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THE REORGANISATION OF ABET CENTRES IN THE GAUTENG DEPARTMENT OF EDUCATION

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I WOULD LIKE TO THANK SUPERVISOR PROFESSOR SARAH GRAVETT FOR HER PATIENCE AND GUIDANCE DURING THE DEVELOPMENT OF MY STUDY.

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MOST OF ALL MY FAMILY ESPECIALLY MY WIFE LENDAR, I APPRECIATE THE SUPPORT AND LOVE, TO MY TWO DAUGHTERS KOKETSO AND LESEDI FOR ENCOURAGING ME TO FINISH MY STUDIES.
ABSTRACT

The Constitution of the Republic of South Africa (1996: 13) stipulates that everyone has the right to Basic Education and Training and to Further Education and Training, which the state through reasonable measures must make progressively available and accessible to all citizens. It has often been acknowledged that a well-developed Adult Basic Education and Training sector in the country could make a major contribution to South Africa’s economic growth and general social development.

The Adult Basic Education and Training Sector is meant to address the transformation of “night schools” into meaningful Adult Basic Education and Training centres. In 1997 the Department of Education adopted a framework for the implementation of Adult Basic Education and Training. This multi-year plan, informed the development of Adult Basic Education and Training plans at provincial level.

Therefore, the Gauteng Department of Education’s Adult Basic Education and Training plan set out a multi-level programme of action for four years, (1997-2000), which plan has now been strengthened by the promulgation of Adult Basic Education and Training Act No. 52 of 2000. The plan strategy as stipulated by the Department of Education (1997:4) sought to provide strategic direction for the transformation of Adult Basic Education and Training Centres in order to respond to the Education and Training needs of the citizens of this country. The plan also identified priorities, including timeframes that guide the restructuring of the sector.

The policy framework as stated above, is quite clear in terms of what needs to be done to restructure and transform Adult Basic Education and Training centres. However these centres remain untouched by the envisaged developments. The pace at which change is happening is very slow.

Therefore, this study sought to establish what are the stumbling blocks to the reorganisation of these Adult Basic Education and Training centres. The study focused on
trying to discover what the officials charged with ABET policy implementation are faced with, in terms of interpretation, implementation and practice. Another aim of the research was to find out how these officials are dealing with the challenges picked up through practice at the ABET centres, and what factors are causing the delays in implementation.

Qualitative research methods were used as a means of data collection. Interviews with selected ABET officials formed the basis for data gathering. The constant comparative method of analysis used to bring to force experiences of the participants in the study.

The most crucial findings emerging from the research was that all participants were initially excited about the new policy framework and hoped it would greatly improve and advance the development of the ABET sector. However, owing to factors attributed to the delays, all of participants expressed frustration and disappointment at the lack of responsiveness, of leadership and management generally, and at understanding working conditions in the sector. Participants expressed frustration at the lack of appropriate organisational structures and systems that could create stability for officials and their work.

The study has shown that there are certain things that were done in an attempt to implement the ABET reorganisation policy in the centres. However there is still much more to be done particularly in relation to implementing the reorganisation framework. It should be noted that all the parties key to the implementation process need to be engaged in reviewing and planning in order to achieve the goals of reorganisation.
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1.1 INTRODUCTION

This essay reports on research conducted on the factors that have caused the delay in implementing Adult Basic Education and Training (ABET) policy in the centres that provide these programmes in the Gauteng Province. Essentially the study undertook to establish the nature and extent of the stumbling blocks in the way of the restructuring the ABET centres in selected districts of the Gauteng Province.

The Gauteng Department of Education is striving to implement national policy on ABET through the establishment of structures and mechanisms for quality delivery education and training. The structures and mechanisms put in place appear to be inadequate in the context of limited resources, including human resources that are dedicated to ABET. These limited resources of the Gauteng Department of Education have made it difficult to deal with the restructuring of ABET Centres and programmes, (National ABET policy document, 1997). There is therefore a disjuncture between the timeframe for implementation and the actual pace of implementation in the Gauteng Province.

1.2 PROBLEM STATEMENT

The Constitution of the Republic of South Africa (1996:13) stipulates that everyone has the right to Basic Education and Training and to Further Education and Training, which the state through reasonable measures must make progressively available and accessible. It is often acknowledged that a well developed ABET sector in the country could make a major contribution to the growth and general social development of the country, (National Department of Education, 1997:9).

The National Multi-Year Implementation Plan for ABET (1997) has as one of its key objectives, the restructuring of ABET Centres. In terms of this ABET implementation plan, Provincial departments of education are charged with the responsibility of
developing strategies for restructuring ABET Centres in line with provincial needs (National Department of Education, 1997:v).

The above-mentioned strategies focus on the restructuring and transformation of Adult Basic Education and Training centres and their programmes in order to respond better to the human resources, economic and social development needs of the citizens of South Africa. The ABET policy framework as stated above is quite clear in terms of what needs to be done to restructure and transform ABET Centres. However, these centres remain virtually untouched by the envisaged developments because the pace at which change is happening is very slow.

1.3 RESEARCH QUESTION

In the light of the above-stated problem, this study was guided by the following question: What are the factors contributing to the delay in the reorganisation of ABET Centres in Gauteng?

1.4 AIMS OF THE RESEARCH

On the base of the problem formulated above, and the questions raised in relation to it, the aim of the study was to establish what the stumbling blocks to the restructuring of ABET Centres in Gauteng are.

1.5 CONCEPTUAL ANALYSIS OF TERMS

1.5.1 ABET

For the purpose of this study “ABET” refers to the basic education phase in the provision of lifelong learning, consisting of levels along a continuum of learning aimed at adults and out-of-school youth who have very little or no formal schooling but have recognised prior knowledge and technical practical skills, (Department of Education, 1997:1).
1.5.2 Public Adult Basic Education Centre

In the context of this study “Public Adult Basic Education Centre” refers to a centre accommodated in the building of an existing school or public institution where ABET is provided to adults and out-of-school youth for personal enrichment, skills development and community development (Department of Education, 1997:1).

1.6 THE STRUCTURE OF OTHER SECTIONS OF THIS RESEARCH REPORT

Section one of the study deals with the orientation of the study, which involves the background to the problem, the aims and objectives of the research and the conceptual analysis of key terms. Section two deals with the conceptual and theoretical framework for the research, including theories of change and literature reviewed. Section three deals with the description of data collection, sorting and analysis of the data. The final section deals with the analytical description of the finding and presents the recommendations that stem for the findings.
SECTION TWO: LITERATURE REVIEW

2.1 INTRODUCTION

As previously mentioned, the aim of the study was to gain an in-depth understanding of the factors contributing to the delay of the reorganisation of ABET Centres in the Gauteng Province. Since this study focused on the reorganisation of ABET Centres in terms of their responses to the human resources, economic and development needs of the citizens of our country, the literature review focuses mainly on policy implementation and change management. The review also explores circumstances surrounding the restructuring of ABET Centres as well as challenges within the centres. In turn, this exploration will lead to a discussion of some possible measures that could be implemented to address some of the factors causing the delays in implementing policies for change.

2.2 CIRCUMSTANCES SURROUNDING THE RESTRUCTURING OF ABET CENTRES

The challenge facing the Gauteng Province and especially the ABET Centres is how to reach the millions of adults and youths who require basic general education and training that will equip them for full and active participation in social, economic and political life. This challenge requires the development of a clear vision and strategy in line with current policy frameworks in order to achieve the goal of mass delivery of basic education and training (Gauteng Department Education, 2000:2).

