

POLICY FORMULATION AND IMPLEMENTATION OF ADULT BASIC EDUCATION PROGRAMMES IN SELECTED AREAS OF THE NORTH WEST PROVINCE FROM 1978 - 1994

BY

SHEPHERD MOLOSIWA

Submitted in part fulfillment of the requirements for the degree of **MASTER OF EDUCATION** in the Department of Educational Planning and Administration in the School of Education at the University of the North West.

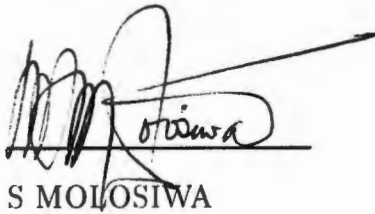
Supervisor

Mr Charles Nyakutse

(i)

DECLARATION

I declare that the dissertation for the degree of MASTER OF EDUCATION at the University of the North West hereby submitted has not previously been submitted by me for a degree at this or any other university, that it is my own work in design and execution and that all materials taken from other sources contained herein have been duly acknowledged.

A handwritten signature in black ink, appearing to read 'S. Mološwa', is written over a horizontal line. The signature is stylized with loops and a long horizontal stroke extending to the right.

S MOLOSIWA

NOVEMBER 1996

(ii)

CERTIFICATE OF ACCEPTANCE FOR EXAMINATION

This dissertation entitled Policy Formulation and implementation of Adult Basic Education Programs in selected areas of the North West Province from 1977 - 1994 written by Shepherd Molosiwa Student Number 2091073276 of the Department of Educational Planning and Administration in the School of Education is hereby recommended for acceptance for examination.

Supervisor/Promoter:

Department: Educational Planning and Administration

School/Faculty: Education

University: University of the North West.



ABSTRACT

This study concerns itself with issues relating to policy formulation and implementation with special reference to Adult Basic Education programmes in selected areas of the North West Province from 1978 – 1994. It is assumed in the study that policy formulation and implementation of Adult Education programmes is dependent on a multiplicity of variables. These variables include the following: the extent to which a policy formulated is clear, unambiguous and achievable. The participants in the actual process of policy formulation are crucial as their particular background, experiences determine the nature and focus of the policy, the availability of resources for implementation, the ability to meet cost implications, mechanisms for monitoring the process, the timing of the policy formulation and implementation.

The researcher studied the primary sources in the form of departmental policy speeches, documents, publications such as annual reports, circulars, dealing specifically with Adult Basic Education. Interviews were conducted with officials of the Department of Education. Two questionnaires, the first for completion by the organisers for Adult Basic Education as well as the Circuit Education Officer and two inspectors, the second for completion by adult tutors. Finally interviews were conducted with the clients, viz the adult learners.

The major findings are that by 1978 trained and experienced adult tutors were not available. Adult tutors had no specialised qualification in adult learning methods, they had been trained for Primary, Secondary or Early Childhood Education. The situation by 1994 has to a large extent improved as some of the adult tutors have qualified for diplomas in Adult Basic Education. While some of the adult tutors were in the employ of the Department of Education by 1978 they were not in their present positions as adult tutors, they have expressed the view however that policy formulation has remained an exercise that is handled from Head Office. Adult tutors have not had a say in the policy formu-

lation. It was found in the study that the Government of the erstwhile Bophuthatswana accepted all the recommendations of the National Education Commission of 1978 but the financial implications were not determined. As a result of a shortage of funds the infrastructure was not provided. To ensure successful implementation of policy resources should be available.

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CHAPTER 1

1.1. INTRODUCTION

The development of Adult Education in the Third World does not have a long history. At the 1929 Cambridge Conference on adult Education the Third World was not represented (Jennings: 1977). The 1949 United Nations Educational Scientific and Cultural Organization (UNESCO) Conference was also heavily dominated by the West (ibid: 1977). Tangible evidence of interest was shown at the 1960 Montreal Conference which was well attended by representatives of the Third World (ibid: 1977). Of the fifty one countries, eight came from Africa, eight from Latin America and ten from Asia. Many of the countries of the Third World were gaining political independence and were trying out programmes of community development which placed emphasis on adult learning activities especially literacy programmes. A significant development at the Montreal Conference was that governments committed themselves to be involved in the facilitation of adult education.

At the 1972 Tokyo World Conference on Adult Education concern with adult education as an area of public concern was manifested by attendance not only by professionals but also by ministers and others with economic and political roles (ibid: 1977). A major theme that emerged from this conference was the concern with the educationally underprivileged. Coles (1977: XIII) puts it aptly that adult education was no longer a peripheral activity but "at last it has come of age, and no longer has to go apologetically, cap in hand, seeking recognition."

At independence many countries of the Third World had alarming illiteracy rates. The crisis in education (Coombs: 1985) was not only confined to developed countries but "it also manifested itself with equal vigour in the developing countries" (Coles, 1977:1).

The overall approach in the developing countries was to expand what was there. These countries could not afford the spiraling costs of formal education and the rising school population proved an enormous burden. Consequently these countries have come to the realization that they cannot place all their hope in the formal educational system. There is agreement “. . . that the formal education system in poor countries has palpably failed to provide relevant skills, knowledge and attitudes at acceptable cost and that non-formal education may provide a cheaper alternative which is more flexibly linked to the true pattern of economic opportunities which exist in most Third World Countries today” (Simkins, 1976:2). The 1978 Lekhela Commission Report in Bophuthatswana (now North West Province) identified the need to look beyond the formal school system and asserted that “money allocated to such programmes will pay rewarding dividends and bring immediate benefit to the individual and to the country.”

Like many other developing countries such as Zimbabwe, Bophuthatswana experienced a massive rise in school enrollments. In 1976 the entire school population was 400229 which by 1993 had risen to 608697. This reflects thirty four percent growth. This growth had enormous and serious implications for the budget. In the same year (1976) the Bophuthatswana Education budget was R20m and by 1993/94 had risen to one billion rand. A figure as high as twenty percent or more of the national budget spent on educational provision precipitated the homeland government's intention to give a second chance to young adults at more reasonable costs.

Another form of education, sufficiently effective but possibly less costly which would address the education of the majority of the adults, had to be established. A fresh look presupposes a new policy formulation and implementation.

1.2. ADULT EDUCATION POLICY

Prior to 1978, the erstwhile Bophuthatswana relied on the approaches, methods and techniques that were used in Adult Education Centres in the Republic of South Africa (Roth, 1990). The programme was concerned mainly with assisting adults to attain schooling from Primary School to Matric. The Adult Centres offered a literacy course which commenced with Setswana. The literacy course was followed by a preparatory course which is equivalent to standard two.

After the Report of the National Education Commission was published in 1978, its recommendations with regard to Adult Education became policy. The Report was “. . . accepted as the blue print for educational development in Bophuthatswana for the foreseeable future” (Report of the Second National Education Commission: 1985:2). No White Paper was published but the “Popagano Report as it was popularly known provided a clear set of guidelines for all engaged in Education” (ibid: 1985:2).

The recommendation of the National Education Commission (1978) which affected Adult Basic Education was that a programme had to be set up to upgrade the formal qualifications of teachers, civil servants through the establishment of adult education centres. A national literacy campaign had to be carefully planned and prepared and would not be started until satisfactory and suitable materials were available and teachers had been trained. Some form of national service of a non-military nature for young people who would leave school prematurely had to be considered. These young people would develop vocational skills which would assist them in later employment. Full use had to be made of the radio and television for Adult Basic Education when these facilities became available. A civil service training centre which had to address the specific needs of the government service had to be set up as soon as possible. Lastly a working party made up of the various Departments of Education, Labour, Agriculture, Health and Social Welfare together with the Churches and voluntary organisations, had to be set up immediately to



plan and implement this aspect of education. The head of Adult Basic Education in the Department would act as its secretary.

1.3. STATEMENT OF THE PROBLEM

It is assumed here in this study that the processes involved from the initial stage of policy formulation to implementation may influence the success or otherwise of attaining the desired outcomes. The main concern of this study is the problem related to educational policy formulation and implementation with special reference to Adult Education. The main objective is to investigate how a policy was formulated and implemented for Adult Education programmes in erstwhile Bophuthatswana from August 1978 to March 1994. The study aims to identify the processes and factors that might have influenced the policy formulation, the main characteristic of the policy itself and the procedures used in its implementation to lay bare the strengths and weaknesses of the strategies and to evaluate their effectiveness.

1.4. PURPOSE OF THE STUDY

The purpose of the study, firstly is to enable the researcher to arrive at some clarity about the reasons for failure of policy formulation and implementation. Educational policy formulation and implementation is such a complex matter and because of the paucity of knowledge about policy formulation and policy implementation, countries of the Third World are littered with failed projects.

Secondly, the reasons that account for failed policy formulation will be isolated. If greater efficiency should be achieved it is instructive to look back on past experiences with a view to improve future policy formulation and implementation.

Iredale, quoted by London (1993:266) suggests that “. . . if we forget the need to go on learning from our experience we do so at our peril. Our evaluation reports (of education in the Third World) show many successes. But they include self-

flagellation too, and we are constantly conscious of the need to take account of past experiences in the formulation of new work.”

Thirdly, any change and innovation that necessitates new policy formulation and implementation ought to be research based. In this regard Vulliamy (1990:151) reminds us that “. . . there is widespread agreement that research should usefully inform the process of educational policy-making especially in developing countries where resources are scarce.”

The major questions that should be answered centre around the following:

Clarity of the policy objectives, that is the extent to which the objectives are clear and consistent will be investigated. What was the extent of the involvement of the funding authority? Were there any amendments during the process of formulation of the policy and during implementation. If any resistance or even reluctance was detected that would derail the process, what is it that was done? The objective is to establish the extent to which what was achieved was what was initially intended.

The main variables in the implementation process will be identified. Firstly the policy itself must be realistic. Were the necessary resources for implementation available, e.g. trained adult trainers. Was sufficient account taken of recurrent costs? Was cognizance taken of the possible drop outs? Whitehead (1991:316) states that “a sound policy ought also to include incentives for those who will be responsible for implementing changes and be relatively cheap and/or easy to administer.” Another critical variable if not the most critical is the teacher. In many countries of Africa, teachers are known for the low level of commitment and poor morale which will often stifle even the most fervent efforts to initiate change (Whitehead). Teachers will in many instances not consider the effort required as necessary because they receive no reward or incentive. They could also according to Whitehead disagree with the philosophical or theoretical framework that justifies the reform or even be sceptical about government promises.

Lastly, the clients themselves are an important policy variable. New policies frequently fail to attract popular support (Whitehead). The approach in countries of the Third World is for decisions to be made centrally, a top down approach. The programmes are not popularized amongst the population, and as a result the programmes do not gain acceptance amongst the general public.

1.5. LIMITATIONS OF THE STUDY

The study is limited in the following respects:

- it is restricted to policy formulation and implementation with regard to adult education programmes in the erstwhile Bophuthatswana. The study is limited to a sample of main policy actors, namely, government representatives, officials of the ministry of education and a sample of adult trainers. Educational documents will also form a primary source of information. The adult learners will also form part of the sample.

1.6. RESEARCH DESIGN

1.6.1. Literature study

A study of the primary sources consisting of policy speeches, policy documents, official publications such as annual reports, circulars on the Ministry of Education of the Republic of Bophuthatswana shall be made.

1.6.2. Interviews

Personal interviews with officials of the Department such as the Officer in Charge of the Adult Education Division. These interviews shall also include the former officer who occupied this position.

