tongue. I was not there personally but the teacher in charge explained the questionnaire to these respondents. Some of the Grade 12 adult learners also responded in their mother

tongue, Zulu, in which I am not fluent. A translator had to explain some meanings to me.

3.7 DESIGN OF THE QUESTIONNAIRES

The questionnaires (and interviews) were designed to answer the research question: What effect do these new policies, the white paper on education and training and ABET programmes have on adult educators and adult learners? A high response rate to the questionnaires was achieved from the three groups approached. In all cases, participation of the adult educators and adult learners was voluntary. The district managers were requested if they would participate. For the adult educators and adult learners, one could say that the research methodology reflects the concept of learner-centredness by encouraging an independent decision as to whether to participate or not participate.

The following factors were incorporated into the design of the questionnaires:

- The questions did not direct or guide the response. They allowed people to respond on their own.
- The language used was straightforward. The questionnaires were circulated among fellow masters students attending the same course as the researcher in order to uncover unclear areas or ambiguities.
- Loaded and politically sensitive terminology was excluded.
- An attempt was made to ensure the questions made sense to the respondents.
- The participants' confidentiality was assured.
- The questionnaires were also planned to test the results of the literature review.

The questions on the availability of teaching aids and other materials; accessibility to the workshops organised by the Department of Education for adult learners; the impact of financial constraints, and participants' feelings and attitudes towards the

new policies, the white paper on education and training and ABET programmes, were the same for the three groups.

The other part of the question was suitable only to the specific group for which it was intended, for example, the role that the Department of Education is playing to put policies into practice in their respective districts, and the impact and effectiveness of the workshops. Such questions could only be answered by the district managers. Similar questions were addressed to the adult learners. The average time for completion of questionnaires was ten minutes or less. If they could not express themselves in English, respondents were allowed to use their mother tongue, or to arrange to receive further explanation from an educator.

3.8 ANALYSIS OF INFORMATION FROM THE INTERVIEWS AND QUESTIONNAIRES

The analysis of information from the interviews and questionnaires consisted of interpreting, processing and coding the information.

Comparison between the results obtained from the questionnaires and the literature review was noted among the three groups. The literature review was based on local and international literature. Analytic memoranda (Mills, 1959:198, in Maxwell, 1996) were also used in this study. This means that the researcher wrote regularly and systematically about reflections on his readings and ideas. The reason for using this method was simply because it was a way of putting down ideas onto paper and then using these writings as a way of facilitating reflection. According to Maxwell (1996:66) when one's thoughts are recorded in memoranda, one can code and find them as in the case of field notes. Using this memorandum system helped me to organise the data collected. In a systematic, retrievable form, so that the interviews and insight could easily be accessed for further examination.

Coding was used in this study in order to "fracture" the data (meaning break down information to make it manageable) and rearrange it into categories that facilitated the comparison of data. The data were categorised into themes, reflecting both the

differences and similarities. All units of relevant meaning were clustered together and those that seemed to have some common themes were united in several units of relevant meanings.

The summaries of telephonic interviews were returned to the interviewees for confirmation before finalising the setting of information in the report. Within the telephonic interviews, general and unique themes for all the telephonic interviews were identified. The findings are presented in tables based on similar and different themes. In the tables, comparisons and different reactions were noted, taking into account similarities and differences.

3.9 RATIONALE BEHIND SELECTION OF PARTICIPANTS

The three groups (District Managers, ETDPs, and adult learners) were selected because they are affected by the research question, as stated in the previous chapters. They are also central to the aspect of adult education investigated by the research question. Therefore their input is highly important if one is to understand what is happening in adult education, especially in the light of the national Department of Education's new policies, the white paper on education and training and ABET programmes.

CHAPTER 4
RESULTS

4.1 INTRODUCTION

The results section deals with responses from the groups, namely, district education managers, adult educators (ETDPs) and adult learners. The data represent responses from different interviewees based on similar and different responses concerning new policies, the white paper on education and training and the ABET programme. In this section research questions are answered in tabular and narrative form.

4.2 GROUP 1: PROFILE OF DISTRICT EDUCATION MANAGERS

Seven respondents in Group 1 were involved in the ABET programme from their respective districts. They were all ABET directors and responsible for its implementation. They were responsible for running workshops on ABET programmes and other training for ABET teachers. They also liaise with adult learning centres in their respective districts. They come from district C1 to C5 and N5 and N7 around Gauteng. Within their own districts, they represent the following areas where adult learning centres were involved:

C1 Mapetla; C2 Pimville; C3 Orlando East; C4 Diepkloof; C5 Alexandra; N5 Dobsonville and N7 Randfontein.

Of the seven respondents, only two were women. The respondents range in age betwee 32 and 40 years old. All these interviewees have more than five years' exper' nce as ABET managers. Their qualifications range from a BEd to a Mas' 's degree.

In response to the question "Are the ABET programme and new adult education policies being implemented in your district? If so, how?", the answers from the district education managers were different and could be grouped as follows:

- **Not yet achieved.** Three of the respondents stated that the district office is in the process of implementing OBE (Outcomes-based Education) as a process of realising the National Qualification Framework (NQF) goals and lifelong learning. The district managers are presently involved in training educators around the module: Orientation to OBE.

  "Given the fact that Outcomes-based Education is a recent policy initiative, it has not yet filtered down to the teaching and learning practices in adult education centres".

  "Districts will train teachers on Outcomes-based Education in March 1999".

- **It has been achieved.** Four respondents stated that the ABET programme is already in place. They maintain that district managers have made training of adult educators a priority. "Our unemployed teachers receive training in OBET and in ABET (Andragogy)". District managers prepare workshops for teachers who are unemployed in different learning areas. Classes are made accessible to all learners at all levels during the time available for learners and educators (18:00 to 20:00 daily).

The implementation of the ABET programme and other policies differs from one district to the another. It appears that there is no uniform action plan, which binds all district offices. The difference in implementation processes shows that districts are independent of each other. It is possible that one district may offer quality education while another may not. It also means that one district could already have implemented policy successfully, while others may not be ready to commence policy implementation.