The National Multi-Year Implementation Plan (1997) gives expression to the Department's commitment to improve the quality of ABET programmes for the sake of adult learners, the expansion and diversification of ABET provision and addressing in a concrete manner the socio-economic and political challenges facing the nation through the provision of ABET programmes.
The strategy document locates itself squarely within the definition of basic learning needs as expressed at the World Conference for All: Gauteng Department of Education (2000:3). “These needs compromise both essential learning tools (such as knowledge, skills, values and attitudes) required by human beings to be able to survive, to develop their full capacities, to live and work in dignity, to participate fully in development, to improve the quality of their lives, to make informed decisions, and to continue learning”. (Gauteng Department of Education, 2000:3).

The above statement locates this study within a context of an urgent need to fast track the pace of restructuring and transforming the ABET Centres in all districts of Gauteng. In doing so, the call for an increased pace of delivery is guided by the need to transform the existing “night school system”, which is characterised by inadequate provision of the past, into vibrant democratic public ABET Centres characterised by their efficiency a quality delivery sites where adult learners are equipped with necessary knowledge and skills required for employment opportunities and further learning (Department of Education, 1997:V).

The central argument of this literature review is that, if policy is quite clear in terms of what needs to be done to restructure and transform ABET Centres, then the pace of delivery should be better and faster. Officials should also be aware of the problems that could impact negatively on the pace of policy implementation. The impact of officials gaining knowledge and information on policy implementation for the delivery in the system is highlighted by Kraak (1999:81) in his emphasis of the fact that understanding the officials’ experiences enables policy makers to appreciate and acknowledge the complexity of the demands officials have to face in their environment in addition to the demands related to policy implementation. An in depth understanding of policy implementation challenges in the sector will also indicate if the officials are coping with these challenges or not.
2.3 CHALLENGES FOUND IN RESTRUCTURING OF ABET CENTRES

The transformation of ABET will throw up a whole range of new roles and responsibilities concerned with devolved governance, planning and funding arrangements. These developments place enormous pressures on officials at various levels of ABET delivery. These are the officials who are currently struggling to fulfil existing obligations given the resource and capacity constraints endemic in the sector approach to the transformation of the sector.

It is quite clear, on the basis of these circumstances surrounding the ABET Centres that many challenges exist. However, this study has isolated a few of these for review. These can be categorised into two types: contextual challenges and organisational challenges. These categories give a sense of what is to be explored, the purpose of the exploration, and the criteria by which the exploration, and the criteria by which the exploration will be deemed successful.

2.3.1 Contextual changes

The term “context” refers to the setting in which both the researcher and respondent bring certain expectations about their interests in the phenomenon under investigation. The environment in which the official in ABET Centres find themselves is the one in which change and reform in education broadly are inescapable. Morrision, (1998) states that, regardless of how one views society, education, as a significant component in socio-cultural and economic renewal and development, is caught up in change. He further contends that these changes are wide schooling and other education institutions. The argument here, is that, ABET Centres, as part and parcel of the climate and culture of the education system cannot remain untouched by the challenges that go with change.

The new government has attempted to respond to the policy challenges as reflected above through publishing the ABET policy as already stated. However, it is, clear thus far that, transforming ABET to meet the challenges of the present and the future will not be an easy
task. It will require rethinking and reinterpretting the position, which ABET centres currently occupy in the educational reconstruction agenda. Resources, human and financial will need to be reprioritised to give attention to the sector. Such interventions cannot come from the state alone, but must involve all stakeholders and interest groups. The pooling together of resources as mentioned above, is what, is needed for the cooperative implementation of policy in order that service delivery in ABET can accelerated (Leithwood et al., 1999).

The lack of properly structured and implemented needs analysis has also meant that there is not picture of what is required. A needs analysis is an important feature in commencing the planning of change. The essence of the needs analysis resides in the facts that it would yield information that is useful for policy planners and implementers. These professionals would have to assess the size of the needs, assess the priorities for the needs, the numbers of people who are likely to be affected, the state, the resources required to meet the needs, and how to operationalise the plan to meet the needs. I support Mintzberg, (1987) in his argument that even where change is preplanned on a high level, it still remains unpredictable because of the ever changing environment in which it has to be implemented. The unpredictability of what could be achieved through preplanned policy implementation is more glaring in the case of ABET policy.

The Education Department has not conducted such a needs analysis. This brings about two challenges: firstly, no clear vision can be developed for the sector and secondly, policy interpretation without a vision brings confusion but not clarity. The absence of these critical tools of the trade, that is, information to guide planning for implementation, breeds perceptions that the change as envisaged in the policy was too sudden and more preparation needed to have been made first, in terms of, research (needs analysis), and training of officials in policy development and interpretation, with a focus on implementation strategies, (Odora-Hoppers, 2001).
2.3.2 Organisational challenges

The terms "organisational change" refers to moving a situation in the organisation form one point to the next with the guidance of indicators of success (Leigh, 1994). This movement is a reform and restructuring initiative that assumes the need for change in the organisation (Leithwood et al., 1999). There are two noted types of organisational challenges. The first related to the strategic direction that the organisation takes, and this usually involves a major switch in what the organisation does and how it does it, and this usually takes place over month or years, rather than days or weeks (Bennett et al., 1994). The second type of organisational challenge is operational. This challenge entails day-to-day efforts of change, which occurs constantly. These two types of challenges are linked, in the sense that the strategic plan for change in the organisation is usually implemented through the day-to-day operationalisation of activities that accumulate into strategic change (Leigh, 1994).

According to Leithwood et al. (1999), the literature is clear in its suggestion that change possesses a number of characteristics including the fact that it is structural and systematic, that is, a non-linear process that occurs over time, and that is multi-dimensionality embraces organisational objectives, functions, knowledge roles and relationships. The principal feature of change is that it concerns people more than content (Morrison, 1998:14). Hargreaves (1994) argues that this emphasis on people is critical especially in human services such as education. He emphasises that in education, change, and changes people but, more importantly, it is also driven by people. I agree with the statement that "the best laid plans stand or fall on the people involved (Morrison, 1998:15).

Whilst one can plan for implementing policies for change in a careful way, in practice, the plan seldom unfolds in the ways anticipated. Morrison (1998) asserts that people change things, and that they respond to change in a variety of ways. Some resist change, some will adapt to it, and some will adopt innovations. People will respond to the way in which they perceive change. Even is, as, stated above, people are at the centre of
transformation, the issues of organisational effectiveness and improvement pose as critical challenges. These two factors are glue that bind people together during the vision and mission development process. This exercise in turn, assists in developing consensus about group goals, provides intellectual stimulation, and individual support, and cultivates a new culture within the organisation (Morrison, 1998). It is therefore clear that organisational challenges play a major role in informing the process of policy implementation. It is also important to note that the above-listed factors for both change and policies for implementation of change are intricately related and that change in one part of an organisation will have a knock-on effect on other parts of an organisation (Cuban, 1990).

2.4 FACTORS RELATING TO IMPLEMENTATION

Fullan (1991) writes of three-phase process of change: initiation, development and institutionalisation. In a situation where there is lack of clear vision, the initiation phase would be about deciding to undertake change and about developing commitment towards the process. The key activities in this instance are the decision to start change or review of the ABET centres’ current state and the areas in which they need improvement. Fullan (1991) asserts that by exploring the options that would lead to the selection of the areas most in need of improvement and the planning of the process.