1.6.3. Questionnaire

A questionnaire will be prepared and distributed to obtain the views of the adult trainers, adult learners, staff at the Circuit Office and Head Office officials.

1.7. ORGANIZATION OF THE STUDY

The Study has been organized into five chapters, namely:

CHAPTER 1.

Introduction. It is made up of an introductory section, the statement of the problem, purpose of the study, limitations of the study, organization of the study and definition of terms.

CHAPTER 2.

It comprises of the following areas:

Definition of policy, the main policy actors, characteristics of policy and a series of steps in the policy-making process.

A review of related literature on policy, the experience of Third World countries with regard to policy formulation and implementation and the relevance of this experience.

Attention is also paid to the role and importance of Commissions in policy formulation.

CHAPTER 3.

Research methodology.

CHAPTER 4.

4.1. Analysis of Data.

CHAPTER 5.

Findings and recommendations.

5.1. Brief description of the problem.

5.2. Findings and conclusions.

5.3. Recommendations.

1.8. DEFINITION OF TERMS

Policy:

Policy can be defined as a guide for taking future actions and for making appropriate choices or decisions towards the accomplishment of some intended or desired goal. With regard to this study we shall focus on policy formulated centrally by a State Department.

Policy formulation:

The policy formulation process amounts to a series of steps or stages. These are overlapping stages from initiation to implementation. The stages are initiation, reformulation of opinion, emergence of alternatives, discussion and debate, legitimization and lastly implementation.

Policy implementation:

Policy implementation is dependent on four factors, viz. policy design, implementation strategy, commitment and capacity of the bureaucratic system.

CHAPTER 2

2. REVIEW OF RELATED LITERATURE

2.1. INTRODUCTION

This Chapter provides an introduction to some aspects of policy formulation and implementation. It seeks to clarify the concept “policy”, to focus on the policy process, to distinguish some of the characteristics of policy, to identify some of the main policy actors, to outline the steps/stages in the policy formulation process and also focus on the problems of implementation.

2.2. THEORETICAL FRAMEWORK

Existing literature provides a background of information and experience on how policy formulation and implementation takes place. Most of the studies cited by Levine (1980), are consistent with the process of policy formulation having fundamental steps, though there appears to be no consensus with regard to the number of steps. The steps are as follows: initiation or recognition of need, reformulation of opinion, emergence of alternatives, discussion and debate, legitimization and implementation. It is against this framework that policy formulation and implementation with regard to the erstwhile Bophuthatswana with specific reference to adult education has been researched. Policy formulation can take various forms. One form could entail piece-meal amendments to the existing policy. This may not entail a major operation and could be relatively inexpensive and easy to implement. The other form is holistic change where a completely new policy is formulated which entails a major departure from existing practices and procedures. The new policy substitutes the old or fills a vacuum, yet it is “the most difficult to get adopted, the least likely to succeed. . . it is risky because it involves already established

institutions with built-in resources, habits and staff. . ." (Levine, 1980:5). What makes it risky is because new policy replaces the old policy and if the new policy fails the old policy shall have been dismantled.

2.3. THE CONCEPT "POLICY"

Policy is difficult to define. The word "policy" is used in many different ways to refer to highly diverse set of phenomena (Hough, 1984). In everyday language one may hear a Cabinet Minister announce changes in foreign policy, a traffic inspector may refer to the city's parking policy, or a shop assistant may refer to the difficulties of returning merchandise for exchange because of new company policy. The word "policy" is sometimes equated with "plan" or programme.

Policy is "focused on purposive or goal-oriented action or activity rather than random or chance behaviour" (Hough, 1984:14). When the concept "policy" is used "it is presumed to refer to consciously undertaken changes of direction and priority in relation to the service as a whole" (Fenwick and McBride, 1981:31). This may be exemplified by explicit changes in priority in resources allocation between sectors, the boosting of existing provision or a deliberate re-appraisal of objectives. Policy can be described as a guide for taking future actions and for making appropriate choices or decisions towards the accomplishment of some intended or desired end. Put differently, Fenwick and McBride (1981:32) assert that "policy is best summarized as a usually slow development of thinking that is translated into commitment."

2.4. MAIN POLICY ACTORS

Who makes education policy? Jennings (1977:5) puts it aptly that "when questions about education are discussed, someone usually observes that everything will be all right if the politicians will keep out of the issue. However when solutions are proposed, they very often include requests or demands for governmental action."

People are usually in the proverbial horns of a dilemma. Should politicians be involved in matters educational? There is also a lot of uncertainty about who should make decisions on educational matters. This position is also echoed by Jennings (1977:5) when he states that the “sticking point in these concerns seems to be the nature and extent of political involvement in educational questions, the application of political processes to policy-making for education”. A recent development in the erstwhile Bophuthatswana will amplify this. One constituency had identified the need for a College of Education. However it had become a political party issue rather than an issue to be handled by the education authorities of the then homeland. Ultimately this project never reached the drawing board as it was overtaken by other political events that were not educational.

One of the most influential stakeholders in education (because they call the tune) is the government. The role of the government is seen as “essentially passive and that the evolution of policy is dependant on the interplay of pressure from teachers’ unions, parents associations” (Hough, 1984:18). The Bophuthatswana Teachers’ Association of the erstwhile Bophuthatswana was vociferous on matters related to conditions of service, such as salaries, tax on lump sum, merit assessment, study leave, maternity leave with full pay. The recommendations of the Bophuthatswana Teachers’ Association on the above-mentioned conditions of service, except for tax on lump sum and merit assessment, all came to fruition and this was the result of constant pressure on the Department of Education. To all intents and purposes, the effect of the pressure on the Department of Education by the Teachers’ Association brought about a change in the policy that existed. A new policy resulted. The Second National Education Commission of 1985/86 recommended the establishment of a Teaching Service Commission for Bophuthatswana, so that it could contribute to the efficient organization of the teaching profession (Liebenberg, 1991). The Bophuthatswana Teachers’ Association however was against the establishment of the Commission and as a result the matter was left in abeyance until 1990. The oppo-

sition of the Bophuthatswana Teachers' Association demonstrates the considerable influence the Association commanded.

A wide range of actors share in policy formulation in Education. Policy actors can be divided into two groups, viz. the official and non-official. The official group refers to groups which have legally based responsibilities while the non-official group comprises interest groups, political parties and the media. The official actors fall into five sets (Hough, 1984). The first set comprises actors at the senior levels of government such as the Head of State, Parliament, the Prime Minister, Cabinet and the political party or parties in government. Though the Head of State may rarely exercise independent authority, he will act on the advice of Ministers. Another body that is closely linked is Parliament. Newly formulated policies which require a legislative base, are subject to debate in Parliament. For bills to become Acts, they must be debated in Parliament and here-in lies the crucial role of Parliament. Annually the provision of financial resources in the form of estimates of expenditure are debated in Parliament. The cabinet also has a larger role as policy initiatives require their approval. This whole process has a bearing on policy formulation as at the initial stage, parliament shall have been consulted and approval obtained. But it has also a direct bearing on policy implementation as the necessary financial resources shall have been provided.

The second set of official actors are made up of the Minister of Education and Senior Officials. The relationship between the Minister and Senior Officials in the Department is a complex one. The Minister is the political head of the Department while the Secretary or Director General is the administrative head and accounting officer. When a recommendation such as the introduction of technical subjects at a College of Education, is made by the Chief Education Officer for teacher education with the support of the Secretary to the Office of the Minister, if he decides to seek the opinion and blessing of his colleagues in the Cabinet, the final decision becomes the exclusive prerogative of political party actors. There may however, be

considerable merit in taking the Cabinet along for collective responsibility especially in the allocation of additional funds. The Cabinet needs to have understanding for the innovations and their financial implications.

The third set of official actors is made up of other education agencies such as the examinations division, Curriculum development unit, etc. The standard four examinations were administered until 1990 in the erstwhile Bophuthatswana. The phasing out of these examinations was largely through the efforts of the Examinations Division in the Department of Education. The Examinations Division had over the previous years argued persuasively in favour of phasing out of these Examinations. In practical terms the phasing out of Examinations amounted not only to a change in policy but also with a new policy being formulated with regard to new ways and methods to continue to monitor the standards. A new policy in this manner was being formulated.

The fourth set of official actors comprises departments such as the Department of Public Works, which acts as an agent for the Department of Education in building contracts and in the maintenance of educational institutions. The Department of Health and the Public Service Commission are two other examples. Policy with regard to admission requirements at Grade 1 at Primary Schools in the erstwhile Bophuthatswana was determined within the Department of Education, but in the case of infectious diseases such as chicken pox, hepatitis, etc, such policy formulation fell within the ambit of the Department of Health which prescribed steps to be taken by the education authorities in the event of an attack by any of the infectious diseases.

Yet another example will amplify the point. The maintenance of school buildings is the responsibility of the Department of Public Works. The policy formulated by the Department of Public Works in the erstwhile Bophuthatswana was that general renovation including painting of the school buildings was budgeted for once in five years for an individual school. The reasons for this policy are quite understandable

considering the expense involved in such an activity. This policy decision was made by the Department of Public Works and not the Department of Education, though the latter Department was the end user.

The fifth set of official actors comprises inter-governmental bodies. The National Education Council of the erstwhile Bophuthatswana was the statutory body that advised the Minister on educational policy by considering and reporting on those specific issues referred to it by him (Lekhela, 1978). The National Education Council was widely representative of other departments and organizations such as the University, the Bophuthatswana Teachers' Association, Churches, Agricultural interest, Health interest, Commercial and industrial interest, mining interest. The sub-committees of the National Education Council were the following: Special Education committee, Early Childhood Education Committee, School Guidance Committee, Teacher Education Committee, Agriculture Committee, School Health Committee, Technical Education Committee, Education and Physical Facilities Committee. Specific areas that were addressed by the National Education council through its sub-committees were amongst others pre-school education and Teacher Education. The National Education council on the recommendation of the Early childhood Education sub-committee formulated policy with regard to a levy of R2.00 per annum per school going child payable as part of the fees. The National Education council further recommended that the then existing facilities, such as crèches should in future be called "day care centres" and that Early Learning Centres be established and be staffed by trained teachers (Report of the First National Education Council, 1984). The next step was the implementation of this policy. The National Education Council formally recommended to the Minister of Education to establish a permanent Committee on Early Childhood Education. The Minister approved the establishment of the Committee as well as the change of nomenclature and fees in June 1982. The National Education council also formulated policy with regard to the establishment of the Institute of Education which would concern itself with the im-

provement of teacher Education in the erstwhile Bophuthatswana. This policy was taken to the next step of implementation when the University of Bophuthatswana established an Institute of Education with effect from 1 January 1984. The Senate and Council of the University ratified this arrangement. All academic matters affecting the Colleges of Education became the responsibility of the University while all administrative matters were the responsibility of the Department of Education.

In the United States of America, the Courts are also involved in applying general law such as labour issues and issues of employment discrimination (Boyd and Smart, 1987). The Courts have also been active in interpreting and applying the Constitution. While the Courts are not really involved in education per se or acting as educational policy makers, they are however fulfilling a major function as protectors of the constitutional rights of students, teachers and parents. The courts are also involved in every conceivable area of educational policy. They assumed an even more significant policy-making role in the field of education with the *Brown v Board of Education* (Boyd and Smart, 1987; Timar and Kirp, 1988). On 17 May 1954 the United States Supreme Court in an unprecedented decision, reversed its stand in the *Plessey v Ferguson* (1896) for "separate but equal" facilities. In terms of the decision of 1896 the segregation of races was sanctioned as long as the facilities provided for Negroes were substantially equal to those provided for Whites (Brubacher, 1966). The Supreme Court (*Brown v Board of Education*) declared segregation in the schools unconstitutional and illegal. Every restriction had to be removed with all "deliberate speed" and the regional courts had to implement the Supreme Court decision (Power, 1970).