An interesting point emerged from the question "Do you apply a learner-centred education when you train adult educators? If so, how?"

- The first answer was "no". The reason being that "learner-centred education is also at the foundation phase". This will be done through a skill development strategy to be implemented later. Only two (2) responded "yes" to the question. The remaining five (5) responded "no" and provided different reasons from the first two respondents. They place the blame on the learners. "The major problem with learner-centred education is learners themselves. They expect to be told what to do, rather than telling the adult education centres what they want. For example, they (adult learners) see the adult education centre as inadequate for their needs, which might be non-academic, such as motor vehicle driving lessons or learner driver training". "They are looking for school subjects". "Learner-centred education is not quite applicable due to time constraints".

The next question demonstrates another difference on whether the policy was implemented or not. The question stated: "Is ABET curriculum put into practice in your district? If so, how?"

- "No, ABET curriculum is not applicable due to time constraints".

The curriculum programmes were not yet evaluated. This view represented one district. The other six districts agreed that they are being guided by the ABET curriculum. "The district is implementing ABET curriculum by training of personnel during ongoing sessions. After extensive training in ABET, implementation at level one (which is in line with the multi-year plan) was introduced". "The role of adult learners is captured in the facilitator's unit standards developed for ABET practitioners". The districts have taken the following steps:

- Training of adult educators.
- Training of officials in the curriculum.
- Establishment and training of governing bodies to begin to support curriculum work in adult education centres. These steps are being undertaken differently in all seven (7) districts. This means that only one

district could not catch up with curriculum implementation. It is strange to note that most of the districts generalised that all seven (7) districts have implemented the curriculum. Only one district admitted that they were still in the process of implementing an ABET curriculum.

On the question of whether adult education policies and the ABET programme are able to assist adult practitioners and adult learners towards achieving a quality education, a difference of opinion was once more demonstrated:

- No. "Clearly quality education depends on the development of a fully-fledged system and we do not have such system yet". Two (2) districts gave different responses from the first two (2) districts. Another four (4) districts felt that "the new adult education policies are able to give a new focus, since adult education has been offering school subjects, rather than a variety of programmes". "The policies are giving the direction to be followed and adopted". "Adult education principles and policies form the basis for proper teaching and learning". They also serve as a guide and measuring stick in terms of achieving the aims of the National Education Department. Five (5) districts felt that adult education policies define what constitutes a fully-fledged ABET system. Through these policies, support mechanisms are being put in place to ensure that adult education centres respond to learners' needs. They have identified the following mechanisms for learners:

    - Career and vocational counselling
    - A structure for democratic participation
    - Recognition of prior learning assessment.

On whether adult education practitioners respond to adult education policies and the ABET programme, the C1 to C5 and N5 and N7 districts disagree but note that there are mixed feelings about the new policies. Since change is hard to comprehend, however, there is significant progress in shifting the mindset and pattern to the new educational paradigm and requirements. The district education managers felt that "teaching adult learners two hours per day has to be challenged

because the workloads that are required by the policies are sometimes unacceptable to adult learners, particularly given the difficult conditions under which they work". They also noted that learners are affected by teachers' failure to attend class.

Overall regarding financial resources in adult centres, all district managers agreed that there were inadequate financial resources for adult education. The following is a diagrammatic representation of the results (from all seven district managers).

The positive number in this research refers to the agreement to the question or support of the question by interviewees. In short, a positive answer means "yes" to the questions. The negative number refers to the disagreement with the comment or the question. It means "no" to the comment or question.

TABLE 7 GROUP 1: QUESTIONS ASKED AND RESPONSES FROM DISTRICT EDUCATION MANAGERS

Question	Positive Number	Negative Number
1. Implementation of the ABET programme and other education policies	4	3
2. Application of learner-centred education in adult education	5	2
3. Application of curriculum in different districts	6	1
4. The impact of adult education on adult educators and adult learners	5	2
5. Response of educators and adult learners to policies and the ABET programme	7	0
6. Adequate financial resources to sustain the	0	7

process of policy implementation		
7. The role of the ABET programme to adult educators and adult learners	7	0

Note: in the above table, N = 7 (that is, the number of interviewees was seven).

There was no general agreement on the process of policy implementation based on the ABET programme within the seven districts. Noted was the lack of resources which also affects all the abovementioned districts and the positive role of ABET which affects the seven districts. The response of adult educators and adult learners to the policies and ABET programme is negative across the district.

4.3 GROUP 2: PROFILE OF EDUCATION AND TRAINING DEVELOPMENT PRACTITIONERS

There were seven (7) respondents in Group 2, all of whom were resident in different areas, ranging from district C1 Mapetla; C2 Pimville; C3 Orlando East; to C4 Diepkloof, Soweto. Four (4) of them teach in both night and day schools while three teach only in night school. All have been involved in education for more than four years. Two (2) respondents were male and five (5) were female. Their ages could range between 26 and 34 years. They all fall within different district offices.

Group 2 differed sharply on the awareness of new adult education policies and ABET programme and how they found out about them. This is how they responded:

- Three (3) of them found out through the workshops, the Department of Education and through their principals. The other four admitted that they had not heard anything regarding new adult education policies and ABET programme, although they teach adults.

- On the impact of adult education policies on their teaching methods and how they found out, only two (2) highlighted the impact and said that adult

education policies help them explore their potential and focus. They also admitted that "workshops play a role".

- On the question of their attitudes and feelings towards the new adult education policies and ABET programme, only two (2) educators felt happy because the workshops would enable them to put these policies into practice. About five (5) had no definite feelings because they did not know anything about such policies or the ABET programme.

- On the question of having access to teaching aids, or learning materials, five (5) educators responded positively and mentioned the following as their resources:

  - School textbooks
  - Exchanging ideas with adult learners
  - Charts, radio, gazettes, magazines and pictures.

  The remaining two (2) adult educator respondents indicated that there were no resources.