Miles (1986) states that, there are a number of factors, which are associated with kick starting change that will influence the pace of transformation. He includes among these factors, the existence of previous change experiences, the pressure from both inside and outside, the organisation, the availability of resources, and the quality of the internal conditions of the organisation. Fullan (1991) asserts that, it is not so much the existence of these factors, but their combination that is important. Therefore, a fragmented and uncoordinated approach to change in ABET Centres would not be likely to succeed.
2.4.1 Categories of implementation factors

The essential implementation factors could be categorised as process and system-related factors. The major message of this part of the study, is that to be successful, the implementation process must be planned, organised, directed and monitored. In essence the above statement implies that implementation must be well managed (Kells, 1998:27).

It is important to start the implementation process with thorough preparation and design since these have a tendency to be overlooked. If good planning, preparation and design are initiated before actual implementation, chances are that policy implementation has the potential to succeed. However, if it neglected or poorly done, the implementation process stands a greater chance of faltering, (Fullan, 1993:60).

"Process" as a factor in policy implementation further refers to the initiative to establish clarity on the focus of change and building a shared vision of what parties to the restructuring should know and be able to do. The process takes time, since it involves changing conditions of leadership (Rallis, 1990:203). The above description of the process as a factor of change, should also be viewed from, the practical steps of restructuring.

2.4.2 System-related factors

The system-related factors entail the restructuring that centres around time; that is, the targeted period over which to grapple with issues of implementation. There is a need to take time on finding more meaningful ways to spend time on issues of restructuring. It is here that, Cox and De Frees (1991) state that restructuring of any organisation means establishing initial links to new ideas and new practices, thereby changing the way the state, local community and other stakeholder relate to one another.

The issue of time as an implementation factor needs further scrutiny (Senge, 1990). It is here; that people involved in implementing reform argue that time is needed to get
restructuring operations under way. They further argue that effecting change happens over a period of time since it is not an event but a process managed over years and months. Lessons learned from districts that have started implementing transformation in other areas of the ABET policy, includes the lesson that transformational reform measures should be phased in, in stages and slowly (Lindelow, 1981). The Districts and the Professionals involved, state that the implementation process usually starts with pilot projects over a particular period of time before policy can be implemented on a wider scale (David, 1989).

Further to the factor of time, is the issue of an appropriate amount of time needed to implement certain activities and programmes. This is closely tied to the need to develop timeframes that are sufficient to ensure that complex policy changes can unfold and begin to make a positive impact. The issues of the start-up time and the time to produce results are intricately linked. Chapman and Boyd (1986) emphasise the fact that restructuring organisations requires additional time and collective effort from all key stakeholders involved in the implementation of change.

Essentially, as Bredeson (1989) correctly point out, time is a key resource for empowerment and if restructuring is to happen successfully, planning and work need to be centred around useful timeframes.

The above-mentioned process-and-system related factors are necessary for successful policy implementation. At another level they raise and clarify different roles and relationships at both process and systemic levels. This brings to the fore the fact that managing the ongoing and complex change process, relates to learning to manage and maintain change over a period of time, among many people and in many areas that need action (Cox and De Frees, 1991).

The centrepiece for the success of policy implementation is a shared vision, that, when espoused and nurtured by people driving change, is a recipe for success (Fernandez, 1989:31). A shared vision within the context of change necessitates readiness, trust,
common direction and willingness to take risks. These are seen as enabling conditions, which are meant to ensure the development of an organisational culture that supports educational transformation (Bredenson, 1989).

On the basis of the above, the issue of trust and accountability within the context of restructuring, would lead to increased responsiveness to change and result in more effective and efficient internal operations and the development of better delivery of services. If viewed this way, restructuring tends to involve various key stakeholders in the ABET centres acting together and joining forces to make change happen (Fullan, 1993:61).

The issue of joining forces to make change happen, is related to participation and involvement in decision-making, which in turn enhances the feeling of co-ownership and acceptance of the implementation of decisions and policies (Lindquist and Muriel, 1989:405). Involvement in this regard, means greater authority, accountability, commitment and interest among all stakeholders. This democratic atmosphere would augur well for joint responsibility and participative management including commitment from all involved in implementation (Lindelow, 1981:111). The conceptual framework that underpins the restructuring of the organisation, identify some significant elements as systemic issues (Murphy, 1991:22).

An analysis of how work is altered for each key actor in the process of restructuring is crucial. The redefinition of roles and responsibilities of staff across the board, that is, at head office, district level and within institutions is a challenge of leading policy implementation. Ralis (1990:203) uses interesting metaphors involving the captain, steward; manager, instructural leader and son on to reflect the role, skills and tasks that are needed to drive change. For example, the head office must see itself a service provider and not a policy initiator and regulator. In this way, head office staff would be playing a role that ensures ABET Centres are supported and have what they need to be successful in implementing the new policy (Carlson, 1989:3).
The above-cited issues of expanded responsibilities, new leadership roles and career opportunities can provide an excellent foundation for change (Murphy, 1991:63).

The gap between vision and reality in relation to policy implementation needs to serve as a focal point and impetus for creating and implementing strategies for restructuring and transforming the ABET Centres in Gauteng. Both the shared vision and the picture of current reality need to be continually revisited and refined, and this process would help to improve the implementation of change strategies (Fullan, 1991).

2.5 IMPLEMENTATION CHALLENGES

The difficulties in moving from policy and programme development to programme implementation included structural obstacles and constraints (May, 1997:7). Some of the challenges relate to provincial inability to implement national policy within allocated budgets, so that critical choices can be made to allocate funds from the ABET provision. At another level, there is a need to develop appropriate management capacity at provincial level in order to effect meaningful systemic change (Motala, et al., 1999).

2.6 CONCLUSION

In spite of a plethora of literature on policies for implementation and change management, the need to find out how officials in particular institutions are experiencing reorganisation in their work environment will always exist. As continuous changes are implemented in the ABET Sector, studies similar to this one undertaken by different people from different backgrounds could provide valuable lessons for the benefit of the sector.

In this section I have drawn on studies on policy implementation and change management in order to support my main argument that there are stumbling blocks that impede the pace of ABET policy implementation. The value of information based on the experiences of officials charged with ABET policy implementation was also explored.
SECTION THREE: RESEARCH DESIGN

3.1 RESEARCH ORIENTATION

This section focuses on the research design, including collection of data in a manner that would ensure the achievement of the aims of the research. There are various possible choices to be made when developing a research design, and these choices are linked to different philosophical positions, such as positivist, constructionist and so on. It is important to be familiar with these philosophical positions so as to ensure that the different elements of the research design are coherent with one another, that is, to ensure that a particular philosophical position is linked and supported by an appropriate method of research (Bennett, 1994). Some of the critical issues reflected upon in this chapter are: context of data collection, sampling methods, data collection, data analysis, and validity, reliability and ethical considerations.

For the purpose of this study, the term “research design” refers to the overall configuration of a research project. The design entails issues to do with the kind of data that is collected and analysed, the kind of evidence that is gathered from a particular source, and how such evidence is interpreted in order to provide appropriate answers to the research questions raised (Easterby-Smith et al., 1994).

As the aim of this research was to gain an in-depth understanding of the causes of the delays in implementing ABET policy, the research was conducted from a constructivist paradigm. A “paradigm”, in this sense, stands for a set of beliefs, values, techniques, and so on. Paradigms are assumptions, implicit or explicit, underlie any data, theory or method. Paradigms act, therefore, as world-views that suggest research questions or problems (Smith, 1975).

The terms “paradigm” and “assumptions” as mentioned have tended to be used in various ways and often in a very confusing manner. However, I support Morgan’s (1979) attempt to clarify the term for better understanding and usage. He distinguishes between
three levels of use: the philosophical level, which reflects basic beliefs about the world, the social level, which provides guidelines about how researchers should conduct their endeavours, and finally, the technical level, which entails specifying the methods and techniques that should ideally be adopted in conducting the research.