2.5. CHARACTERISTICS OF POLICY

Policy is characterized by an aspect of giving direction to choosing or deciding, a future orientation and changes in the context of decision-making. Policy has an aspect of giving direction to choosing or deciding. Policy sets out solutions to a problem as it is the intent of policy-makers to bring about changes to existing conditions in ways that will ameliorate the situation. Policy also has a future orientation. A statement of intent over a period of time or a later time means that a series of decisions are required. Lastly policy allows for changes in the context of decision-making and as a guide, policy implies that the context such as the changing socio-economic and political setting, is reviewed from time to time as the results of the previous choices or decisions are observed and further decisions are required (Jennings, 1977). Two further points to be made about policy as Jennings (1977:30-31) asserts are that "policies are not always stated, i.e. they are not written down and are not clearly identifiable in documents as intents or decision guides." Many of the problems appertaining to Adult Education recorded by the National Education Commission in 1978 still existed in 1985 at the time of the Second National Education Commission. One example is that no working party had been set up to plan and direct nonformal education and Adult Education. An area where action had been taken and policy formulated and implemented was that consideration had been given to the setting up of a youth movement for those who left school early. The "Botanya" Youth Movement had been established by the Department of Health and Social Welfare though it was not specifically for school drop-outs. This example of policy formulation and implementation answers to policy setting out solutions to a problem and bringing about change to existing conditions in ways that improve the situation.

2.6. STEPS IN THE POLICY FORMULATION PROCESS

The process of innovation involves a series of predictable sequential stages (Levine, 1980; Jennings, 1977). Six overlapping steps or stages have in the process of policy formulation been identified. The stages are initiation, reformulation of opinion, emergence of alternatives, discussion and debate, legitimization and lastly implementation.

The first stage is the initiation of the process. Some dissatisfaction with the existing operations is expressed. It may be that the present policy does not address the problem area adequately or alternatively no clear policy exists. A problem may be identified that is not adequately addressed and someone at some point complains about the perceived problem. In 1972 the then Homeland of Bophuthatswana established its own Department of Education separate from the Department of Bantu Education of the Republic of South Africa. This change was effected in terms of proclamation R131 of 1972 by which the control of Education was centralised in the then Department of Education and Culture of the Homeland (Report of the National Education Commission: 1978). The following year, Act No 9 of 1973 was passed. It emerged later that in practice, matters of importance were still under the control of the Minister of Bantu Education. Policies formulated with regard to issues such as concern with the quality of education, teacher supply, retention, could not be sufficiently addressed until a complete break with the Department of Bantu Education of the RSA. New policy formulation and implementation became possible with the advent of Independence Status on 6 December 1977. The Second stage is the reformulation of opinion which entails the gathering of opinion. The problem area or areas of dissatisfaction become fully articulated as something ought to be done about the problem. The people who wish to have something done about the problem could be members of the public, or local government officials or policy-makers themselves. Some effort is made at opinion-gathering so that alternative solutions which may be available are clarified. Some of the constraints may centre

around the limitations in law or availability of resources. Commissions of inquiry such as the Lekhela Commission 1978, the De Lange Commission 1981, the Mok- itime Commission 1984, serve as good examples. Firstly they are provided with terms of reference and as they proceed with their deliberations they also arrange for formal written evidence, verbal evidence and also visit institutions to ensure that the process is all inclusive. The opinion gathering is extremely useful so that alternative approaches can be worked out.

The third stage is the emergence of alternatives. A number of solutions to the problem are put forward. These alternative solutions are viewed closely and those likely to address the problem sufficiently are selected. During the latter part of 1993 the Department of Education of the erstwhile Bophuthatswana was working on a project to decentralize the Maths-Science Subject units of the National In-service College. This had been one of the recommendations of the National Education commission 1978, that in-service had to be "delivered" to the teacher and not to remain centralized. There were three alternatives. The one alternative was to divide the country into three regions, eastern, central and southern regions. Each region would be provided with six subject specialists. The estimated cost was R4,6m per annum. The second alternative was to reduce the subject specialists to two per subject. The estimated cost was R1,9m per annum. The third alternative was to provide one Maths specialist only to each region and the Science Education Project (SEP) implementer would look after the Science subject. This alternative approach significantly reduced the cost to R1,4m per annum. This last alternative was the most plausible and it was the one alternative that was selected for implementation.

The next stage is discussion and debate. The various alternatives are shaped into policy proposals. Due consideration is made of the views of those who seek a change in policy as well as the proposals of the policy makers. The participants will bring to the discussion and debate varying career patterns and ideologies. They will differ on matters of perception, values and experiences. Different perspectives will be

brought into play by the various role players. There will be a group or individuals who still hanker between maintaining the status quo and bringing about innovation. The reasons for the innovation and a new policy formulation might not be totally convincing to this group. Another group might have been unhappy with the existing policy and regardless of its achievements, may wish to dispense with it lock, stock and barrel. The reason, as far as this group is concerned, for a new policy formulation might be to bring about complete radical change of the conditions.

The fifth stage is legitimization. A selection is made by the policy-makers of the best policy proposal. It has to be noted that “. . . these decisions may be taken by a few influential people in the government or by a group of policy-makers that has power to direct others formally or informally” (Jennings, 1977:40). The selected policy is now legislated. During 1982 in the erstwhile Bophuthatswana there was a great deal of lively debate in Government about the responsibility for technical education. The National Education Council had recommended to the Minister of Education that a Career Education Board be established to advise the Minister on both formal and non-formal career education including technical education (Report of the National Education council, 1984). The Government however decided that the responsibility for technical Education both formal and non-formal at the secondary level would be the responsibility of the Department of Manpower while Technical Education at the higher level would be the responsibility of the University of Bophuthatswana. According to verbal reports in Government corridors then, this decision had been influenced by the then Minister of Manpower.

The last stage is implementation. The success of implementation is dependent on four factors, viz. policy design, implementation strategy, commitment and capacity of the bureaucratic system, and environment factors.

Policy design

An ideal policy should be clear with unambiguous goals. The objectives should be

logical and attainable specifying precisely who should do what. The effect of centralization of policy should be carefully monitored otherwise the officers at grass-roots will have very little say or no say at all.

Implementation strategy

A strategy should be worked out that will best ensure the success of implementation.

Commitment and capacity of the bureaucratic system

The bureaucratic system shall be committed to the policy initiative and should have the institutional capacity to prosecute the innovation. There is a known tendency of bureaucracies to concentrate on rules and regulations which however does not compel officials to be caring and sensitive to needs.

Environment factors

This refers to the degree of support or opposition encountered in the Community.

2.7. EXPERIENCE IN THE THIRD WORLD COUNTRIES

After acquiring political independence from their colonial masters, countries of the Third World had to effect major changes. The initial enthusiasm for change has not always been carried to a successful conclusion of the educational innovation. The major changes that were to be effected have had a mixed history "particularly as far as the delivery of planned services is concerned" (London, 1993:265). The one overriding generalization that can be made about the processes of policy formulation and implementation in countries of the Third World is that implementation of the innovation differs from what was originally designed. London (1993:265) suggests that "if attainment of stated objectives is used as a benchmark. . . some of the projects may be described as "failures" in which case objectives as planned were not achieved". To all interests and purposes this suggests that what was initially intended has not been achieved. Nigeria offers an interesting example. With the goal

of establishing equal opportunities for all school age children, Nigeria launched Universal Primary Education (UPE) programme in 1976. The Federal Government had to take the lead in initiating policies, planning strategies, producing the programme and importantly financing them. Mankoe and Maynes (1994:23) suggest that “the real implementation of the programme, that is, the setting up of the schools, organizing them, and administering them was to be left to the federal states which were in turn, to delegate these functions to the local bodies”. In most parts of Nigeria the scheme ran into major problems, such as being deprived of essential supplies and other territories like Eastern Nigeria resorted to levies to fill the gap. It is reasonable to suggest that what was initially intended was not being achieved and the fault appears amongst others to lie with the implementation strategy.

2.8. FACTORS THAT INFLUENCE POLICY FORMULATION

There are two stages at which planning seems not to be at an adequate and efficient level. On the one hand it is at the policy formulation stage and on the other at the implementation stage. There are a number of factors that may influence policy formulation such as the membership of the team or committee, the terms of reference of the proposed innovation, lack of continuity as a result of staff turnover. At the implementational stage also they may be difficulties. Williams (1975) quoted by London (1993:265) suggests that “educational project implementation process is both complex and subtle” arguing that there is a paucity of knowledge about project implementation and that one hardly knows where to begin. The complex nature of the implementation process lies in the fact that policy messages travel through at least three tiers of government: central, regional and local levels. Educational policy is further “implemented through bureaucratic administrative structures which typically employ top-down approach” (Dyer, 1994:241). Policy is passed downwards through existing links in the bureaucratic hierarchy and moves down through administrative tiers. This is not a simple procedure as it might appear. This set up

“has many tensions which characterize policy implementation in all sectors” (Dyer, 1994:243). The two levels, viz. regional and local levels are dependent on the central level for funding and it is at the central level where there is superior expertise. The central level exercises greater control and has authority and ensures proper management. Information is carried downwards but in many instances extremely limited opportunities exist for reporting back to the higher authorities information about problems being encountered. As a result the system does not seek nor allow the application of local expertise to the problem at hand. Dyer (1994:243) argues that “top-down policy conception and implementation is frequently criticized for its assumption that a policy which is conceived at the top of the process will be adopted and implemented at the bottom”. This approach tends to make the central level to ignore the fact that the regional levels will be in most cases highly heterogeneous and yet not as adequately equipped as the central level. Saunders and Vulliamy (1983:355) make a strong point when they suggest that “characteristics of the policy itself are significant influences on the extent and manner of its practical application”. A policy may to a greater or lesser extent be explicit and embody complex ideas and procedures that make a radical departure from existing practices and conventions. This renders the policy initiative to resistance by teachers in their day-to-day practices.

In a paper, Psacharopoulos, the economist and leading World Bank official, cited by Whitehead (1991:315) reviewed a number of educational policy statements originating from the east African Countries and concluded that “policy outcomes fall far short of expectations because of problems at the implementation stage”. Policies are often vaguely stated and ambiguous, costing is inadequate and this accounts to a very large extent for the failure. The reason for this state of affairs in the opinion of the researcher centres around the fact that policy-makers are not equipped to handle policy-formulation and implementation at the same time. In some cases the policy-maker was a successful teacher, principal, inspector of schools, director or

even secretary. Essentially his expertise lies in the teaching of a school subject, but because of lack of career avenues in the teaching profession, he advances into areas where he is less skilled. Even in his changed role he does not become a manager to manage change.



In another study Whitehead (1991) presents an overview for the reasons for the past neglect of implementation issues and the current interest in Sub-Saharan Africa. Three conceptual models are advanced in order to analyze implementation strategies. The first is the planning and control model according to which an assumption is made that policy embodies clear and consistent objectives. It is also assumed that implementation is a separate activity and occurs after policy is formulated. The second is the mutual adaptation or interactive model. Here the central focus is placed on the uncertainties and unintended consequences that so often characterize the implementation process. In the event of resistance on the part of an individual or a group that is considered rational and normal. In other words conflict, compromise and negotiation are essential parts and amendments have to be made as policies are in the process of being implemented. The third is the revolutionary approach model. Here it is argued that socio-economic and political changes are necessary prior to any changes in education policy taking place.