- On the question of attending any workshops organised by the Department of Education on ABET programmes and other policies, only two (2) respondents said that they have attended a workshop. Five (5) respondents had never heard about workshops.

- On the question about receiving any documents which explain adult education policies and the ABET programme, only two (2) respondents acknowledged receipt of documents from the workshops attended. Four respondents were not aware of workshops organised by the Department of Education.

- On the question of holding staff meetings, talks or debates on adult education policies and the ABET programme with their principal, only two (2) respondents acknowledged that they have never met as a staff

specifically for this purpose. Their meeting related to the issues of *transformation*. "Staff meetings have to do with improving education and meeting the demands of adult learners". Five (5) respondents acknowledged not having met at all.

- When they were asked about Department of Education's involvement in helping them realise the dream of policy implementation, only one (1) respondent agreed and attributed this to the workshops that were organised by the Department. The remaining six (6) were not aware of any move from the Department of Education to assist schools. The following is a diagrammatic representation of the results.

Table 8: GROUP 2: PROFILE OF EDUCATION AND TRAINING DEVELOPMENT PRACTITIONERS

Question	Yes/There are	No/Not
1. Are you aware of new adult education policies and the ABET programme? If so, how did you find out?	3 (three) One found out from the Department of Education and the other two from the workshops – principals.	4 (four) have not heard about them.
2. Do the new adult education policies, and the ABET programme impact on your teaching methods? If so, how?	2 (two) It helps them explore their potential and focus. Workshops played a role.	5 (five) Not at all.
3. [illegible] ude a[illegible] ds the new a[illegible] ation policies and the ABET	2 (two) feel happy because the workshop would help them implement these new	5 (five) have no strong feelings because they do not know about the policies.

programme?	policies.	
4. Are any problems encountered as adult education practitioners?	3 (three) Adult learners' learning pace is slow, they do not easily grasp the most important points/issues. Proverbs and language are difficult for them. I cannot draw from learners' experience.	4 (four) No You give them work and it will be done. They are co-operating and they listen.
5. Do you teach in day and night school? If so, how do you manage your time?	4 (four) Times are well managed and do not clash.	3 (three) No, only at night.
6. Do you have teaching aids or learning materials? If so, what are they?	5 (five) School textbooks, exchanging ideas with learners, white boards, charts, radios, gazettes, magazines, and pictures.	2 (two) None of those.
7. Do you have any other support material or teaching aids to enhance your teaching? If so, what are they?	3 (three) A variety of textbooks are consulted, as are newspapers and study guides.	4 (four) None of those.
8. Did you attend any workshops organised by	2 (two)	5 (five)

the Department of Education on the new adult education policies and ABET programme? If so, how did you find out about them?	The workshops on new adult education policies and the ABET programme were attended. The principals informed us about them.	Not yet.
9. Have you received any documents which explain adult education policies and the ABET programme? If so, from where?	1 (one) Documents were received from the workshop attended.	6 (six) No.
10. Do you hold any staff meetings, talks, or debates on adult education policies and the ABET programme in your school?	2 (two) To find information on the transformation. The staff meeting has to do with improving education and meeting the demands of adult learning	5 (five) Not at all.
11. Is the Department of Education helping somehow in the implementation of adult education policies and the ABET programme in your school or district? If so, how?	2 (two) By conducting the workshops in their respective districts	5 (five) Only NGOs offered our schools some basic human resources. They are not supportive. Instead they delay the process.

N=7

The responses also highlighted some differences in regard to the receiving of information, participation in workshops organised by the Department of Education and the low level of awareness of those workshops.

4.4 GROUP 3: PROFILE OF ADULT LEARNERS

There were twenty (20) respondents in Group 3, all coming from different districts in Soweto. They are all adult learners from different adult learning centres. Ten (10) are in Grade 11 (Standard 9) and the other ten (10) in Grade 12 (Standard 10) last year (1998). They are aged between 24 to 40 years old. An unspecified number of them work full-time, some work part-time, whilst the remainder are unemployed.

- On the awareness of new adult education policies, the white paper on education and training and the ABET programme and how they found out about them, only four (4) respondents acknowledged having heard about the policies through ABET books or a university. One (1) mentioned advertising. The other sixteen (16) were not aware of any new adult education policies.

- On the contribution of ABET in their lives, only eight (8) respondents acknowledged it, and said that ABET helps them to read, write and know more about education. Twelve (12) respondents did not appear to know anything about ABET.

- On the question of using teaching aids or learning materials to enhance their learning, only ten (10) respondents mentioned computers, textbooks, tape recorders and pamphlets. Ten (10) respondents were not aware of any teaching aids being available.

- On whether they think that adult education policies, the white paper on education and training and the ABET programme will contribute to their lives, and if so, how, ten (10) respondents said that adult education policies

"would enable them through opportunities for employment. ABET would also give them communication skills, such as reading, and writing and broaden their knowledge". Ten (10) were not aware of anything.

The following is a tabular representation of the results:

TABLE 9 GROUP 3: PROFILE OF ADULT LEARNERS' RESPONSES TO THE QUESTIONNAIRES

Questionnaires	Yes	No
1. Are you aware of adult education policies and the ABET programme? If so, how did you find out?	4 (four) Only one said that he found out through advertising / text books / university. Others did not say how.	16 (sixteen) I do not know.
2. Is adult basic education and training (ABET) contributing to your life? If so, how?	8 (eight) All of them said that it helps them to read and write, and know more about education.	12 (twelve) I do not know.
3. Are there teaching aids or learning materials to enhance your learning? If so, what are they?	(10) ten They mentioned computers, books, tape recorders, and pamphlets.	10 (ten) Not at all.
4. Do you think that adult education policies and the ABET	10 (ten) The above ten said that adult education policies,	10 (ten) No, I don't think so.

programme will contribute to your life? If so, how?	etc., would enable them through opportunities for employment and communication skills, to read and write and broaden their knowledge.	
5. Are there adult education policies that you like? If so, which ones?	2 (two) They like those which encourage group work	18 (eighteen) No, there are no adult education policies that I am aware of.
6. Does the Department of Education help in the implementation of new adult education policies in your school/district?	4 (four) Yes, by providing textbooks	16 (sixteen) No, we have not heard anything about it.