Merriam (1998:4), on the other hand, distinguishes three orientations to research paradigms as: positivist forms of research, interpretative research, and critical research. Of the three orientations to research, my research paradigm can be described as interpretative. The interpretative paradigm holds that reality is constructed by individuals with their social world. The above suggests that, there is no single reality, but there are multiple socially constructed realities (Merriam, 1998:6). Interpretative research aims at “understanding the meaning of the experience from the perspective of the participants (Merriam, 1998:4).

Merriam (1998) asserts that the qualitative researcher’s main aim is to understand a situation as it is constructed by the research participants. The critical concern here is understanding the phenomenon under investigation from the participant’s perspectives, not the researcher’s. Here, the qualitative researcher assumes the position of an insider or “emic” perspective (Merriam, 1998).

Other noted characteristics of qualitative research involve the researcher undertaking fieldwork. In this particular study the researcher visited the natural work setting of the people interviewed, at the ABET Centers and offices of the participating officials. Finally, since this study sought to understand processes and meaning, its product (findings) are descriptive in terms of words used to relay what the study discovered about the phenomenon (Merriam, 1998).

3.2 SAMPLING

Sampling is the process of selecting units for analysis; in this particular study, the people that I interviewed from a population of interest. For the purpose of this study sampling
entailed the identification of people interviewed. According to Burgess (1982), going into the field for research involves the selection of people, time, sites and events. Owing to this process the researcher considers, whom to observe, and what to observe, when to observe, so as to gain knowledge, information, experience and exposure to issues and people in relation to the phenomenon being studied.

Since this study was conducted by means of qualitative research methods, non-probability sampling was used to select participants. Merriam (1998:61) asserts that since generalisation is not the goal of most qualitative research, non-probability sampling that was used is called purposeful sampling. Non-probability method of sampling does not depend on the rationale of probability theory as does probability sampling. The most common form of the non-profitability method of sampling is called “purposeful sampling”. According to Paton (1990), purposeful sampling assumes that the researcher must select a sample from which the most can be learned. Of critical importance is that, the people selected, as participants in the study must add value to the research.

Therefore, my selection of the sample population was based on the belief that the respondents chosen would assist me to discover, understand and gain insight into the phenomenon being studied. In other words, the participants selected would help me to explore deeper factors that cause the delay in implementing ABET policy (Merriam, 1998).

The process of sampling described above has already implied the principles employed in identifying respondents in the study. However, for the sake of clarity, I chose a sample of three out of the twelve education districts, and a least two people from each of the districts. Because of the nature of the sector, especially the public sector, it was not possible to get a spread of each racial group. Also all of the respondents were males in their late thirties.
It must be noted that sampling is critically important as it forms the basis for the conclusions that will be reached and the degree to which the study will be useful (Trochim, 2002).

3.3 DATA COLLECTION: INTERVIEWS

The study used interviews as the primary method of data-collection. Prior arrangements were made with identified ABET officials. Some the preparatory work included locating and enlisting the co-operation of the respondents, motivating respondents and convincing them of the importance of the research, clarifying any concerns or confusion that might arise that the researcher might not have anticipated and so on (Trochim, 2002).

The above-cited interviews entailed both note taking and audio tape recording. This was carried out through semi-structured individual interviews where I posed, a single broad overarching question about the study as a basis for the participants’ responses (Maykut & Morehouse, 1994). The process entailed: thanking the respondents for making time to participate in the study, restating my appreciation and interest in hearing from them about their experiences in implementing ABET policy in the province, and restating the purpose of the study. I then asked for permission to audio tape the interview and further emphasised confidentiality.

One open-ended overarching question, which in my view captured the core of the study was posed. The question was: “What do you consider to be the cause of the delay in implementing ABET policy in the province? The question was deemed to be open-ended and sought to discover what was important in understanding the phenomenon of the delay in implementing policy, which is the focus of this study (Maykut & Morehouse, 1994).

The overarching and open-ended question written above was supported by probes, which sought to solicit deeper understanding of the respondents’ experiences and perspectives. Supporting follow up questions such as the following were posed:
• In what way do you feel you can make inputs to improve the pace of ABET delivery?
• Do you think you are given enough latitude to make contributions to the efforts to increase the pace of ABET policy implementation?
• How would you like to see ABET Sector perform and improve?

It should be noted that the data-collection process kick-started with a pilot study, that is, an initial interview with Archie (pseudonym), manager in one of the districts. This interview formed the basis of and part of the eventual sample selected for the study. This pilot interview was crucial in the sense that it assisted me to refine the questions and probes for subsequent interviews. In general all participants in the study displayed willingness to contribute to the research as respondents.

3.3 DATA ANALYSIS

As mentioned, the interviews were audio-taped and backed up by notes taken during the interview so as to ensure accurate capturing of the responses and to further enable me to reconstruct the interviews afterwards (Merriam, 1998). Planning for data analysis is in essence a three step process, which involves: firstly, the process of scanning and cleaning the data through reading, checking for incomplete, inaccurate, inconsistent or irrelevant data and identifying preliminary trends in the scanned data in order to facilitate the organisation of the data into meaningful chunks. The second step entails organising data in a way that allows the researcher to make sense of the information by arranging it in meaningful form. Finally, the researcher needs to represent the data in ways that provides meaningful summaries, for example; the quotation illustrative of statements from responses to a question in an interview (Vithal & Janses, 1997). This reconstruction of the interviews were done through the use of the constant comparative method. The strategy was to constantly compare units of data from the interviews leading up to tentative themes and finally to categories (Merriam, 1998). A detailed discussion of this process will be handled in the next section of this study.
This section of the study focuses on reliability and validity of data collection and analysis. These are often thought of as separate concepts but, in fact, are related. However, before we discuss their relatedness, here is what each of the terms mean separately. The word "reliable" as it is used in everyday language, in reference to a car or watch, for example, means trustworthy or dependable in a general sense (Trochim, 2002).

When we speak of reliability, we refer to the likelihood of obtaining the same answer when we measure the same thing twice. The following example will clarify the point. If we have reliable ruler and measured the length of the kitchen door over and over again, we should be able to obtain the same measurement every time. However, if the ruler is made of erasable markings (centimetres) and on the next turn to use it the markings are not clear, it would then be an unreliable measuring instrument since we would get different answers on different occasions. It is clear, that is a test is to be of any use, it must be reliable, that is, we must get the same result or answer when we measure the same thing twice (Hardyck & Petrinovich, 1975).

"Validity", on the other hand, is defined as the degree to which the researcher has measured what he set out to measure (Merriam, 1998). If we follow through our ruler example, if the ruler was reliable (not erasable) but its markings were incorrectly depicted, we would get the same answer on successive occasions, but our measurement would not be a valid indicator of the length of the kitchen door, because of the incorrect markings. This, therefore, means that a measure can be reliable but not valid (Hardyck & Petrinovich, 1975). Merriam (1998) identifies two types of validity measures as: internal and external. Internal validity is concerned with the question of how research findings match reality and if the researcher observed what was sought to be observed.
In this study, my aim was to ensure validity by establishing an audit trail. This was done through giving details of the research methodology I used and in that way the reader would be able to follow why and how each of the steps was undertaken. Internal validity was supported by availing to readers the original interview transcripts, that is, by attaching these as an example (Appendix).

External validity on the other hand, is the degree to which the conclusions in the study would hold for other people in other places and other times. It is concerned with the extent to which the findings can be applied to other situations. There is a noted relationship between external and internal validity, that is, one cannot take place without the other (Guba & Lincoln, 1981).