Attempts at new policy formulation and implementation should be seen as efforts to attain desired objectives through available procedures and techniques. Bishop (1986) cites Havelock who has identified three patterns of how change, whether in education or Science comes about. These are: the Research, Development and Diffusion model (RD & D), the Social Interaction model and the Problem Solving model. The Research, Development and Diffusion Model (RD & D) is effective where changes and innovations have to be introduced on a large scale (Bishop, 1986). It is founded on the following sequence of events or activities: basic research by a central team which plans and develops the innovation, trials of the innovation, planned mass dissemination or diffusion of the innovation, implementation of the

innovation. There is a development point at the centre which produces packaged solutions for utilization by users which could be an isolated rural adult education centre. To express it in another way, this is the top-down approach or Schon's centre-periphery. To use Chin and Benne esoteric terms, this is a power-coercive model. The innovation is conceived, engineered at the head or centre and it is from here that it is fed into the system. It operates on the basis of power, authority and coercion by those in authority. The centre is assumed to have know-how and communication is a one-way process. Some of the disadvantages of the RD & D are: it depends largely on the level of resources at the centre, the involvement of the users such as adult teachers is limited and they become passive recipients of changes initiated at the centre, it is highly centralized and opportunities for report-back about problems encountered are extremely limited.

The Social Interaction Model takes the form of contact either formal or informal to convince the users of the value as well as the usefulness of an innovation. The contacts become in a way "extension agents" of an innovation. Some of the disadvantages of the social interaction model are: the process of diffusion can become unsystematic and unplanned, the process can also be slow because of its informal nature.

The Problem-solving model takes the form at the local level of the users themselves who conceive, initiate and develop the innovation. To put it more succinctly, the "user identifies the need, the need is translated into a problem statement which is then diagnosed, this diagnosis leads to a search for a satisfactory solution . . . and the best is selected . . . is trailed and evaluated . . . is adopted and implemented" (Bishop 1986: 18). The Problem-solving strategy may be represented as follows: need → diagnosis → search for solutions → select the best alternatives → try out and evaluate the innovation → implement the innovation. The difference between the Problem-Solving model and the RD & D is that in the latter the initiative for innovation comes from the top or centre while in the former the initiative comes

from the “periphery”. This is a bottom-up approach or grass roots initiative. The Government of National Unity (GNU) of the Republic of South Africa has largely espoused this strategy and has described it amongst others as people-driven. The Reconstruction and Development Programme utilizes this strategy to bring about change in the New South Africa established after the popular elections of 27 April 1994.

Adams and Chen (1981) cited in Bishop (1986:9-12) argue that for effective planning of innovation, eleven elements can be enumerated which are important for the innovation process. The elements are: the personnel to be employed, the specification of what the task is, the method or strategy or procedure to undertake the task, the equipment needed, the plant, buildings and the environment, the cost entailed, other social contexts on which the innovation impinges, the time involved, the Scheduling or sequence of events, the rationale for undertaking the innovation and the evaluation of the consequences or effects resulting.

2.9. THE ROLE AND IMPORTANCE OF COMMISSIONS IN POLICY FORMULATION

Commissions are set up to inquire and advise the government, and “when used in this way a Commission may be defined as a body set up by a government to consider a specific problem or problems” (Chapman 1973:1). A commission works within indicated period of time, resources and political environment.

2.10. TERMS OF REFERENCE

The terms of reference of a commission are set up in an official letter appointing the members as well as in a government proclamation. The appointment letter takes the form of a request to investigate a problem or problems and make recommendations. The proclamation of June 1978 in the erstwhile Bophuthatswana which established

the National Education Commission stipulated that the Commission had to “evaluate the present system of education in Bophuthatswana, to investigate the problem of the medium of instruction in schools and institutions, study the Bophuthatswana Education Act, No 9 of 1973 as amended, to report its findings and submit its recommendations as regards measures to be taken to ensure the progress of education” (Report of the National Education Commission, 1978:VIII).

After the appointment of members of a Commission it is unlikely that the members of a commission will immediately enter into any discussions about the terms of reference. In the opinion of the researcher it is an honour to be selected to serve in a government commission. Serving in a commission brings publicity, recognition and influence (Chapman, 1973). It will be at the first formal meeting of the commission that the terms of reference will be discussed and other matters such as the *modus operandi* of the commission. By this time normally the Department shall have taken the necessary steps to appoint suitably qualified people as secretaries with the right to discussion and vote. Considerable discussion and lively debate may take place within the Department even before the first formal meeting of the commission. A commission might sometimes draw attention in the final reports to the constraints imposed by their terms of reference. This was the case with the Fulton Committee on the civil service in England which stated that “our terms of reference excluded the machinery of government. We found that at many points this imposed limits on our work . . .” (Chapman, 1973:177).

The central point in a commission is the terms of reference. When you undertake a long journey into an unknown part of the country, you do not leave your road map at home. The same can be said about the terms of reference. They accompany the commission during the journey for constant reference. It is for this reason “that those who conceive and draft the terms of reference of commissions have a very important responsibility, for they are sometimes, at least in part responsible for the success or usefulness of the whole exercise. and once fixed the system builds in a

degree of rigidity that can make amendment exceedingly difficult, if not impossible" (Chapman, 1973:177). Normally amendments to terms of reference are unheard of. Besides commissions have serious time limitations and it would be extremely embarrassing to both the government and the commission to attempt to consider matters that it feels (the commission) it right to consider. From the point of view of the government the members of a commission are selected with extreme care and once appointed, they are obliged to work within the given terms of reference (Chapman, 1973).

2.11. MEMBERSHIP OF COMMISSIONS

The appointment of members of a commission is made by the government. This is usually the responsibility of the Prime Minister. The Chairman of the Commission is appointed by government and is not elected by the members from among themselves. The National Education Commission (1978) of the erstwhile Bophuthatswana comprised of sixteen members. It may never come to light why these particular people were selected as members of the Commission. The minutes of the Executive Council (Cabinet) of 1977 were not available to the researcher in spite of efforts to retrieve them and the reasoning behind the selection might remain unknown. However it is clear that the various experiences of the members were bound to influence in no small measure the recommendation that would subsequently emerge. The National Education Commission comprised one university professor, five senior employees of the Department of Education based at Head office, one member from the Department of Agriculture, one inspector of schools, two school principals, one retired school principal, one teacher, an ambassador, two outsiders. Probably those who conceived of the membership wanted to make certain that the Commission had the views of those who would have to implement the proposed recommendations later. Particular interests that were not represented are Commerce, Industry, Churches, farming, mining and the Bophuthatswana Teachers' Association which was ". . . established

on 4 September 1977 in anticipation of the independence of Bophuthatswana three months later" (Liebenberg, 1991:XI).

The size of the Commission is a crucial consideration. Too large a commission could become unwieldy which be a serious handicap. It is the opinion of the researcher that a commission ideally should be small for purposes of reaching consensus and making decisions.

The timing of the establishment of the commission itself is significant. The homeland of Bophuthatswana had opted for independence from the Republic of south Africa in December 1977. The time was opportune for the system of education to be evaluated and to take a new direction. This was important to demonstrate to the critics of homeland independence that some good impression could be made about the new "State".

Some of the members of the Commission had very tight schedules and did not have the time to concentrate on the work of the Commission. The Commission in its final report stated that it "regrets to state that it was not possible throughout the time that it was in session to have the benefit of the undivided support of the members . . . made it impossible for several members of the Commission regularly to attend plenary sessions as well as to execute the assignments given to them" (Report of the National Education Commission, 1978:112). This was a limitation and a serious constraint.

2.12. METHODS USED TO COLLECT INFORMATION

The method used by the National Education Commission to collect information was through the submission of evidence from individual and interested parties. The Commission accepted evidence both in written and verbal form. In addition to evidence submitted, members of the Commission visited people and institutions. Study visits were also undertaken to Zimbabwe (then Rhodesia) and Botswana. Other De-

partments such as the Departments of Agriculture, Health and Social Welfare made submissions. The purpose of this exercise was to ensure that a wide spectrum of the population had made input.

2.13. FACTORS WHICH AFFECT THE IMPLEMENTATION OF SPECIFIC RECOMMENDATIONS

Chapman (1973:37) has suggested factors which may operate individually or in combination to affect the possible implementation of specific recommendations. These factors are: the degree of consensus among committee members, the degree to which recommendations reflect widely held opinions about desirable change, the degree of specificity of a recommendation, the extent of information available to the Commission on a particular topic, the degree to which a recommendation is awkward, the extent to which recommendations are ambiguous, and lastly the extent to which recommendations bring about revolutionary effects.

The work of the National Education commission was greatly influenced by pressure of time as the work of the Commission started in earnest on 24 October 1977 and the commission had to report on or before 31 July 1978, in just about nine months. The Commission stated in its final report that “. . . because of the limitations of time, the commission did not find it possible to investigate either programmes of study or the content of individual subjects in the syllabuses at the different levels of study” (Report of the National Education Commission, 1978:112).

2.14. THE ROLE OF COMMISSIONS IN POLICY FORMULATION

Commissions do not formulate policy but government depend on the advices of Commissions to formulate policies. Chapman (1973:184) suggests that “sometimes a government does not have sufficient information to formulate more than vague policy generalization, until a commission has appreciated the situation by exposing

what it regards as the relevant facts". Recommendations are made and even though they are not necessarily fully accepted the government is enabled to develop its own ideas with a greater degree of rationality and coherence. The Report of the Second National Education Commission of 1985-86 illustrates the point. The Commission tabled its Report before Government of the erstwhile Bophuthatswana and there the matter rested. At some other occasions government requires a commission to stimulate suggestions for action. there is no gainsaying the fact that commissions have an important ". . . educational role in bringing to the attention of the public some of the issues involved in a particular policy area and also giving official sanction to the publication of officially known facts" (Chapman, 1973:185). Commissions in this manner have democratic significance and Chapman (1973:185) suggests that "the proper use of advisory bodies is the right answer of representative democracy to the challenge of the corporate state . . . democracy is . . . not ousted by supplemented by the advisory bodies".

There is a great deal of representative element found in the work of Commissions. The selection of members is made on the basis of representativeness. The importance of this lies in the fact that the interest of various groups are taken care of and not overlooked. But importantly the selection of people with various backgrounds is "to being to bear on particular issues minds that have been trained in different professions and walks of life so that problems are analyzed from a number of different viewpoint" (ibid:185). Various interest groups get the opportunity to present their views which further demonstrates the democratic element in commissions. The evidence that is presented may eventually affect policy. Even if the government decides to reject some of the recommendations or all the recommendations of a commission, the work of the commission cannot be in vain as the evidence presented by the commission may assist government to clarify its own ideas. Sight should not be lost of the fact that a government takes into account political factors which are beyond the scope of the terms of reference of a commission. In its own assessment of

the political environment a government makes its judgment about its own policies. Commissions are subordinate to governments (Chapman, 1973).

Commissions create a climate of action. Chapman (1973:187) asserts that they are “not only analytic but catalytic”. Commissions give a push to the bureaucracy to begin reform activities, as a result of specific recommendations.

2.15 SUMMARY

This Chapter dealt with aspects of policy formulation and implementation in Adult Basic Education. The process of policy formulation has fundamental steps which are: recognition of need, reformulation of opinion, emergency of alternatives, discussion and debate, legitimization and implementation. Policy can be defined as a guide for taking future actions and for making appropriate choices or decisions towards the accomplishment of some intended or desired end. The key role players in policy formulation are the government, teachers’ organizations and parent associations.