N = 20

- On the question of whether there are any policies that they like or dislike and which ones, only two (2) favoured points which encourage group work. Eighteen (18) were not aware of any information regarding adult education policies.

- When asked if the Department of Education helps with the implementation of new policies only four (4) agreed, and mentioned the provision of textbooks. Sixteen (16) have not heard anything about policies.

Again it appears that few adult learners have access to resources and are aware of the Department's role while the rest are not aware of any policies. It also shows that many students are in the dark about what the Department of Education is doing. The differences of opinion amongst adult learners are attributed to the exposure to information and experience. Some learners are more experienced,

read newspapers, attend educational meetings and want to know more about adult education policies. Other learners do not mind not knowing because they do not feel affected or they think that it is a waste of time searching for information on adult education because their teachers will provide it.

4.5 SYNTHESIS OF THE THREE GROUPS

The three (3) groups of participants came from five (5) separate geographical areas and from seven (7) different districts areas around Soweto. They come from as far as Randfontein, Diepkloof, Pimville, Mapetla and Orlando East. **Group 1** consisted of District Managers from around Gauteng. They are managers of the ABET programme in their respective districts. **Group 2** consisted of adult educators from different districts around Gauteng (Soweto excluding Randfontein). They are entrusted with new policy implementation in their teaching. **Group 3** consisted of students from the ABET programme in Grade 11 to 12 (Standard 9 to 10). This group is based largely in Soweto excluding Randfontein. Some of them are employed while others are not.

There were a total of thirty-four (34) participants from three groups: Seven (7) from Group 1, seven (7) from Group 2 and twenty (20) from Group 3. The gender breakdown was as follows:

TABLE 10: BREAKDOWN OF RESPONDENTS BY GENDER

Gender	District Managers	Adult Educators	Adult Learners	Total
Male	5	2	10	17
Female	2	5	10	17

The researcher noted that there are more male than female district managers. Instead, the females dominate the group of adult educators. Their ages were not

able to be identified except in a few cases, which do not contribute meaningfully to this study.

Areas of agreement and disagreement are reflected in table 11 per group covering the three groups.

TABLE 11: OVERALL SUMMARY OF QUESTIONS AND ANSWERS (POSITIVE AND NEGATIVE)

Question 1: Are you aware of the new adult education policies, the white paper on education and training and the ABET programmes? If so, how did you find out about them?		
Positive answers		
Adult Learners (20)	**Adult Educators (7)**	**District Managers (7)**
4 out of 20	3 out of 7	0 out of 7
Yes, the information was found through advertising, ABET books, university and the Department of Education.	Yes, we found the information from the Department of Education and from the two workshops organised by the Department of Education.	District managers prepare workshops for adult educators who are unemployed
Negative answers		
Adult Learners (20)	**Adult Educators (7)**	**District Managers (7)**
16 out of 20	4 out of 7	5 out of 7
They are not aware of any new adult education policies and the ABET programme	They have never heard about new adult education policies or the ABET programme	The district officer is in the process of implementing Outcomes-based Education (OBE)

Question 2: Is the adult basic education and training (ABET) contributing to your life? If so, how?		
Positive answers		
Adult Learners (20)	**Adult Educators (7)**	**District Managers (7)**
8 out of 20	4 out of 7	5 out of 7
It helps them to read, write and know more about education.	It helps adult learners explore their potential and focus. Workshops played a role for adult educators because they exposed adult educators to different methods of teaching.	Through the governing structures which provide voices to learners and educators on issues and concerns, learners further their studies and acquire new skills, career paths, literacy and upliftment.
Negative answers		
Adult Learners (20)	**Adult Educators (7)**	**District Managers (7)**
12 out of 20	5 out of 7	5 out of 7
They do not know anything about new adult education policies, and the ABET programme.	New adult education policies and the ABET programme are not impacting this is because we know nothing about them.	The district managers are still in the process of policy implementation.

Question 3: Are there teaching aids or learning materials to enhance your learning? If so, what are they?		
Positive answers		
Adult Learners (20)	**Adult Educators (7)**	**District Managers (7)**
10 out of 20	3 out of 7	5 out of 7
There are computers, relevant books, tape recorders and pamphlets.	We have a variety of books, newspapers, study guides, black boards and clocks, pictures, magazines, radios and cassettes.	The workshops prepare adult educators to cope and deal with adult education appropriately.
Negative answers		
Adult Learners (20)	**Adult Educators (7)**	**District Managers (7)**
5 out of 20	2 out of 7	5 out of 7
There is nothing except textbooks.	There are no teaching aids nor proper learning materials, except textbooks.	Budget cuts always hit the poorest of the poor (adult education) in favour of formal education.

Question 4: Did you attend any workshop organised by the Department of Education on policies, the white paper on education and training and the ABET programme on adult education?	
Positive answers	
Adult Educators	**District Managers**
2 out of 7	5 out of 7
The workshops were attended on the outcomes-based education and relating to educator's responsibilities towards adult learners.	District managers put in place training of adult educators as a priority. District managers prepare workshops for educators who are unemployed.
Negative answers	
Adult Educators	**District Managers**
5 out of 7	5 out of 7
The Department of Education has not organised any workshops on outcomes-based education.	Given the fact that OBE is a recent policy initiative, it has not yet filtered down to the teaching and learning practices in adult education centres. Districts will train adult educators on OBE in March 1999.

Question 5: Do you teach in day and night school? If so, how do you manage your time?	
Positive answers	
Adult Educators	**District Managers**
4 out of 7	7 out of 7
We teach in day and night school.	Adult educators are allocated two hours each day which means that they have 10 hours per week.
Negative answers	
Adult Educators	**District Managers**
3 out of 7	7 out of 7
Yes, we teach in day school and night school. We manage our time well.	Learners are affected by the failure of teachers to attend class. Some teach at day and night school. Others are employed, teaching part-time. Time limits are problematic: learners cannot ask questions due to time constraints.