3.5 ETHICAL CONSIDERATIONS

This study used interviews as its main data-collection method. Interviews, as Merriam (1998) asserts, present the researcher as a guest I private spaces of the respondents. This could be stretched to mean an intrusion or invasion of the privacy of the respondents (Merriam, 1998).

Given the above issue of privacy invasion it was important that confidentiality is assured. Confidentiality was considered a critical factor during the interviews conducted. The participants were given pseudonyms in order to ensure that their identities were not revealed. The other measure taken in this regard was ensuring that no hard-copy of the interview transcripts indicated information from respondents about GDE officials and structures. The idea behind this was the protection of the individual’s privacy (Silverman, 2000). For the purpose of this study confidentiality was facilitated through securing prior agreements with the respondents, defining responsibilities of the researcher and the respondents, and stating how, during and after the researcher these agreements would be honoured by the researcher.
Honesty and openness as referred to above were also meant to deal with the respondents’ fear of possibility of losing their jobs as a result of divulging in-depth critical information to the researcher who is their superior in terms of rank.

Issues of relationships between the researcher and participants at the level of data collection through interviews and the dissemination of findings also presented some challenges. One of these challenges related to how much the researcher revealed about the actual purpose of the study. I assured the respondents that the study would contribute towards improving the pace of policy implementation in the ABET Sector within Gauteng Province.

In essence the study was able to achieve and adhere to the above sited mutually accepted rules of conduct of both professional and personal levels. I managed to secure the appointments, commitment and participation in the study. What was of interest to me was learning that people interviewed saw mutual benefits in the research. As Paton (1990) states, they enjoyed sharing information, knowledge and experiences to the extent that one might even think the interviews were therapeutic.
SECTION FOUR: PRESENTATION OF DATA

4.1 INTRODUCTION

Section three of the study included an item on data collection and analysis and specific mention of the constant comparative method. Central to this method is the process of using collected data to construct themes, subcategories and categories. This process consists of a continuous comparison of data to the respondents' remarks and incidents referred to in the interviews. It is essential to note that the above described process is done in line with the collection of data (Merriam, 1998).

The aim of this chapter is to present an overview of data management and analysis process in the research. The data collected were recorded onto an audio tape and the transcription was a necessary step on the way to data interpretation (Flick, 1998).

4.2 INTERPRETATION OF DATA

This interpretation of data is at the core of qualitative research. My data was stored in what Schurinck (1996) refers to as a master files which contained transcripted interviews in raw form. This form of data storage allows easy retrieval of data (Huberman & Miles, 1994).

The first step in the process I employed to data analysis was through a thorough reading of my pilot interview with Archie the ABET Centre manager. Whilst reading through Archie's interview transcript I began to identify units of information that served as a basis for defining categories. Units of information are pieces of information that can stand by themselves and still be meaningful, without any information added to them. They can comprise a single word or several paragraphs. Maykut and Morehouse (1994) further state that a unit should be heuristic and yield relevant information.
The process I followed entailed going through the transcripted interview in order to identify phrases, words and themes for later use (Maykut & Morehouse, 1994). For example, a statement from my pilot study interview was: "Yes, I would like to talk about staffing at centres, whilst the department feels very strong that they want to wipe out illiteracy, that cannot be done with staff what have employed, full time unemployed educators who have no experience of andragogy they have been trained in pedagogy and we now and then train them on the units’ standards and how to actually deal with adult learners but the problem is that as soon as they get employment elsewhere, they then opt for that employment because we have not better offer to give them and we lose the time and money that we have spent on those educators."

From the above quote, I identified units of meaning through certain words and phrases "Staffing at Centres", "no experience of andragogy" and "how to actually deal with adult learners". This process necessitated that I develop a discovery sheet, which enabled me to embark on an exercise of linking concepts and ideas and constantly compare them to recurring themes that were then put together as provisional categories and sub-categories.

"Categories" refer to abstractions derived from data. These are, however, not data themselves. They are the researcher discovered in the data and how these discoveries reflected reality and told what was important by giving it a name (Maykut & Morehouse, 1994). The naming of categories is derived from three sources, the researcher, the participants and outside sources in the literature. For the purpose of this study, the naming of categories was derived from both the researcher and interviewed participants (Merriam, 1998). Finally, the language that participants used, told the researcher what was important and this was then given a name so as to separate it from the other discoveries made during the interviews.

The above-described process was done manually. I used A4 notepad pages to create some form of enlarged index cards. I then gathered emerging concepts and themes from the original interview transcripts, which I then transferred into the A4 notepad pages for easy access and movement into various provisional categories. This procedure also
enabled me to do a cut-and-paste exercise. Finally, coding for referencing purposes was done, for example, initially numbering the pages of the notepad of the top left-hand side (pg 1,2, etc) and referencing as TOII (Transcript of Interview number 1). My pilot interview with Archie yielded about 17 provisional categories. See table 4.1.

Table 4.1. Provisional categories from Pilot Interview with Archie

<table>
<thead>
<tr>
<th>Labour relations</th>
<th>Resourcing the sector</th>
</tr>
</thead>
<tbody>
<tr>
<td>Relevant programmes</td>
<td>Commitment</td>
</tr>
<tr>
<td>Dedicated structures</td>
<td>Stability</td>
</tr>
<tr>
<td>Policy coherence</td>
<td>Co-ordination and communication</td>
</tr>
<tr>
<td>Preference of FET over ABET</td>
<td>Night school</td>
</tr>
<tr>
<td>Policy implementation</td>
<td>Political will</td>
</tr>
</tbody>
</table>

Subsequent to listing provisional categories as reflected above, each coded unit of meaning was placed in a provisional category or sub-category. Maykut and Morehouse (1994) assert that this is a form of constant comparison in terms of criteria referred to as feel/look-alike (Henning, 2000). This process relates to the exploration of possible categories and assisted the researcher to gain deeper understanding of the categories that were to emerge. A check was carried out to see whether overlapping data could fit into more than one provisional category. The outcomes of the categorisation formed the basis for prioritising and developing provisional categories as reflected below.

Table 4.2 Provisional categories and themes of experience of ABET officials charged with implementing policy

<table>
<thead>
<tr>
<th>Categories</th>
<th>Themes</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Organisational level</td>
<td>- Responsiveness</td>
</tr>
<tr>
<td></td>
<td>- Management/professional leadership</td>
</tr>
<tr>
<td></td>
<td>- Staff</td>
</tr>
<tr>
<td></td>
<td>- Finances</td>
</tr>
</tbody>
</table>
2. Social System level