Policy is characterized by an aspect of giving direction. It sets out solutions to a problem in order to bring about changes to the existing conditions. Two aspects of policy are that policy should have clear and unambiguous goals. The objectives set should be logical and attainable. They should specify exactly what should be done. The aspect is that an implementation strategy should be worked out that ensures the success of implementation.

CHAPTER 3

RESEARCH METHODOLOGY

3.1. INTRODUCTION

The study concerns itself with the problems related to policy formulation and implementation with special reference to Adult Basic Education. An assumption is made in the study that the processes involved form the initial stage of policy formulation and implementation may influence the success or failure of attaining the desired outcomes.

3.2. THE SAMPLE

Many of the education circuits of the North West Province are far flung. The distance in kilometers from Mmabatho where Head Office is situated and where coincidentally the researcher is stationed, and the circuit offices is far apart. The following distances illustrate the point : Makapanstad, 358 km; Moretele, 336 km; Jericho, 325 km; Mabopane, 316 km; Kudumane, 310 km; Ga-Rankuwa, 300 km; Taung, 240 km; Ganyesa, 230 km; Setlagole, 125 km; Madikwe, 120 km; Lehurutshe, 70 km; Ditsobotla, 58 km; (Human Sciences Research Council, 1991). Considering these distances as stated above, any attempt by the researcher to personally visit the circuits was financially prohibitive. Cost implications had a direct influence not only on the size of the sample but also on where the sample was located.

The sample of the interview of officers who are stationed at Head Office was made of four officers. Two of these officers have served during 1977–1994 as national coordinators for Adult Basic Education. The other two officers have held positions at

Head Office. The national co-ordinator reported to the three officers as supervisors at different times.

Questionnaires were mailed to the Circuit offices. The total population of circuit education officers, education officers and the organizers for Adult Basic Education where such posts exist, were targeted.

Another questionnaire was mailed to the Adult tutors. Convenience sampling which involves the choosing of the nearest individuals to serve as respondents and continuing with that process until the required sample had been obtained, was utilized (Cohen and Manion, 1981).

The sample for the interview of adult-learners was drawn from two circuits, viz. Molopo and Ditsobotla, which served as representative of the target population. These two circuits present themselves as predominantly rural and to a limited extent urban, and they satisfy the demographics of the population with regard to age, sex, employment, course level. The size of the sample is thirty four which is reasonable considering the fact that “. . . a sample size of 30 is held by many to be the minimum number of cases if the researcher plans to use some form of statistical analysis of his data” (Cohen and Manion, 1981:77).

3.3. THE QUESTIONNAIRE

There is a major advantage to be derived from using a questionnaire because “. . . if properly prepared it can offer a reliably consistent presentation of items” (Cates, 1985:97). But there are also disadvantages, amongst these are the fact that the researcher is dependent on the respondents' willingness to read, complete and return the questionnaires. In this study, the questionnaires were mailed and this presented the researcher with serious problems emanating from industrial action which plagued the postal services in the North West Province, even when the services are normal delays have been known to be notoriously long. The researcher decided to deliver

personally the questionnaires to the nearby circuits. This presented the researcher with a further advantage of meeting and explaining to the circuit officers the processes that were to take place in the completion of the questionnaires. There was further communication through the telephone to ensure that action was taken to complete the questionnaires. The covering letter for the questionnaires also assured “respondents of anonymity and confidentiality.

3.4. TYPES OF QUESTIONNAIRES

3.4.1. Questionnaire designed for officers at the Circuit Office (Refer to Appendix A)

The questionnaire dealt with amongst others the total member of professional and support staff dealing with Adult Basic Education, transport and office accommodation. The other set of questions dealt with training, in service programmes and workshops. The last set provided a list of activities that an adult education may be expected to do and the respondent had to indicate whether the workshops prepared him/her for those activities, such as budget and finance, time management, evaluation of staff, etc. A few techniques were followed in designing the questionnaire. The first technique followed was a covering letter prepared which made a humble request that the questionnaire be completed. The second was that at the top of the questionnaire the purpose of the study was described and each respondent was promised confidentiality. The third technique was to follow up with a telephone call.

3.4.2. Questionnaire designed for adult-tutors (Refer to Appendix B)

The adult-tutors occupy such an important position as they are the main players at the implementation level of policy. The questions focused on on-the job support in the first few years as teacher in Adult Basic Education, the supply of literacy material for adult-learners, provision of stationery. The questions that were raised with the officers at the circuit office namely the provision of re-

sources, support staff, transport, were raised again. The other sets of questions dealt with the frequency of in-service programmes, withdrawals, reasons for the withdrawal of adult-learners and lastly how far they agreed with statements such as difficulty in interpreting policy formulated for Adult Basic Education.

3.5. THE INTERVIEW

The research interview has been defined as “. . . a two person conversation initiated by the interviewer for the specific purpose of obtaining research-relevant information, and focused by him on content specified by research objectives of systematic description, prediction or explanation” (Cohen and Manion, 1981:241). There are advantages to be derived from an interview, one of which is that it allows for depth and further proofing in the event of the question not being adequately responded to. The interview has its disadvantages amongst which are that “. . . it is prone to subjectivity and bias on the part of the interviewer” (ibid. 1981:242). One of the major advantages of the interview as against the questionnaire is that it “can be used with individuals from whom data cannot otherwise be obtained such as an illiterate or nearly illiterate person, who could not respond to a written inventory for example” (Wiersma, 1985:144). In this study a group of thirty four adult learners at the preparatory, literacy and course I level, were interviewed but the same group would have encountered problems in completing a questionnaire. A question such as: do you find the literacy material to be suitable for your level, too simple or too difficult? Was well suited for the adult-learners and the researcher probed the perceptions and feelings of the respondents. Having said that however, while the respondents were keen and willing to respond to questions, accurate oral expression presented some problems and the researcher had to keep on probing.

3.5.1. Types of interview

3.5.2 Interview with Head Office Officials (Refer to Appendix C)

The research interview for officials in the Department of Education was divided into various formats. The first is the fixed-alternative items. The respondents were allowed to choose from two alternatives, for example:

A working party was to be set up immediately consisting of Departments such as Health, Labour and Agriculture to plan the practical steps to be taken in Adult Basic Education

Implemented	
Not implemented	

The second format is the open-ended items. The items required all the respondents to express themselves with a minimum of restraint, for example:

How did Head Office go about to inform the community of the new policy that had been formulated about Adult Basic Education?

Open-ended items have the advantage of allowing the respondent more freedom of response "because certain feelings or information may be revealed that would not be forthcoming with forced-response items" (Wiersma, 1985:148). Open-ended items have the disadvantage that responses tend not to be consistent in length, also in content across the respondents and become susceptible to misrepresentation. As a result they become difficult to tabulate than fixed-alternative items.

The third format is the scale items whereby the interviewee had to respond by giving degrees of agreement or disagreement. In this particular example the

respondent had to indicate whether it was very important, important or very unimportant.

	Very important	Important	Very unimportant
(i) Formulating policies			
(ii) Budget and Finance			

3.5.3. Interview with Adult-learners (Refer to Appendix D)

In the construction of the interview for adult-learners a major consideration was the level of education of the interviewees. The adult-learners are on the receiving end of the programme and objectives that were intended can better be tested or checked at their level. The questions dealt with the quality of the venue for lessons, the suitability of the literacy material, the preparatory course, the provision of literacy material, stationery and reasons for withdrawals.

Whilst the adult-learners were prepared to participate in the interview a matter that emerged at the beginning was their suspicion that the researcher, a known top administrator in Education was actually on an inspection of the Adult learning centres. The researcher had to re-assure respondents that this was not the case but that the researcher was on a study programme. The researcher was casually dressed and this seemed to put the message across as officials from Head Office would have been appropriately dressed. The danger of a wrong impression about the researcher was the likelihood of bias in their responses.

3.6. VARIABLES

3.6.1. Independent variables

In this study, clarity of objectives was identified as the independent variable as it can be assumed that if policy objectives are clear and consistent, they are likely to influence implementation positively. In the interview instrument designed for Head Office officials (Refer to Appendix C) the researcher asked the respondents whether they felt that the objectives that were set were clear, unambiguous and achievable. Respondents were called upon to single out objectives that were clear and unambiguous, objectives not clear and ambiguous, objectives achievable and objectives not achievable.

3.6.2. Dependent variable

The dependent variables in the study were: availability of resources that is both physical and human, the role of the teacher or adult educator and lastly the clients themselves that is the adult- learner.

3.6.3. Moderator variable

The moderator variable has been defined as “that factor which is measured, manipulated, or selected by the experiment to discover whether it modifies the relationship of the independent variable to an observed phenomenon” (Tuckman, 1978:63). The respondents consisted of both male and female and this was related to their training either for the primary or high school and the extent to which they have remained within the system. The gender of the respondents is the moderator variable.

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3.7. RELIABILITY AND VALIDITY

Two characteristics of any measuring instruments are reliability and validity. The measuring instruments have to measure adequately the variables or concepts under study.

3.7.1. Reliability

Reliability means “. . . consistency — consistency of the instrument in measuring whatever it measures” (Wiersma, 1985:212). Reliability describes “the degree to which an instrument will give similar results for the same individuals at different times” (ibid. 212). A rubber ruler would not be a reliable measuring instrument as it contracts and stretches to give varying measures. If a test is not consistent it is not reliable and it is not good. To ensure reliability in this study the researcher designed the questionnaire for adult-tutors (Refer to Appendix B) in such a manner that the respondents did not become familiar with the format of the questionnaire. Some questions such as availability of resources were also asked in the questionnaire designed for officers at the Circuit Office (Refer to Appendix B) to re-check on the reliability of the responses provided.

3.7.2. Validity

The validity of measurement deals with the question: Does the test measure the characteristic that it is being used to measure? Put differently, the validity of a test “represents the extent to which a test measures what it purports to measure” (Tuckman, 1978:163). To ensure validity of measurement in this study, the researcher identified items such as initial training, on-going support, available resources, which covered a wide area in the operations of the respondents. The questionnaire items related to specific operations of the respondents.

3.7.3. Statistical design

The purpose of the statistical test is “to determine whether the data collected from two or more samples are equivalent and further, to determine the possibility that any differences between the samples can be accounted for by chance fluctuations” (Tuckman, 1978:254).

Two officers who have served as co-ordinators of Adult Basic Education programmes at Head Office, plus an additional two former officials of the Department who were actively involved in Adult Basic Education programmes participated in the study. Twenty four officers who were randomly selected spread through nine circuits also participated in the study. One hundred and four adult-tutors randomly selected stationed at nine circuits, served as respondents for the study. Thirty four adult learners also randomly selected, in a rural and urban setting participated in the study.

CHAPTER 4

ANALYSIS OF DATA

4.1. INTRODUCTION

The main issues in this study centre around policy formulation and implementation in Adult Basic Education. The major questions that had to be answered focused on clarity of policy objectives, that is the extent to which the objectives were clear and consistent. Two areas were identified with regard to the formulation of policy and these were policy at the formulation stage and policy at the implementation stage.

At the formulation stage of policy the main participants who were actually involved in the formulation of the main policy were identified. It became clear to the researcher that the various persons were selected for their experiences to serve in the Commission. The views of the various interest groups such as the University, the Department of Education, Agriculture, inspectorate in education, school principals, teachers, were represented. Other interest groups such as Commerce, Industry, churches, submitted written evidence as well as verbal formal evidence in Mafikeng, Rustenburg and Bloemfontein. The members of the Commission also visited people and Institutions and also arranged study visits to Rhodesia (now Zimbabwe) and Botswana. A wide spectrum of the population had the opportunity to submit recommendations.