Question 6: Is the Department of Education helping somehow in implementation of new adult education policies in your school or district? If so, how?		
Positive answers		
Adult Learners (20)	**Adult Educators (7)**	**District Managers (7)**
2 out of 20	2 out of 7	4 out of 7
The Department of Education provides textbooks.	The Department has arranged workshops on the outcomes-based education as part of teachers' training for ABET programmes.	District managers prepare workshops for adult educators. The districts are realising the ABET curriculum by training of personnel in ongoing sessions after extensive training in OBET.
Negative answers		
Adult Learners (20)	**Adult Educators (7)**	**District Managers (7)**
2 out of 20	2 out of 7	7 out of 7
No, the Department of Education is invisible in our teaching and learning. They ignored adult education. We do not know about policies.	No. Only the non-governmental organisations offered human resources. They are not supportive. Instead they delay the process.	Adult education is always affected by the cuts in grants in favour of day schools. The cuts hit the poorest of the poor.

TABLE 12: THE POSITIVE AND NEGATIVE OUTCOMES OF RESEARCH ON NEW ADULT POLICIES AND THE ABET PROGRAMME

The overall view of the success and failures			
Aspect investigated	**Adult Learners (N=20)**	**Adult Educators (N=7)**	**District Managers (N=7) (Yes)**
(a) Success of new policies and the ABET programme	2 % Yes 98 % No	40 % Yes 60 % No	70 %
(b) Failure of new policies and the ABET programme in implementation	98 % Yes 2 % No	60 % Yes 40 % No	70 %
(c) The role of district managers in adult education and policy implementation	2 % Yes 98 % Yes	30 % Yes 70 % No	60 %
(d) Availability of teaching resources and other materials	40 % Yes 60 % No	40 % Yes % No	
(e) Financial constraints and their impact on adult education	70 % Yes 30 % No	60 % Yes 40 % No	40 %
(f) The effectiveness of the workshops	N/A	30 % Yes 70 % no	80 %
(g) The role and effectiveness of adult educators in adult education	N/A	40 % Yes 60 % No	50 %
(h) Response of adult learners on policy initiatives and the ABET programme and how they affect them	2 % Yes 98 % No	N/A	N/A
(i) Workshops attendance by adult educators	N/A	20 % Yes 80 % No	60 %

The overall results suggest an interesting phenomenon about the district education managers. Most of them are trying to demonstrate the effectiveness and positive role played by the Department of Education in promoting quality education. It is also clear that they are the ones to blame if policy implementation appears to be a total failure or sluggish. Interestingly enough, a large percentage of district education managers complained about the lack of financial resources. Half of the district education managers blamed their adult educators for not doing well in class. They argue that adult educators are not effective enough to help in the process of policy implementation. As such district education managers do not want to take the blame or responsibility for policy failures. Both adult educators and adult learners see the role of education managers as ineffective and inefficient, falling short of the desired outcome.

CHAPTER 5

SUCCESS OR FAILURE OF THE NEW POLICIES AND THE ABET PROGRAMME IN ADULT EDUCATION

5.1 SUCCESS OR FAILURE OF THE NEW POLICIES AND THE ABET PROGRAMME

The results of this study represent the views of Soweto adult educators and adult learners in seven district education centres, namely districts C1 to N7. The study involves seven district education managers. Perhaps this research could open the door to major research on the success or failure of the new education policy throughout the Province of Gauteng, an approach which could give a clear indication of the effect of policy implementation on adult education. Even though the Department of Education is largely to blame for the failure to implement new education policies effectively, it cannot be blamed entirely, especially on the question of financial and other resources which may contribute to quality education. The failure of the government to provide adequate education may be attributed largely to the lack of funds allocated to support quality education.

Perhaps business, private companies, and mines should become more involved in sponsoring or funding adult education. These institutions should not only be encouraged to support sport and recreation. A strategy has to be formulated to encourage these sectors into forming partnerships with various adult centres around Gauteng. Some of these institutions produce educational material and teaching aids which could be helpful in promoting quality education. Such support could also encourage and retain students while stimulating their interest in adult education. Parents could also organise themselves through their respective community associations and raise funds for their local adult education centre. Parents will have to be an integral part of those centres in order to look after them

and protect them against vandalism and theft. The partnership between government, business and parents is an important factor in the realisation of quality education. Such partnerships will restore the culture of learning, and open the doors of adult learners to a brighter future. It is within this context that adult education should not be seen as a "second-rate" education or a burden to society.

The highlights of the results are given in Section 5.2.

5.2 OVERALL VIEW OF THE RESULTS AND THE SUCCESS OF THE NEW POLICIES AND THE ABET PROGRAMME

5.2.1 ADULT LEARNERS

It appears that the Department of Education, through its respective districts, has failed dismally in mobilising adult learners around the new education policies, aimed at improving the quality of learning and teaching. Adult learners cannot be part of the process because they do not know what are these policies are, and how they affect them. Adult learners have no influence on that process.

The role of the district office in adult education is not known to adult learners. Only 2 % of adult learners in the areas of Soweto involved in this research acknowledged knowing of the role of the district office. The majority of adult learners complained about the lack of resources, such as teaching aids or other teaching materials, at their adult education centres. The majority of adult learners feel that financial constraints are contributing to the poor quality of adult education.

5.2.2 ADULT EDUCATORS

The adult educators consulted seem to be aware of the political success of the new education policies although they are effectively not involved. The majority of adult educators surveyed believes that new policies in adult education are not known, and as result, do not affect them - especially on the implementation side. The role of the district office is not apparent to the majority of adult educators.

Most adult educators feel that teaching aids and other materials should be made available in adult education centres. The majority of adult educators believe that the lack of financial resources is a hampering constraint towards the realisation of quality education. In relation to the workshops conducted by the district managers, only a small number of adult educators are aware of these workshops. Most adult educators do not attend workshops, hence they do know if the district is doing anything to prepare them to teach ABET programmes and implement other adult education policies. Adult educators see themselves as playing a minor role (ineffective and inefficient) in adult education. They see themselves as contributing very little. The attendance of adult educators at the workshops is very poor. The existence of these workshops does not reach a large proportion of adult educators.