<table>
<thead>
<tr>
<th>Student/client product and satisfaction</th>
<th>Additional specific areas picked during interviews</th>
</tr>
</thead>
<tbody>
<tr>
<td>- Resources</td>
<td>-</td>
</tr>
<tr>
<td>- Devolution of responsibility</td>
<td>-</td>
</tr>
<tr>
<td>- Co-ordination</td>
<td>-</td>
</tr>
<tr>
<td>- Physical site of ABET Centres</td>
<td>-</td>
</tr>
<tr>
<td>- Location of the institution</td>
<td>-</td>
</tr>
<tr>
<td>- As a stable workplace (Security of tenure)</td>
<td>-</td>
</tr>
<tr>
<td>- Staff</td>
<td>-</td>
</tr>
<tr>
<td>- Available skills</td>
<td>-</td>
</tr>
<tr>
<td>- Attitudes and motivation (commitment)</td>
<td>-</td>
</tr>
<tr>
<td>- Staff career development (inset)</td>
<td>-</td>
</tr>
<tr>
<td>- Job satisfaction</td>
<td>-</td>
</tr>
<tr>
<td>- Job security</td>
<td>-</td>
</tr>
<tr>
<td>- Students as target group (relevant support and programmes)</td>
<td>-</td>
</tr>
<tr>
<td>- Programme/courses</td>
<td>-</td>
</tr>
<tr>
<td>- Relevancy</td>
<td>-</td>
</tr>
<tr>
<td>- Method</td>
<td>-</td>
</tr>
<tr>
<td>- Job creation/work</td>
<td>-</td>
</tr>
<tr>
<td>- Employer satisfaction</td>
<td>-</td>
</tr>
<tr>
<td>- Rationale for re-organising the sector</td>
<td>-</td>
</tr>
<tr>
<td>- Governance and management (who becomes what) – people and resources.</td>
<td>-</td>
</tr>
<tr>
<td>- Impact on staff (morale/ counselling/management)</td>
<td>-</td>
</tr>
</tbody>
</table>
Table 4.2 above assisted me to a stage of integrating categories and their properties. In essence, the researcher has here gone beyond comparing units with other units classified in the same category, to comparing units with the properties describing the category. The comparison assisted me to move to a stage where I could make judgements on whether a new unit displayed the properties that had been tentatively identified (Poggenpoel, 1998).

The process of data analysis as described above, entailed systematic ways of using transcripted interview data to code, summarise, find themes, cluster words and phrases into categories, and their condensation (Miles & Huberman, 1994). This organised assembly of data allows the researcher to start interpreting and drawing meaning through comparison and contrasting, noting of persistent emerging patterns and themes and drawing conclusions. The conclusions that were drawn were informed by a point of saturation, that is, a point where the researcher no longer has options since information is categorised in such a way that no new information is found to support the identified categories (Miles & Huberman, 1994).

Fitting collected data together in the manner described above, brought to the fore a complex analytical process that is meant to bring shape, form and meaning to the phenomenon under investigation. This process yielded specific outcomes, which then became the basis for this investigation’s findings. These outcomes were then prioritised.
and ranked according to their prominence in the data-analysis process and their potential to contribute to the focus of the investigation (Maykut & Morehouse, 1994).
SECTION FIVE: FINDINGS AND DISCUSSION OF FINDINGS

5.1 INTRODUCTION

As stated before, the aim of this study was to understand the factors that cause the delay in implementing ABET policy in Gauteng. On the basis of the analysis as described in the previous chapter, it is clear that there is evidence, on the factors that cause delays. The study uncovered three levels of major findings. First, is the organisational level factors, second, is the educator support factors, and finally, the findings of this study I felt that the student and product satisfaction factors. However, for the purpose of reporting on the findings of this study, I felt that the third set of factors did not respond directly to the question posed by the study and it was therefore left out. The discussion of the findings will be followed by a summary of findings, conclusion and recommendations. Below are the identified final categories.

Table 5.1 Final findings of the study

<table>
<thead>
<tr>
<th>Findings</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Organisational-level factors that cause delays:</td>
</tr>
<tr>
<td>• Responsiveness</td>
</tr>
<tr>
<td>• Management and Professional leadership</td>
</tr>
<tr>
<td>2. Education-Development Support factors that cause delays:</td>
</tr>
<tr>
<td>• Staff career development</td>
</tr>
<tr>
<td>• Security of tenure</td>
</tr>
</tbody>
</table>

Table 5.1 above shows the findings based on the interviews carried out during the course of this study. The first key finding was the, organisational-level factors, which entail the lack of a secure stable work environment, job security and satisfaction, commitment and motivation. The second key finding is educator development factors, which refer to the lack of appropriate preparation and training in policy analysis.
5.2 DISCUSSION OF FINDINGS

5.2.1 Organisational level factors

Organisational level factors that caused the delays are related to the organisation at various levels, such as: head office, district and ABET Centre level. These entail the lack of a secure and stable work environment, job security, job satisfaction, commitment and motivation. Organisational level factors in terms of this study refer to policies and procedures that govern particular aspects of work. In particular, the lack of responsiveness of leadership and organisational structure were picked up from the data as striking.

In essence the participants expressed frustration and disappointment at the various levels of officials within the Gauteng Department of Education, especially at both head office and district level. Pakes, one of the respondents, reflected this accurately as "So we have never experienced a very firm department which is clear and directed when it comes to implementation of policy and also the lack of direction has been felt, not only at centre level but even right up to head office level we've had situations where you'll be ... looking forward for the department to take initiative but not initiative coming forth so we are where we are today because of lack of initiative to implement".

It is clear from the above, that that provincial structures have not thus far demonstrated strong and sufficient organisational and institutional capacity to effectively manage implementation structures. This brings to the fore the need for the provincial Department of Education to streamline its structures in order to step-up the managers at head office, district offices and ABET Centres. It is also clear that the ideal structures are not in place for the Department of Education to ensure understanding of the relationships between various offices are. The nature of these relationships is reflected in the data as affecting the pace of delivery negatively.
Lack of responsiveness of leadership according to respondents relates to the absence of responsive and supportive conditions conducive to the growth flexibility and a positive organisational culture that could foster the internal commitment of workers (Duffy, 1996). As Arnold states: “The first thing I would do is make sure that we have a director who is specifically appointed for ABET at provincial level and that err... director must make sure that he has useful soldiers within the districts who will implement policy that he will come up with”.

The argument here, is that, if policy implementation is to be fast-tracked, more favourable conditions need to be created and these should also include the appointment of dedicated director for ABET. The educational leadership in the Gauteng Department of Education must improve its ability to conceptualise the policy implementation problem more adequately.

The findings bring to the fore the argument that the new education leadership in the Province has shown a lack of strong and decisive direction when it comes to transforming and delivering the ABET system for the benefit of the sector. As Dale (1989), mentions, policy implementation must have a clear scope and pattern, which deal simultaneously with the desirable goals, the possible targets and how to embark on the process of change.

Lack of organisational management structures in the context of this study refers to the absence of coherent democratic, consultative and accountable policy implementation structures and processes. Pakes, further raises the issue of accountability as “because now as far as we experience it in the Curriculum Section, IT Section, Policy Section, there are times when you really get the impression that there is no co-ordination of communication amongst them, hence we are getting different messages from different sections within the same department”.

The above statement is crucial since this requires careful conceptualisation, more especially because of the unequal and uneven power relations that exist between various role players in relation to policy implementation (De Clercq, 1997).
Participation of ABET Centre managers and staff in the policy process has different but interrelated purposes. Pakes, raises the issue sharply by saying that “the training is not just training it should be err... it should be consultation immediately consultation to thrash out the regulations and rules so that the ABET Act can be put into place that is crucially a starting point really towards making, I, I don’t see how we could end up making policies and regulations if that process is not starting immediately”.

The empowerment of these ABET officials is raised as critical to dealing with conflicting structures at head office, district offices and ABET Centres. Participatory planning is an important element of structures that are key, since it can be associated with the mobilisation and supplementation of Human Resources and Capacity in order to win the support of various interest groups involved in the implementation of ABET policies (Humphries & Reitzes, 1995).

5.2.2 Educator development support factors

The Educator-development support factors are related to the lack of developmental and supportive environments within the Gauteng Department of Education. Some of the following areas are crucial to mention; lack of appropriate academic preparation (training in pedagogy and not in andragogy); lack of experience in adult learner teaching and how to motivate such learners to succeed in their studies. Educators’ perpetual feeling of pending job loss due to insecure employment status is also interrelated to the slow pace of ABET policy implementation.