At the implementation stage of policy the actions of the national coordinator of adult Basic Education were crucial. It would remain his responsibility to ensure that implementation of recommendations took place. Five senior officials at Head Office in the department of Education had served in the 1978 Commission and they were probably in the view of the researcher included to ensure that the views of

the Department of Education were articulated at the formulation stage of policy. These officials would become useful resource persons in the implementation of policy.

4.1.1 Policy at the formulation stage

4.1.2 Clarity of objectives

It was found in the study that of the four officials who had been stationed at Head Office, all of them were of the opinion that the objectives were clear and unambiguous. All the officials were also of the opinion that the objectives were achievable.

The respondents held the view that the recommendations of the National Education Commission (1978) on Adult Basic Education were implemented. By implication the respondents are saying that what was achieved was what was initially intended. The one recommendation of the 1978 Commission was that within the Education Department the section for Adult Basic Education had to be placed within the same division as Tertiary Education. The section had to be strengthened by the appointment of full-time organisers (with the rank of principal) whose responsibility would be the setting up and supervision of adult education centres. All of the four officials responded that this recommendation was implemented. The other recommendation was that suitable and relevant literacy material had to be identified, screened and evaluated to suit local circumstances. All the four respondents said that this was implemented. Another recommendation was the setting up of effective training programmes for literacy teachers as well as the trainers of these teachers. The four respondents expressed the view that this recommendation was implemented. Yet another recommendation was that at a time when Bophuthatswana's own radio station and Television service was operational, the use of these media to re-inforce other adult education procedures to reach those adults for whom 'teaching at

a distance' is the only method of personal enrichment and advancement. All the four respondents stated that this was also implemented. The other recommendation dealt with the setting up of a Civil Service Training Centre to deal with specific needs, both academic and professional of the government service. Three of the officials which represents seventy five percent responded that it was implemented when only one of these officials which represents twenty five percent responded that it was not implemented. Another recommendation was that a working party was to be set up immediately consisting of Departments such as Health, Labour and Agriculture to plan the practical steps to be taken in Adult Basic Education. Three of the officials responded that it was implemented while one stated that it was not implemented. The one recommendation where the respondents were divided equally, that fifty percent said it was implemented and fifty percent said it was not implemented dealt with the assistance and coordination of the activities of the Churches and voluntary organisations and to encourage them to take part in any national literacy campaign. Lastly serious consideration had to be given to the younger adult the possibility of some non-military national service and here only one official representing twenty five percent said it was implemented and three representing seventy five percent said it was not implemented.



4.1.3. Responses of Head Office Officials

Certain activities such as formulating a policy were identified and probed as to whether the four officials who had been stationed at Head Office regarded this activity as very important, important or very unimportant. It was found in the study that three of the officials regard formulating policies as very important for officials to be involved in, in order to be effective. One officer regards this activity as important. None of the officials regarded the activity as very unimportant.

The necessary costing for a policy formulated is important if any successful policy implementation should take place. The four officials responded that it is very important activity. Head Office Officials did not only state that some of the policy objectives were clear and consistent but that it is very important for officers at Head Office to be involved in the process of policy formulation.

4.1.4. Interpretation of policy formulated for Adult Basic Education

Of the one hundred and four adult tutors eighty six percent stated that they did not find it difficult to interpret formulated policy in Adult Basic Education. Fourteen percent stated that they were uncertain.

4.1.5. The policy formulated for Adult Basic Education was initiated through a top-down approach

It was found in the study that ninety three percent of the one hundred and four adult tutors hold the view that the policy for Adult Basic Education was formulated through a top-down approach. The adult tutors in their view, did not have a say in the formulation of the policy seven percent stated that they were uncertain.

4.2. POLICY AT THE IMPLEMENTATION STAGE

Successful implementation is dependent on availability of adequately qualified personnel as well as resources which have to be planned in advance. Both these items, i.e. personnel and resources have cost implications.

4.2.1. Initial teacher training of Adult Tutors

It was found in the study that sixty four percent of the adult tutors were initially trained for the primary school while seventeen percent were trained for the middle school, eight percent were trained for the high school and another eight percent gained experience in Colleges. Two percent of the sample were initially trained for early childhood education. Ninety seven percent of the adult tutors on the Adult Basic Education programmes were initially not trained for adult basic education. All the adult tutors, one hundred and four in number make training in literacy work absolutely essential. Whether literacy work was a component in their initial training is most unlikely and when the researcher probed into the course content of their initial training, they were never exposed to literacy work. The tragedy of the situation is that these adult tutors were expected to perform at optimal level in spite of their obvious disadvantage. What this means is that they would most likely find it difficult, to work or teach adult learners, to use suitable methodology for adults, to select and know available literacy material.

The following table illustrates the point discussed above:

Table 4.2.1.: Initial teacher training of Adult tutors

Initial teacher training	Frequency	Percentage	Cumulative Frequency	Cumulative Percent
Other	1	1.0	1	1.0
Early Learning Centre	2	1.9	3	2.9
Primary School	67	64.4	70	67.3
Middle School	18	17.3	88	84.6
High School	8	7.7	96	92.3
College	8	7.7	104	100.0

4.2.2. Experience in teaching excluding experience in Adult Basic Education

One of the assumptions in the implementation of Adult Basic Education is that experienced personnel is available. Thirty percent of the adult tutors have taught in the formal school system for six to ten years prior to accepting a position in Adult Basic Education while twenty nine percent have taught for more than ten years. Sixteen percent have taught in the formal school system from three to five years while twenty are taught for less than three years.

Ninety six percent out of this sample of one hundred and four adult tutors initially gained their experience in the formal school system. This makes the adult tutors extremely unsuitable especially considering the fact that their initial training had no adult literacy component. The main focus of the adult tutors was the teaching of children and their tendency will most likely be to teach adults as if they were children. Adult tutors with initial experience in Adult Basic Education are not available.

The following table illustrates the point discussed above:

Table 4.2.2.: Experience in teaching excluding Adult Basic Education

Experience in teaching	Frequency	Percent	Cumulative Frequency	Cumulative Percent
0	4	3.8	4	3.8
Less than 3 yrs.	22	21.2	26	25.0
3 - 5 yrs.	17	16.3	43	41.3
6 - 10 yrs.	31	29.8	74	71.2
10 yrs. plus	30	28.8	104	100.0

4.2.3. Service in adult Basic Education

The study shows that thirty five percent of the Adult tutors have been attached to Adult Basic Education for three to five years while twenty three percent of the sample of one hundred and four were in Adult Basic Education for less than three years. This means that fifty eight percent of the Adult tutors have been in Adult Basic Education for less than five years. This is a short time in their professional development especially considering the fact that when the researcher probed into other experience excluding Adult Basic Education, ninety six percent had initially gained experience in the formal school system. There is the likelihood that they may not have been “weaned” from their methodology which was suitable for the formal school system which is not necessarily suitable for Adults.

Thirty two percent have been attached to Adult Basic Education for six to ten years while ten percent have more than ten years in Adult Basic Education. Forty two percent of the adult tutors have been attached to Adult Basic Education for more than six years which is in the view of the researcher commendable. It can however be argued that fifty eight percent have less than six years which suggests that not many of the Adult tutors have stayed or served long enough in Adult basic Education.

4.2.4. On-the-job-support for the Adult tutors

Entering into a new professional area requires that one receive some form of guidance or mentorship. Forty one percent of the sample of one hundred and four received on-the-job-support from their principals. Without this support the Adult tutors would most likely, in the view of the researcher, have dropped out from Adult basic Education programmes.

Twenty nine percent received support from the inspector for Adult Basic Education. While the inspectors for Adult Basic Education have made a significant and meaningful contribution in Adult Basic Education, one would have

expected more adult tutors to have received on-the-job-support from him/her than any other person. This is a full-time job for the inspector of Adult Basic Education and his whole time should be at the disposal of the adult tutors. There is the possibility however, that the principals are better placed to be of assistance to the adult tutors hence the forty one percent who received on-the-job-support from their principals. Fourteen percent of the sample depended on the support of a colleague. There is a lot to be said in favour of support by a colleague. Most likely it is the adult tutor who approached a colleague for assistance and guidance. We learn from those who are better experienced than ourselves. The colleague in this instance took the position of mentor of some sorts. Seven percent received on-the-job-support from the Circuit Education Officers. Five percent did not receive any support which in practical terms means they were left on their own.

Table 4.2.4 shows the breakdown of on-the-job-support for the Adult tutors

On-the-job-support	Frequency	Percent	Cumulative Frequency	Cumulative Percent
Other	5	4.8	5	4.8
Nobody	4	3.8	9	8.7
Principal	43	41.3	52	50.0
Colleague	15	14.4	67	64.4
Inspector	30	28.8	97	93.3
Circuit Education Officer	7	6.7	104	100.0

While the initial teacher training programmes did not prepare the adult tutors for Adult Basic Education, they have remained within Adult Basic Education. They have in due course gained some experience but also have had to rely on

some form of on-the-job-support. The reason for their success in the opinion of the researcher seems to lie in their dedication and determination.

4.3. RESOURCES FOR IMPLEMENTATION

4.3.1. The supply of literacy material to the adult learners

The supply of suitable literacy material is one of the major considerations for any success in Adult Basic Education. The 1978 Commission had stated “the identification of literacy materials that are suitable for and relevant to the needs . . . have to be carefully screened and evaluated . . . ” (Report of the National Education Commission, 1978:74). The non-supply of suitable literacy makes it extremely difficult for both the adult tutors and the adult learners to conduct any effective teaching and learning.

All of the thirty four adult learners who were interviewed stated that the department does not supply literacy material while seventy one percent stated that they as adult learners bought literacy material out of their pockets. Twenty nine percent responded that they loaned literacy material from other sources.

The following table illustrates this point:



Table 4.3.1.: Supply of literacy material to the adult learners

Supplier	Frequency	Percent	Cumulative Frequency	Cumulative Percent
Department	0	0.00	0	0.00
Adult learners	24	70.59	24	70.59
Loaned	10	29.41	34	100.0

Of the one hundred and four adult tutors in the sample, fifty four percent stated that literacy material is almost not available while thirty six percent stated that

the supply is inadequate. Ninety percent of the adult tutors responded that the supply of literacy material is either inadequate or almost not available. Seven percent stated that the supply was adequate and three percent state that the supply was excellent.

The table below illustrates this point.

Table 4.3.2.: Supply of literacy material : Responses by Adult tutors

Position	Frequency	Percent	Cumulative Frequency	Cumulative Percent
Excellent	3	2.9	3	2.9
Adequate	7	6.7	10	9.6
Inadequate	38	36.5	48	46.2
Almost not available	56	53.8	104	100.0

These figures indicate a serious situation because those who have acquired appropriate reading skills will lose these skills because of lack of practice. Literacy materials, such as books, rural newspapers and magazines are not available. The neo-literate cannot remain literate for long as in due course the reading skills are lost.

4.3.3. Storage facilities for Adult literacy material

Assuming both literacy material and stationery became available to the adult centres, the availability of storage facilities were investigated. Of the one hundred and four subjects in the study, eighty six percent of them responded that storage facilities are inadequate while twelve percent responded that storage facilities are adequate. This implies that when adult literacy materials are supplied then the adult tutors would have to face a new problem and this is

unavailability of storage facilities.