5.2.3 DISTRICT EDUCATION MANAGERS

The district managers acknowledge that the process of policy implementation and the realisation of the ABET programme has not yet been achieved. However the process is beginning and has been rated a likely success. Although there are other constraints such as finances, the need for workshops, etc., the process is doing well. District education managers feel that the workshops they have held have been effective and reached their target. Adult educators are trying although there are problems, for example, they come late to school and they are not effective enough.

Both the review of literature and the information gathered from the respondents suggest that most adult learners and adult educators are inadequately skilled. It also suggests that the majority of adult learners and adult educators are not aware of the new policies. Neither do they feel included in the process of implementing these policies. A model of adult learner / adult educator support services is presented in the next chapter, together with other proposals.

5.3 CONCLUSION: BACK TO THE RESEARCH QUESTION

The research question is "what effect have the new adult education policies and the ABET programme had on education and training development practitioners and adult learners (in teaching and learning)"? The literature review and the information from the respondents suggest that the implementation of new policies and the ABET programme is inadequate in meeting the needs of quality assurance, quality education and the needs of adult educators and adult learners. The literature review and the information received from the respondents suggest ways that learners' needs can be met. This will be addressed in the next chapter.

CHAPTER 6

QUALITY EDUCATION THROUGH EFFECTIVE AND SUCCESSFUL POLICY IMPLEMENTATION

6.1 RECOMMENDATIONS AND AREAS FOR FUTURE RESEARCH

The literature review, world-wide and South African, outlined the meaning of quality education/learning and life-long learning as proposed by the new policies, the white paper on education and training and the ABET programme. If policies are effective and successfully implemented within a supportive environment, South African education will offer a high standard of education that is on par with international standards. However, enough capital must be allocated to education to back up the process of policy implementation, otherwise the effectiveness of these policies may never be realised.

It became clear from the research and the literature review that our present adult education is experiencing the following difficulties:

- The majority of adult educators in seven districts (60 %) believe that new policies and the ABET programme are failing to meet the required needs and expectations of adult education (the need to deliver quality education). Ninety percent (90 %) of the adult learner respondents agree with this statement.

- The process of implementing adult education policies is not being realised. Neither is it successful (as cited by 60 % of adult educators and 98 % of adult learners interviewed).

- The majority of adult educators and adult learners are not part of the process of policy implementation and do not know about adult education policies and how those policies might shape their lives, etc.

- Of the adult learners interviewed, 60 % complained about the lack of resources in education, such as teaching aids and learning materials.

- Of the adult educators interviewed, 70 % believe that financial constraints affect both teaching and learning.

- Only 30 % of adult educators believe that the workshops organised by the Department were helpful and effective. The majority of adult educators were not aware of the workshops.

- The Department of Education ascribes delays in policy implementation to factors such as financial constraints. However, they rated the success of the process at 60 %.

- The Department of Education measured the success of adult education at 60 %, attributing the main cause of failure to adult educators who come late and are not being effective enough.

- Forty percent (40 %) of adult educators ascribe financial constraints as affecting the quality of learning in adult education.

Based on Harley *et al.*'s figures (1996), the above percentages could well be understood:

- Within state schools (adult education centres) 86 % of educators teach part-time and only 11 % teach full-time. This figure could be correct or it could mean that some educators work full-time elsewhere.

- About 32 % of ABE teachers have relevant training and are entrusted with the education of 12.5 million illiterate, semi-literate and literate adult learners.

- The support of ABE, by teachers in adult education centres was 27 % while only 41 % felt that they were not being supported. The rest were undecided.

The above figures demonstrate the situation in adult education. From this information, readers can make their own analyses and reach their own conclusions. These figures might change as education is experiencing change in administration and teaching methods. The change could be either negative (for the worse) or positive (for the better).

6.2 RECOMMENDATION 1 (EMERGING FROM THE POLICY REVIEW CONFERENCE)

At a National Policy Review Conference on adult basic education held during the 9 to 12 October 1998, Johannesburg, the following recommendations were put forward:

They argued that the key to effective adult education policy implementation lies in the establishment of a political centre to marshall resources and co-ordinate the participation of people involved in the process. "We need a full-time national co-ordinator in the ANC office to build and co-ordinate the political centre of education".

- Building the capacity of structures to impact and drive policy implementation to promote mass mobilisation around education and development.

- Building the capacity of the mass democratic movement structures and activists in the bureaucracy in the following areas: policy development, policy implementation and planning, policy monitoring.

- Promoting large-scale awareness and sensitising of masses about adult education policies, so that learners and citizens can hold civil servants and political leaders accountable.

6.3 RECOMMENDATION 2 (EMERGING FROM THE POLICY REVIEW CONFERENCE)

National / provincial / local and institutional linkages and tensions were discussed at the National Policy Review Conference held from 09 to 12 October 1998, with a view to diffusing them. The following themes emerged from this conference:

"We need the National Department to play a stronger supportive role in relation to the co-ordination and implementation of policies amongst provinces, the exchange of information and the transformation of the bureaucracy". "This is because we need to move away from a federalist approach to issues. We need the National Department to co-ordinate the process of developing a National core programme of priorities for adult education for implementation in each financial year and for monitoring implementation". These are core programmes of priorities which should be located within a framework developed by the political centre.

I found it encouraging that the conference was aware of the problems affecting policy implementation. The delegates at the conference also shared similar concerns to the adult educators in the seven districts in which the current research was carried out. They all felt that the process was not making in-roads into the problem. The delegates agreed that the clearly stated aims of education do not guarantee that desirable goals will prevail. But the new government is obliged to act in the interests of the majority and to give effect to the directives of the Constitution of the Republic of South Africa (1996) (which guarantees the right to learning) and other laws. The policies of the ABET programme should be addressed to correct the legacies of apartheid so that the interests of the majority are paramount. Therefore the new government has the responsibility to keep its promises and to fulfil its responsibility towards the electorate.