Lack of Educator Development Support is the most critical of the findings in the study Arnold refers to it in this way “At the moment we have employed, ... full time unemployed educators who have no experience of andragogy they have been trained in pedagogy and we now and then train them on the unit standards and how to actually deal with adult learners but the problem is that as soon as they get employment elsewhere, they then opt for that employment because we have not better offer to give them and we lose the time
that we have spent on those educators and the money that have been spent on educators. So another factor is that the same educators, have no commitment to, in dealing with the ABET, because they are not sure whether they'll still be part of the centre the following year or the following month because in some. In 1998 the centres were closed for three months because educators, and that makes the educators not to have that, that ... commitment to, to, their job, so I would like that the department.”

The above refers to a group of professionals charged with the responsibility to operationalise ABET policy. A recognised problem in this regard is the lack of appropriate systems to cater for staff development and support, which in terms of the data gathered is reflected as entailing policies, programmes and procedures to facilitate and support the professional growth of staff so that they may enjoy serving their students and the needs of the ABET Centres (Harding & Kaewsonthi, 1977).

This implication of the above-cited findings is that, the absence of a secure and well-established appropriate working climate will, affect officials negatively, and, in turn, affect the pace of delivery. Ensuring smooth management entails adequate and accurate planning, monitoring and evaluation of policies and procedures; and the co-ordination and delegation of tasks and activities. This list of issues illustrates a wide range of strategic responsibilities faced by officials. Given the breadth of tasks reflected above, it is clear that, if the environment is conflict ridden and does not induce problem-solving, it only serves to lower the morale of staff and make them feel disillusioned and this feeling will impact on the pace of delivery (Brew, 1995).

Dale (1989), states that the Department of Education need not underplay the human agency side of ABET policy implementation. He contends that this is a complex, multi-layered and conflict-ridden area within the organisation. He further argues that human resources issues are about context, processes and conflicts of role players as they relate to one another and mediate their actions within their institutional structures. It is therefore crucial that educator development support factors are given due consideration. If these
were prioritised, they would assist in minimising incoherence and in fostering cooperation in the implementation processes.

It is important to link what Dreg, my other respondent, stated above with the prospects of an increased pace of delivery. All respondents felt that training of staff at all levels is needed to ensure continued adult-learner-centred training and sharing of knowledge and skills, which are currently found to be lacking.

System-related factors pertain to the system of restructuring. It is here that Cox and De Frees (1991) state that the restructuring amounts to establishing new ideas and practices, and thereby changing the way the state, local community and other stakeholders relate to one another in order to foster change. If viewed this way, restructuring tends teamwork among the various stakeholders in the ABET Centres (Fullan, 1993).

Flowing from the above reasoning, “time”, is being raised as an important factor related to restructuring. There is a need to take time to find more and more meaningful ways to spend time on issues of restructuring. The essence of this argument is that, it is important to start the implementation with thorough preparation and design since these have a tendency to be overlooked. If good planning, preparation and design are initiated before actual implementation, the chances are that policy implementation has the potential to succeed. However, if these are neglected or poorly done, Pakes this further emphasises this through his reflection in the interview, “policy has to be practised and policy as far as I can see is something that is not starting and if you talking about policies which were formulated some years ago ... it’s year 2002 now and if those policies have not been implemented we shouldn’t even been talking about them”.

Further to the factor of time for planning, is the issue of an appropriate amount of time to implement certain activities and programmes. This is closely tied to the need to develop timeframes that are sufficient to ensure that complex policy changes can unfold and begin to make a positive impact. The issue of the start up time, as raised by Pakes above and the issue of the time to produce results are intricately linked (Chapman & Boyd, 1986).
Essentially, as Bredenson (1989), correctly points out, time is a key source for empowerment and if restructuring is to happen successfully, the time factor need to be noted and planning and work organisation and design centre around this. It is here that coherent co-ordination and communication need to occur so as to support staff in their development efforts.

The issues of co-ordination and communication are raised sharply by Dreg: "there is a need to correct that so that we have uniformity in the country and once we have uniformity and we then can be able to together and say each province would be doing the following; the first thing that we need to do is to make sure that everything which is done in other provinces is the same".

The planning and co-ordination of the ABET Centres and their activities must be closely related to the overall planning and co-ordination of the ABET Sector in the province (Lategan, 1998).

All the respondents interviewed stated that due to the fact that "Night School" concepts are still in tact in most peoples' minds, relevant and responsive programmes are not being offered to learners. Some of these problems are exacerbated by the fact that ABET Centres do not have their own dedicated facilities. They operate within conventional day schools after hours (thus the term 'Night School'). Arnold states that: "If we had our own accommodation we would be able to start courses that will empower those learners who are completing their standard ten skills."

This further highlights the limitations of ABET Centres in terms of available facilities, and how these constraints force the centres to end up offering non-relevant programmes and non-benefiting learners. This further increases the ranks of the unemployed since the product/courses do not match the needs of industry or potential employers.

A further citing of the "Night School" concept as a problem by Arnold is: "I would like the ABET Centres to be developed into community learning centres where even projects'
of communities around that particular ABET Centres are being implemented within the centres. If we could be able to change our centres from 'Night School' that we are having those community learning centres we will be able to address unemployment.”

It is clear that the gap between vision and reality in relation to policy need to serve as a focal point and impetus for creating and implementing strategies for restructuring and transforming ABET Centres in Gauteng. Both the shared vision and the picture of current reality need to be continually revisited and refined, and this process would help improve implementation pace of change strategies (Fullan, 1991).

Notwithstanding the problems as cited above, the respondents felt that certain good practices could be notes as implementation efforts on a positive note. Examples of such good practice are: “Yeah, with the multi-year plan, I think centres have begun to implement some of the things tabled in it. For instance, we have begun to implement the unit standards and it has been very exciting for adult learners to use these unit standards and the materials that have been developed”.

Arnold felt that the above developments are positive and have begun to benefit adult learners, thus signifying some steps towards implementing the policy in question.

Through the interviews, the participants brought to the fore crucial data that formed the basis for the findings of this study. However, it was important to note that all of the respondents saw this study as an outlet to vent-out their frustrations about their conditions in the sector. They also enjoyed sharing their insight with a colleague, who was the researcher in this case. They further expressed their gratitude and felt privileged at having been given the opportunity to participate and potentially contribute to the research process.

There were also feelings of low staff morale, disillusionment due to newly structured department of education and these displayed gaps in management and lack responsiveness to ABET Centres’ staff in general. Arnold (pilot study interview) reflects
this more clearly as "so another factor is the same educators, have no commitment in dealing with ABET, and because they are not sure whether they'll still be part of the centre the following year or month".

This serves to illustrate that organisation changes that have taken place within the department have brought with them challenges for the ABET especially in relation to staffs conditions of employment. Staff in the ABET Centres feel insecure and thus lack commitment to their learner education and training tasks. For this reason, the organisation is seen not to be responding to the needs of educators, staff, other levels, and learners who are supposed to benefit from the process of restructuring. Sheal (1989) makes the point that if people's knowledge and experience is ignored, they will be less interested and preoccupied by other things. This will in tum negatively affect the progress that could be made if the opposite was to pertain, that is, if they were to be consulted, engaged, assured of their places as educators in full-time or fixed contract employment and allowed contributing in legitimising the whole implementation process.

Dreg further illustrated the points above as: "Because at the present moment we err (tape unclear) don't have stability in the sector. People are moving in and out and looking for greener pastures".

The issue of reviewing current staff establishments and developing a model for future career development is again looming large, as seen in Dreg's reflections. Her further states that "if we have stability in the sector we'll be teaching careers". The point Dreg is raising also relates to the importance of career paths and educator development in the sector.