4.3.4. Supply of stationery to the adult learners

To ensure successful implementation of policy resources should be available yet ninety six percent of the adult tutors stated that stationery for use by adult learners is supplied by the adult learners themselves while one percent stated that stationery was supplied by the Community. Two percent of the sample responded that the supply of stationery are from the Department of Education and one percent was uncertain about where the supply came from for evidently they did not purchase stationery themselves. The Department of Education does not supply adult learners with stationery. One of the reasons advanced by adult learners for drop-outs is finance and if the Department of Education were to supply stationery it would go a long way towards ameliorating the position of the adult learners.

4.3.5. Availability of support staff for Adult Basic Education

It was found in the study that sixty percent of the adult tutors responded that there was no support staff in aid of the principal of Adult Basic Education, while sixteen percent responded that one or two people were available. Twenty three percent stated that more than three people were available. The more than three people referred to are not necessarily functionaries charged with duties for Adult Basic Education but these are people who may be of help when called upon as they have other duties and responsibilities.

4.3.6. Transport for official duties

Most of the Adult Centres are situated in remote areas but ninety six percent of the one hundred and four adult tutors responded that they have no transport for official duties while four percent responded that transport is available. Considering the rural nature as well as the long distances that must be negotiated this can be a serious handicap.

4.4. COSTS

The National Education commission of 1978 had recommended the setting up of a working party to plan the practical steps to be taken. These practical steps according to the Second National Education Commission of 1985 – 1986 included inter alia, working out of the capital needs of the Department of Education, establish what percentage of the state budget should be allocated to Education. Three officials who were interviewed stated that this recommendation was implemented while one official responded that it was not implemented. The Second National Education Commission of 1985 – 1986 stated that “. . . no working party was set up and none of the . . . recommendations were implemented” (Report of the Second National Education Commission of 1985 – 1986:10).

The Government of the erstwhile Bophuthatswana had accepted all the recommendations of the National Education Commission – 1978, but the financial implications were not worked out. In due course “. . . the quality of Education as a whole has suffered as a result of the chronic shortage of funds . . . ” (Report of the Second National Education Commission of 1985 – 1986:10). Owing to the failure to do the necessary costing, the necessary infrastructure could not be provided and thus personnel could not be trained, no transport, no literacy material supplied.

4.5. MECHANISM FOR MONITORING ADULT TUTORS

For successful implementation of Adult Education programmes it is important that a mechanism for monitoring be in place.

Of the one hundred and four adult tutors, none of them had specific training in Adult Basic Education. One of the things that had to happen in the opinion of the researcher, once their services were engaged in Adult Basic Education, they had to be put through an orientation or induction programme. Fifty five percent of them responded that they had attended an induction programme while forty three

percent did not attend any. The remaining two percent did not respond.

The other thing is the frequency of workshops or in-service programmes being organised. Forty one percent of the respondents stated that they had never attended an in-service workshop, thirty eight percent attend workshops once a year, nine percent twice per annum and eleven percent three to five times per annum. The advantage to be derived from these workshops would not only be to bring the adult tutors with their managers but also bring them into contact with their colleagues so that they can exchange ideas.

Lastly, monitoring and supervision is done by the inspectors of Adult Basic Education. There were only six of these in 1990 (Roth:1990) and clearly they were over-stretched. These inspectors did not have initial training in Adult Basic Education and in the view of the researcher, they cannot supervise Adult Basic Education successfully.

4.6. TIME AND TIMING

The Bophuthatswana National Education Commission was established on 24 October 1977, a month and a few days before the establishment of the Republic of Bophuthatswana. Bophuthatswana became an independent Republic within the Republic of South Africa in terms of the Status of Bophuthatswana, Act no 89 of 1977. With the advent of independence the reform and reorganisation of the educational system was high up on the list of priorities (National Education Commission:1978). Through the establishment of the National Education Commission, the desire of the government was "to pin-point the restrictions and weaknesses in the System of Education . . . to eliminate them and to inaugurate their own educational system, worthy of an independent, self-respecting, autonomous nation" (Report of the National Education Commission: 1978:XIII).



4.7. GENDER AND INITIAL TEACHER TRAINING OF ADULT TUTORS

The respondents comprise fifty seven percent females and forty three percent males. Of the females forty three percent was initially trained for the primary school while with regard to males twenty one percent was initially trained for the primary school. Both male and female, nine percent each, were initially trained for the Secondary School. Six percent of the males and two percent of the females were trained for the Middle School. Seven percent of the males and one percent of the females were initially trained for the High School. Not a single male, but two percent of the females, was trained for Early Childhood Education.

4.8. INITIAL TRAINING AND ON-THE-JOB-SUPPORT

All the adult tutors in the sample were initially not trained for Adult Basic Education which made on-the-job-support extremely essential. On-the-job-support came largely from two sources namely the principals and the inspector of Adult Basic Education to the extent of forty one percent and twenty nine percent respectively. Sixty four percent of the respondents were initially trained for the Primary School and they relied on both the principal (twenty one percent) and inspector for Adult Basic Education for on-the-job-support.

The second largest group which comprises seventeen percent of the respondents was initially trained for secondary schools and they depended on both the principal (nine percent) and inspector of Adult Basic Education (five percent) for on-the-job-support.

Eight percent of the respondents were trained for the Middle School. They received on-the-job-support from the principal (five percent) and inspector of Adult Basic Education (one percent).

Another group of respondents who comprise eight percent were initially trained for the High School depended on the principal and inspector of Adult Basic Education

to the extent of five percent and two percent respectively.

Two percent of the respondents were initially trained for Early Childhood Education relied on the principal.

4.9. SUMMARY

It was found in the study that a number of factors are identifiable as constraints to implementation. Some of these factors are the extent to which policy is clear and unambiguous. The issue centres largely around who are the policy formulators? Their various background and experiences will in no small way influence the policy formulation. The other factors are the resources for implementation such as the availability of personnel, the initial training of personnel, on-the-job-support, supply of material, availability of support staff, transport and in general the availability of funds. An implementation strategy ought to be designed to ensure that what was initially intended is finally achieved.

CHAPTER 5

FINDINGS AND RECOMMENDATIONS

5.1. BRIEF DESCRIPTION OF THE PROBLEM

The main concern of this study centred around policy formulation and implementation with special reference to Adult Basic Education. The main objective was to investigate how a policy was formulated and implemented for Adult Basic Education programmes in the erstwhile Bophuthatswana for August 1978 to March 1994. The study aimed at identifying the processes and factors that might have influenced policy formulation, the main characteristics of the policy itself and the procedures used in its implementation.

5.2. FINDINGS AND CONCLUSIONS

5.2.1. Initial training of Adult tutors

It was found in the study that none of the adult tutors were trained for Adult Basic Education. All the one hundred and four subjects had initially qualified for either Early Childhood Education, Primary, Middle, Secondary or High Schools. This led the researcher to the conclusion that adult tutors were not available in March 1978. Cognisance was however taken of the fact that there was considerable on-the-job-support originating from both the principals of Adult Basic Centres and the Inspectors for Adult Basic Education.

All the one hundred and four subjects are teachers. There are no volunteers from other professions, such as Health and Nursing, Legal, Agricultured or any other.

5.2.2. Supply of literacy material

One of the major considerations for any success in Adult Basic Education is the availability of suitable literacy material. Literacy material is unavailable at the Adult Centres. Neither teaching aids nor equipment is available to aid the learning of Adults.

5.2.3. Supply of literacy material for Neo-literates

There is very little or no literacy material to be read by neo-literates. As a result the neo-literates are lost and the skills that they had learnt are forgotten. This is a serious loss and ought to be addressed.

5.2.4. Supply of stationery

Stationery is provided by the adult learners themselves. Whether this is an oversight as pupils and students in the formal school system are being supplied with stationery, is not clear. However, the point must be made that if gains must be made in adult literacy programmes, stationery ought to be supplied.

5.2.5. Drop-outs at Adult Centres

The information called for in the questionnaire for adult tutors on drop-outs was omitted by most of the respondents. The researcher came to the conclusion that record keeping at the adult centres is not what it should be especially for the years 1992, 1993 and 1994.

Adult centres must be urged and encouraged to keep up-to-date records as without reliable information it is extremely difficult to evaluate and assess the operation of Adult Centres and implementation of policies in Adult Basic Education.

5.2.6. Reasons for drop outs

A significant number of adult tutors indicated that finance constitutes a main reason why adult learners drop out. Next was time constraints, changed circumstances, lack of motivation, difficulty of programmes in that order. This

goes to suggest that extra support should be forthcoming from the Department.

5.3. RECOMMENDATIONS

- 5.3.1. The provision of literacy material to the adult centres, for use by adult learners should be stepped up. In the long term this provision will pay good dividends not only to the adult learners but also to the Department of Education.,
- 5.3.2. There is a desperate need for adequate resources for the Adult tutors. Resources such as teaching aids, equipment should be provided by the Department of Education.
- 5.3.3. Presently the adult learners provide their own stationery. It emerged from the study that one of the main reasons for the withdrawal of adult learners is finance. The Department of Education should strongly consider the advisability of providing stationery.
- 5.3.4. The division for Adult Basic Education is under-funded by the Department of Education. It is appreciated that the Department does not have unlimited financial resources, but Adult Basic Education should be given a fair and equitable share of the cake.

The researcher is of the view that for as long as the division for Basic Adult Education is part and parcel of the Department of Education, it will continue to compete for funds with the formal education system and remain disadvantaged. Consideration has to be given to the possibility of establishing Adult Basic Education as a wing of the Institute of Education at the University. Adult Basic Education would then be a separate institution and be funded as such and address areas of concern such training needs, provision of literacy material and magazines.

- 5.3.5. The National Education Commission of 1978 recommended the planning of literacy campaigns which would have wide public and community support and

meet the expressed needs of the clients, based on the felt needs and not imposed from above. No literacy campaigns have been conducted instead Adult Basic Education has been dominated by the provision for school certificate learning. A fresh attempt has to be made to address the needs of illiterates.

5.3.6. Educational Television (Edutel) which operates under Radio Mmabatho has not fully addressed adult literacy. The tendency has been to deal with school-oriented subjects. The area of adult literacy deserves attention and should be brought under focus.

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QUESTIONNAIRE

(To be completed by the organiser for Adult Basic Education, the Circuit Education Officer and two Inspectors,)

The purpose of the study is to investigate the processes of policy formulation and implementation of Adult Basic Education in selected areas of the North West Province from 1977 – 1994. The year 1978 represents a threshold of a new era with the publication of the Report of the National Education Commission, Education for Popagano.

All information will be treated in the strictest confidence and under no circumstances will any individual be identified.

1. My Circuit is

rural	
peri urban	
urban	

2. At the time the Report of the National Education Commission (1978) was published I was a

student	
teacher	
principal	
other; state	

3. My teaching experience was in a

Primary School	
Middle School	
High School	
College	
Other; state	

4. The total number of professional staff dealing with Adult Basic Education in my Circuit is:

1	
2	
Between 3 - 5	
Above 5	

5. The total number of support staff (clerks, etc) for Adult Basic Education in my Circuit is:

0	
1	
2	
Between 3 - 5	
Above 5	

6. The number of vehicles allocated for the specific needs of Adult Basic Education in my Circuit is:

0	
1	
2	
Between 3 - 5	
Above 5	

7. Officers attached to Adult Basic Education occupy:

1 Office	
2 Offices	
Between 3 - 5	
Above 5	

8. To ensure that we achieve our targets our Adult Basic Education programmes are evaluated:

Once a year	
Twice a year	
3 - 5 times a year	
More than 5 times a year	
Never evaluated	

9. Support in the form of workshop/in-service programmes takes place:

Once a year	
Twice a year	
3 - 5 times a year	
More than 5 times a year	
Never takes place	

10. The number of professional staff in my Circuit dealing with Adult Basic Education is:

Adequate	Inadequate

11. The number of support staff in my Circuit dealing with Adult Basic Education is:

Adequate	Inadequate

12. The number of vehicles allocated for the specific needs of Adult Basic Education is in my Circuit is:

13. Office accommodation for officers dealing with Adult Basic Education is:

14. The supply of stationery to the Adult learners by the Dept. is:

15. BUILDINGS

- 15.1. Adult centres using primary school buildings in your circuit.
- 15.2. Adult centres using middle school buildings in your circuit.
- 15.3. Adult centres using high school buildings in your circuit.
- 15.4. Adult centres using college building in your circuit.
- 15.5. Adult centres using church buildings in your circuit.
- 15.6. Adult centres using their own buildings in your circuit.
- 15.7. Other: please state which. . . ?