6.4 RECOMMENDATION 3 (EMERGING FROM THIS RESEARCH)

It appears that the success of the policy depends on several points:

- The readiness and training of the ETDPs.
- A special fund for the implementation of policies and ABET programmes relating to policy implementation.

Adult learners will benefit from well-trained and qualified ETDPs because they fully understand the contexts, environment and the dynamics of adult learning in order to carry out policy implementation. Adequate financial resources would be the backbone of implementation as very little can happen without materials and resources to back up any move. The two points (training ETDPs and financial resources) are very important if the government's education goals are to be realised.

Training of adult learners in an effective manner in different districts will contribute to the smooth running of policy implementation Rogers (1992:4) argues that it is difficult to understand the significance of transformation, adult learning and its natural dynamics if ETDPs charged with adult learning are not qualified. If they are qualified, adult educators could identify those dynamics in education which could be researched and contribute to the wealth of adult education. Rogers (1992:7) believes that "without a skilled mentor in the field, the policies developed could never be realised".

We have certain expectations from the ETDPs. Mezirow (1991:198) has identified a few of them. For him, ETDPs are entrusted with shaping the lives of adult learners and, as such, they should have accurate and complete information. This will help them evaluate information before presenting it to the learners, thus contributing to quality education. Brookfield (1990:10) argues that effective learning practice is characterised by respect among participants for each other's self-worth. That is, recognition of the self-worth of all participants in the process of adult basic education should be encouraged. What Mezirow a(1991) and Thomas (1995) propose could contribute directly to adult education:

- Adult learners must be part of the process (ABET policy formulation and implementation) so that they can contribute to the process. This could be

done by engaging adult learners with simplified documents on policies, encouraging class debates on those policies and encouraging learners to make recommendations. This process will expose adult learners to how policy affects them and how they respond to the policies.

- Enough resources and materials should be allocated for the running of educational workshops which should be comprehensive. The resources will contribute to the effectiveness of the workshops, and their availability to the majority of educators. The workshops must be run by an experienced person with a good track record in the running of workshops. The workshops must be well publicised at least two or three months before in adult education centres.

- Principals of adult education centres should not wait for the Department of Education to run workshops and send them information. Instead, they should organise their own workshops, fetch documents related to policy implementation from the Department and encourage a report on the success or failure of these workshops and become initiators of sound adult education policy implementation in their respective centres.

- As suggested by two district managers and adult educators, two hours of education per evening or afternoon are not enough for the delivery of a quality education. Although the financial resources are problematic, the government must find a way to increase these hours to at least four hours daily (as suggested by two district education managers).

- Adult educators must make a commitment which is binding with consequences when failing to abide by the agreement.

Such radical initiatives could well impact positively on adult education in the realisation of the education policies and the ABET programme. Such initiatives will also recognise the role of adult educators and adult learners as an important partner in policy implementation.

6.5 SUGGESTED AREAS FOR FUTURE RESEARCH

There are several areas of future research in adult education, for example,

- The role and the effectiveness of educational technology (the use of videos, computers, and other media-related educational resources) enhancing quality learning. This will help the Department of Education, adult educators, and adult learners to choose appropriate methods for their context. Such steps are likely to make education easier and more interesting for learners and educators.

- The role of educational technology needs to be researched. How effective is it and what is its contribution to quality education?

- A further issue arising from the information received from the respondents relates to the commitment of the Department of Adult Education. It must be established to what extent the Department of Education is committed to quality education for adult learners. For many years, adult education has produced poor results and a high drop-out rate. Adult education is associated with a "second-rate" education.

- The role played by principals and adult educators should be researched to establish whether they contribute to the high rate of failure of adult learners.

- This approach is important because it contributes directly to quality education and quality learning. The approach calls for something to be done to address the plight of adult learners.

- The impact of financial constraints both externally and internally.

- The role played by the rich nations through their loan recovery strategy and how that impacts on budgets for education.

It is only through collective responsibility where the Department of Education takes a lead in involving adult educators, adult learners, and other stakeholders such as business, companies, and international donors to become part of the

process that a successful policy of adult basic education will be implemented. Adult educators must have an effective training in issues relevant to their work and adult learners. For example, adult educators need to know and understand the new adult education policies and their impact on adult learners. For adult educators to be effective in monitoring the process, they should be involved in what policy is and how such policies affect them. Perhaps researchers should also help to investigate why policies fail and what should be done to contribute to the successful implementation of the process. The government cannot do it alone and it is time they realised this for the sake of the people involved.

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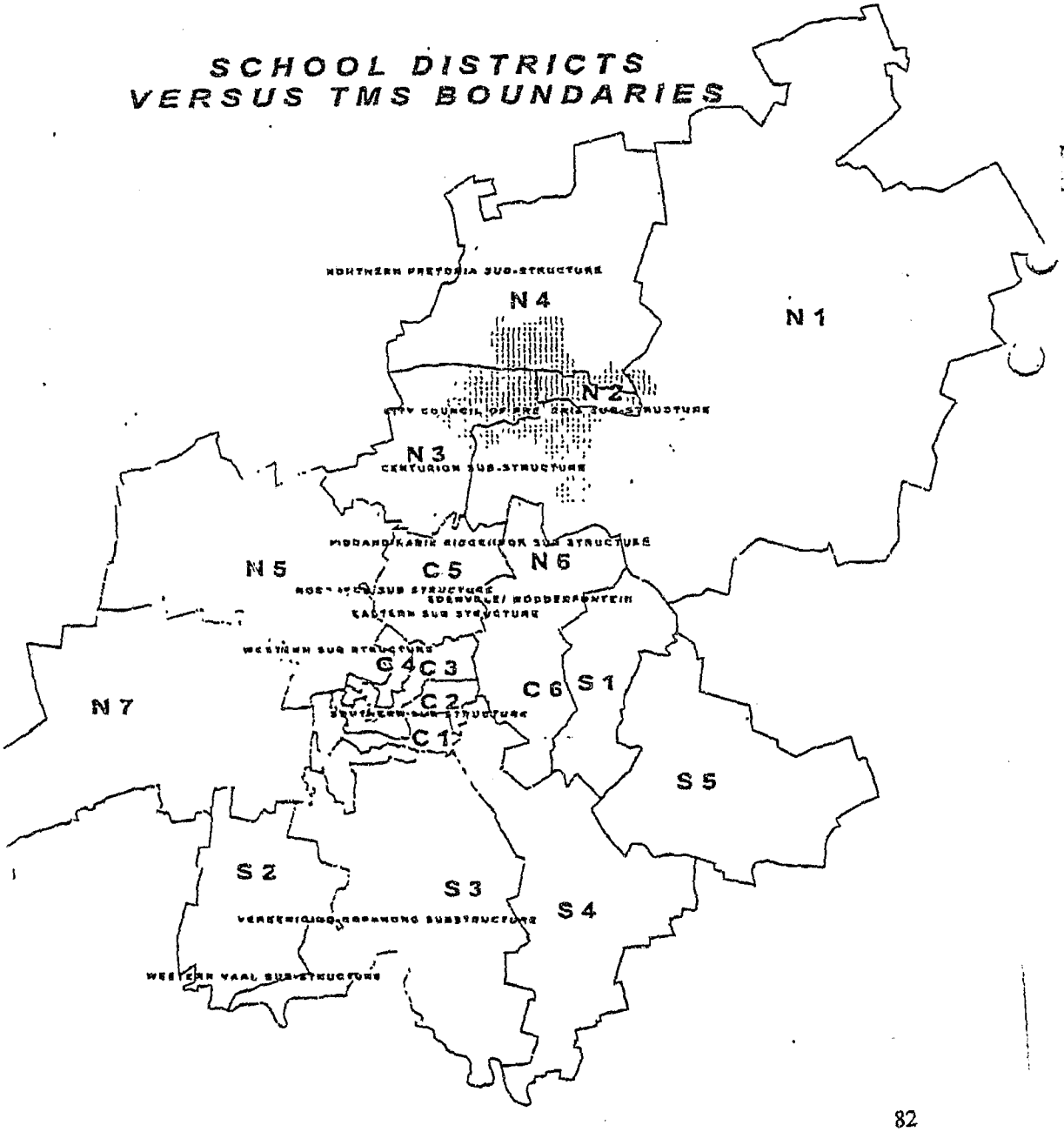
APPENDIX A

MAP SHOWING DISTRICT OFFICES STUDIED IN THIS RESEARCH



APPENDIX B

(A) QUESTIONNAIRE ADMINISTERED TO ADULT LEARNERS

This questionnaire relates to new policies and ABET programmes. The most important part towards the realisation of a successful policy is the process of policy implementation (if implemented successfully), which will result in providing quality education. As people who are part of the process, (of teaching or learning or co-ordinating) you are asked to complete this questionnaire. (Completion of this questionnaire is voluntary. The questionnaire should be completed anonymously).

GENDER (tick please)

MALE		FEMALE	

CLASS YOU ARE IN (please complete)

STANDARD	

1. Are you familiar with new adult education policies and the ABET programme? If "yes", how did you find out about them?

2. Do you see adult basic education and training (ABET) as contributing to your life? If "yes", how?

3. Do you have teaching aids and other learning material at school? If so, what are they?

4. Do you think that adult education policies and the ABET programme will contribute positively to your life? If so, how?

5. Are any adult education policies of particular interest to you? If so, what are they?

6. Are your adult educators committed to the process of adult education and policy implementation? If so, how?

(B) QUESTIONNAIRE ADMINISTERED TO ADULT EDUCATORS

These questionnaires relate to new policies and ABET programmes. The most important part of the policies is the process of policy implementation, which will result in providing quality education (if policies are successfully implemented). As people who are part of the process (involved in teaching, learning or co-ordinating), you are asked to complete this questionnaire. (Completion of this questionnaire is voluntary. The questionnaire should be completed anonymously).

GENDER (tick please)

MALE		FEMALE	

ADDITIONAL PERSONAL INFORMATION (please complete)

DISTRICT	
STANDARD YOU ARE TEACHING	

1. Do any adult education policies affect or impact on the way you teach, or your aims and objectives? If "yes", what are they?

_____

_____

_____

_____

2. If you are aware of adult education policies and the ABET programme, how did you learn about them?

3. What are your attitudes and feelings towards new adult education policies? Why?

4. Do you teach in both day and night school? If "yes", how do you manage your time?

5. What teaching aids/resources do you have in your school?

6. Do you hold staff meetings or training workshops based on adult education policies, and why?

7. Is the question of financial constraints impacting on your teaching? If so, why?

8. Did you attend any workshops organised by the Department of Education on new adult education policies? If "yes", how did you find out about these workshops?

(C) QUESTIONNAIRE ADMINISTERED TO DISTRICT EDUCATION MANAGERS

These questionnaires relate to new policies and ABET programmes. The most important part of the policies is the process of policy implementation, which will result in providing quality education (if policies are successfully implemented). As people who are part of the process (involved in teaching, learning or co-ordinating), you are asked to complete this questionnaire. (Completion of this questionnaire is voluntary. The questionnaire should be completed anonymously).

GENDER (tick please)

MALE		FEMALE	

OTHER PERSONAL INFORMATION (please complete)

DISTRICT	

1. How do education and training development practitioners (ETDPs) become informed on new adult education policies?

_____

_____

_____

_____

2. How do you review the quality of existing ABET provision in different adult centres in your district?

_____

_____

3. How has the Department of Education committed itself to the building and training of ABET practitioners in your district?

4. Is your district encouraging research undertakings in promoting quality education, which meet the needs of adult learners? If so, how?

5. What kind of support materials, teaching aids or resources do you give to adult centres in your district?

6. How do you cope financially in supporting ABET programmes in your district?

7. Is your district involved in conducting workshops for adult educators? If "yes", please state when and where?

Author Maabane Ta
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