TOTAL NUMBER OF CENTRES

- 16. Have you attended a workshop/seminar in connection with training on how to run Adult Basic Education Programmes

Yes	No
-----	----

If your answer to No 16 above is YES then answer No. 17 below.

17. Here is a list of activities an adult educator in the circuit may be expected to do. Indicate how adequate your training programmes/workshops/seminars prepared you to each of these activities.

	EXCELLENT	ADEQUATE	INADEQUATE
17.1 Implementing policies and regulations			
17.2 Budget and Finance			
17.3 Goal setting and long range Planning			
17.4 Time management			
17.5 Planning and implementing staff development			
17.6 Working with the community			
17.7 Approving the teaching Programme			
17.8 Evaluation of staff			
17.9 Communicating with staff			
17.10 Project evaluation			

QUESTIONNAIRE

(To be completed by Adult tutors)

The purpose of the study is to investigate the processes of policy formulation and implementation of Adult Basic Education in selected areas of the North West Province from 1977 – 1994. The year 1978 represents a threshold of a new era with the publication of the Report of the National Education Commission, Education for Popagano.

All information will be treated in the strictest confidence and under no circumstances will any individual be identified.

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1. Gender

Male	Female
------	--------

2. The location of my circuit is

Rural	
Peri-urban	
Urban	

3. My initial teacher training prepared me to be a teacher in a (n)

Early learning centre	
Primary school	
Secondary school	
Middle school	
High school	

4. I have now served in Adult Basic Education for:

Less than 3 years	
3 - 5 years	
6 - 10 years	
More than 10 yrs	

5. Who gave you on-the-job support in your first few years as teacher in Adult Basic Education in your circuit?:

Nobody	
The principal	
A colleague	
One of the inspectors	
Circuit Education Officer	
Any other (specify)	

6. The supply of literacy material for Adult-learner's reading and writing is

Excellent	
Adequate	
Inadequate	
Almost not available	

7. Storage facilities for literacy material are

Adequate	
Inadequate	

8. Stationery for use by adult-learners is provided by:

The adult-learners themselves	
The community	
The Dept of Education	
Any other (Specify)	

9. The supply of stationery for use by adult-learners:

Adequate	
Inadequate	

10. The total number of support staff (clerks) for Adult Basic Education is:

None	
1 - 2	
3 and above	

11. Do you have access to government transport for official duties?:

Never	
Once a year	
Twice a year	
3 - 5 times a year	
Circuit Education Officer	
Any other (specify)	

12. How often have workshops/in-service programmes been organised for teachers of adult-learners:

Never	
Once a year	
Twice a year	
3-5 times a year	

13. How many adult learners registered with you in the following years:

Year	No
1992	
1993	
1994	

14. The average number of adult learners who withdraw from Adult Basic Education Programmes annually is approximately:

Below 10	
11 - 20	
More than 20	

15. How many adult learners withdrew after the completion of the preparatory course and dropped out completely:

Year	No.
1992	
1993	
1994	

16. What do you think are the main reasons for the withdrawal of adult learners from programmes at your adult centre?

Finance	
Transport	
Difficult programmes	
Changed circumstances	
Time constraints	
Lack of sustained motivation	
Other (specify)	

17. There is helpful access to telephone at my adult centre.

Yes		No	
-----	--	----	--

18. Prior to my assumption of duties in Adult Basic Education I underwent an orientation/induction programme to prepare me for my new roles.

Yes		No	
-----	--	----	--

19. Have you been involved in the preparation of literacy material for Adult Basic Education.

Yes		No	
-----	--	----	--

20. Have you participated in the preparation of budget for utilization of Adult Basic Education.

Yes		No	
-----	--	----	--

21. Have you had a had in the preparation of programmes you teach to the adult learners?

Yes		No	
-----	--	----	--

22. Have you introduced "teaching at a distance" of correspondence classes in your circuit.

Yes		No	
-----	--	----	--

23. How far do you agree or disagree with each of the following:

	Strongly Agree	Agree	Undecided	Disagree	Strongly Disagree
24.1 Officials who formulate policy in Adult Basic Education do not have to be the officials who implement policy.					
24.2 I have found it difficult to interpret policy formulated for Adult Basic Education.					
24.3 Officials at Head Office insist on rules and regulations and this can sometimes be frustrating.					
24.4 One of the serious handicaps that I encounter in my centre is the problem of communication between Head Office to Circuit Office and then to my centre.					
24.5 The policy formulated for Adult Basic Education was a top-down approach. Adult Educators had no say in it.					
24.6 The use of radio Bop and Bop TV has not been used adequately to reinforce what we teach at our centres.					

INTERVIEW INSTRUMENT

I would like to raise with you issues that relate to Adult Basic Education in the erstwhile Bophuthatswana. I am interested in learning more about your own experiences in policy formulation and implementation.

I have a few questions that I would like you to respond to about your experiences. All your comments will be kept strictly confidential and under no circumstances will you be identified.

I estimate that it will take us about 20 – 30 minutes to go over these questions.

Can we start?

1. I would like you to reflect back on the 1978 and 1979 academic years. I realize that you served (did not serve whichever is applicable) in the Lekhela Commission.

When the Lekhela Report was published in 1978 what were your reactions?

What were your immediate feelings?

Did you feel that the objectives that were set were clear, unambiguous and achievable?

(I will lead at this stage with a few examples of the objectives).

Objectives clear and unambiguous.

Objectives not clear and ambiguous.

Objectives achievable.

Objectives not achievable.

2. What was the estimated cost of the proposed innovation for Adult Basic Education?

If you did not estimate it why?

3. Roughly how much money did the Department of Education grant to enable the Adult Basic Education project implementation to take off?

4. Was there a White Paper published by Government on Adult Basic Education?

If not, what guided the implementation?

5. How many trained adult educators were available by January 1979?

6. Indicate whether in your opinion, the recommendations of the Report of the National Education Commission (1978) on Adult Basic Education were implemented or not implemented.

6.1. A working party was to be set up immediately consisting of Departments such as Health, Labour and Agriculture to plan the practical steps to be taken in Adult Basic Education.

Implemented/Not implemented

6.2. Within the Education Department the section for Adult Basic Education had to be placed within the same division as Tertiary Education. The section had to be strengthened by the appointment of full time organisers (with the rank of principal) whose responsibility would be setting up and supervision of adult education centres.

Implemented/Not implemented

6.3. The Adult Basic Education of the Department had to identify suitable and relevant literary materials, to screen and evaluate such material to suit local circumstances.

Implemented/Not implemented

6.4. To set up effective training programmes for literacy teachers as well as the trainers of these teachers.

Implemented/Not implemented

6.5. To assist and coordinate the activities of the Churches and voluntary organisations and to encourage them to take part in any national literacy campaign.

Implemented/Not implemented

6.6. To give serious consideration for the younger adult the possibility of some non-military national service period.

Implemented/Not implemented

6.7. At a time when Bophuthatswana's own radio station and television service is operational, the use of these media to re-inforce other adult education procedures to reach those adults for whom "teaching at a distance" is the only method of personal enrichment and advancement.

Implemented/Not implemented

6.8. The setting up of a Civil Service Training Centre to deal with specific needs, both academic and professional, of the government service.

Implemented/Not implemented

7. How did Head Office go about to inform the community of the new policy that had been formulated about Adult Basic Education?

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8. Roughly how many workshops (or seminars, or in-service programmes) did Head Office arrange to help staff at Head Office to learn new skills to cope with their new responsibilities?

9. Roughly how many workshops (or seminars or in-service programmes) did Head Office arrange to help staff attached to Adult Basic Education to learn new skills to cope with their new responsibilities?

10. Was there a national coordinator for Adult Basic Education at Head Office?

11. What were his/her functions?

If there was no national coordinator, how were Adult Basic Education activities controlled or monitored?

12. Was there a time table drawn for the implementation of Adult Basic Education activities?

Could you explain what the Time Table contained?

13. What were the incentives for the Officers in the circuits who had to implement the new policy for Adult Basic Education?

If there were no incentives, what were the reasons?

14. What problems did Head Office encounter from Circuit Office in the implementation of the Adult Basic Education programme, (e.g. Transport, recruitment, staff retention, resources for teaching).

15. Was there any evaluation of the Adult Basic Education programme?

15.1. Who did it?

15.2. What were the findings?

15.3. What about your own assessment? Justify.

16. Officials at Head Office deal with many different kinds of activities. I would like to read through at a least of those activities. I am interested in your opinion about how important it is to be involved in each activity is for an effective officer. As I read each activity, tell me whether it is very important, important, very unimportant.

16.	Very Important	Important	Very Unimportant
1. Formulating policies			
2. Implementing policies and regulations			
3. Budget and finance			
4. Planning and implementing staff development			
5. Working with the community			
6. Approving the teaching programme			
7. Evaluation of staff			
8. Communicating with staff			
9. Project evaluation			
10. Goal-setting and long-range planning.			

INTERVIEW SCHEDULE

(FOR ADULT-LEARNERS)

I would like to raise with you issues that relate to Adult Basic Education. I am interested in learning more about your own experiences.

I have a few questions that I would like you to respond to about your experiences. All the comments will be kept strictly confidential and under no circumstances will you be identified. I estimate that it will take 20–30 minutes to go over these questions.

Can we start?

1. Age
 - Less than 25 years
 - Between 26–30 years
 - Between 31–35 years
 - Between 36–40 years
 - More than 41 years

2. What do you do for a living? _____

3. For which course are you registered? _____

4. What motivated you to register? _____

5. Where do you meet for your lessons? _____

12. Are you and other learners able to tell the tutor what you think about the literacy material?

13. Is the literacy material sufficient for all the adult learners? _____
If it is not sufficient, do you receive supplementary material?

14. How many adult tutors do you have at your Centre? _____

15. Would you say there are enough tutors to meet the needs of your Centre? _____

16. What happens to the adult learners who have completed the preparatory course?

17. What follow-up programmes are there for those who have completed the preparatory course?

18. If there are follow up programmes where does the literacy materials come from for those who have completed the preparatory course?

19. Is the literacy material relevant to your needs? _____

20. Is the literacy material written at a language level that is suitable for you as an adult learner?

21. Who supplies stationery or do you buy it yourself? _____

22. If you buy stationery yourself roughly how much do you spend per annum?

23. Does the Department of Education supply any stationery? _____

24. Some of your colleagues do withdraw from the Adult Basic Education programme from time to time. What reasons do they give for leaving?

25. How many have withdrawn since the beginning of 1995? _____

26. In your opinion what do you think are the main reasons for the withdrawal of adult learners from programmes at your circuit?