5.2.3 Summary of findings

The difficulties in moving from policy and programme development to programme implementation include structural obstacle, constraints and challenges.
The analysis and interpretation of the key findings of this study brought some of the following crucial factors to the fore:

- Organisational structures and levels of authority;
- Location of various support functions across different ABET Centres in the districts;
- Non-alignment of organisational structures and problems with clearly defined job functions and roles of support officials;
- The death of staff in ABET policy development and support units and the lack of administrative support for training these staff members; and
- Critical resources, including the allocation of and access to funds that would also ensure job security for staff at ABET Centres.

6. RECOMMENDATIONS

The report makes two recommendations and proposes an agenda for action that could enhance the contribution of the participating officials. Central to this is the reorganisation of the ABET Centres into the new institutional forms envisaged in the ABET Act number 52 of 2000. In making these recommendations, the researcher was also conscious of constraints and area of difficulty as reflected in the data. The important strides that the staff and officials of the centres have made is also recognised.

The recommendations are shaped by three underlying concerns. These are, the need to enhance knowledge and skills of the officials charged with implementing policy for the development of the ABET Centres; the need to widen participation to include marginalised groups in the implementation process; and the need to respond to new provincial policies and demands.
Certain recommendations are made in terms of this study. The Gauteng Department of Education needs to draw up institutional development plans, equip the officials for the new functions and responsibilities that comes with implementing the ABET Act. This is meant to meet the strategic planning, information systems and administrative requirements outlined in the applicable ABET policy frameworks.

A detailed and practical programme of institutional capacity building and support needs to occur in order to facilitate the reorganisation of the sector, and to enable institutions to fulfil the requirements for reorganisation for improved pace of delivery. An analysis should be undertaken of the training and development needs of ABET Centre officials, and appropriate training models developed and implemented.

7. CONCLUSION

The study has shown that there are indeed delays in implementing ABET policy in the Gauteng Province. The study also managed to show that many of the assumptions made at the beginning of the study have been confirmed. Failure of organisational structures to support the sector in a responsive manner hamper appropriate execution of policy implementation. Lack of properly aligned functions, non-alignment of organisational structures, incoherent communication and inequitable allocation of resources, unstable conditions of employment for educators, lack of supportive administrative systems and clear policy on ABET educator development are some of the factors causing the delays in implementing ABET policy in the Gauteng Province.

Despite the above noted shortcomings, it is encouraging to report that most participants believe that the policy environment is quite conducive to review the planning processes and design new and appropriate strategies as a matter of extreme urgency. Nevertheless, I believe that a lot of serious groundwork still needs to be done to recast ABET policy implementation within its ever-changing context. There are critical fundamental issues to be resolved before visible progress can be noted.
Finally, the results bring to the fore the need for the new context and policy framework to rationalise the use of scarce expertise and resources, the need to promote shared learning and best practice, the importance of stakeholder involvement and support; the role of the provincial department at various levels; and issues of quality and responsiveness.
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APPENDICES

APPENDIX 1: – INTERVIEW WITH ARNOLD:

Mokaba

The study is on the research to establish the factors impacting on the implementation of ABET Policy within the Gauteng Province.

Ok, thanks Arnold for giving me your time to be able to talk to you about the research that I’m doing on ABET within the province, my name is Mokaba Mokgatle employed by GDE responsible for amongst other things Adult Basic Education and Training and that’s the reason why I want to talk to you about ABET Policy development, factors that causes the delay in that regard maybe for the records you can also introduce yourself.

Arnold

Thank you Mr. Mokaba, I am Arnold, I’m a center manager at Tswenyane Adult Center, which is in the Gauteng province. I’m also the chairperson of CATE (the Council for Adult Training and Education), which represents all the centers, ABET public centers in Gauteng.

Mokaba

Ok, thank you very much, Ok, the purpose of the study is to report on the factors that causes the delay in implementing ABET policy in the province, that is within the centers and the districts and I think it’s also to establish the extent of the stumbling blocks on restructuring and the needs of the ABET centers. The results of this study will be.

One submitted for my postgraduate studies to meet the requirements thereof. To inform ABET policy review process in the GDE in order to assist in the increase or improvement of the pace for implementation and service delivery.

I want to assure you that the interview will be carried in strict confidentiality, that is, I will respect your privacy ensure that we share knowledge, opinions and experiences, and use this information and data to improve and enhance our work. I would like you to note that I intend making notes during the interview and I would like to find out what your view is about taking notes during the interview.

Arnold

I don’t think that I have a problem with that, I would assist with whatever I can.
Mokaba

Ok thank you very much and the second thing that I would like your permission on its also to use the audio tape like we have already agreed before I even set it on.

Arnold

I have no problem with that as well.

Mokaba

Ok, yeah, may be let me say that even before we start the interview the reason why I have chosen you is because I have been able to go through the list of people that have been active within ABET development within the province and the reason that you have been active also in at the center level in terms of programmes, in terms of curriculum, in terms of activities within the sector even as a chairperson of CATE, I thought that you would make a valuable input into this study, thank you.

Arnold, rolling back to this thing, the over aching question that I want you to respond to is, what do you consider to be the causes or problems to the delay in implementing ABET policy in the province.

Mokaba

What do you consider to be the causes or the problems to the delay in implementing ABET policy within the province?

Arnold

One, the first thing that I, I think it’s a problem is that err.. ABET has been has been, have been set as a cult like at the moment it is under err... the FET directorate to actually push the ABET programme err.. that is at the provincial level. If you go to the districts the same problem exist because err.. it becomes a problem even when the directorate ABET/FET have to disseminate information to districts as well as the centers there are some blockages which occur because people err.. take as their first preference FET and not ABET because err... they, they feel that ABET is just a, an addition on what they, they have been appointed for.

Mokaba

I’ m going to try and want you to clarify something for my for me to understand, you were saying the structure of the department is one of the causes. Can you say to me err.. for instance that if it was structured differently do you think it would be err... progressing well?
Arnold

Yes I think it would progress well if we have a director that is err.. specifically appointed for ABET, that director will see to it that the policy is been implemented and will be just working on, on ABET but at the moment err.. like ABET is, is under the FET directorate err… little is, is being err..done for ABET.

Mokaba

Ok, alright, thanks err.. do you think in what way do you feel you would like to see the sector being reorganized in terms of policy?

Arnold

In terms of policy I would like to see err.. the department separating the ABET from FET have its own directorate and the same should occur err… in the districts where in the districts we have a coordinator who will specifically coordinate ABET within that district.

Mokaba

Ok, err.. at the moment there are people that are responsible for coordinating those activities, what do you think are the shortcomings around that?

Arnold

The shortcomings is that they are being given more work around the day schools and at the end of the day they are not able to, to play their role as ABET coordinators. The other thing is that as coordinators within the districts, during the day they are busy with err.. the day school programmes and most ABET centers run during the evening and towards the evening they have to knock off and they are not able to go the centers and give support to the centers and err.. they are not able to do that because according to me if centers had their own buildings the centers would then run throughout the day and that is where they would use their curriculum people who are assisting the day schools to also take care of the ABET educators.

Mokaba

Mmm.. ok, thanks for that one thing that I want to check with you in terms of further elaborating and clarifying, I want you to explain to me again on the understanding of the ABET policy; was it meant to re-organize the centers and set them up as schools, or how different is that supposed to be from schools since you have mentioned in your response that there is day schools that is getting preference over ABET centers are being run?
Arnold

I think that if one looks at the ABET Act and SASA Act they don’t differ much but the objective of the ABET Act was to make sure that the ABET centers don’t duplicate what the day schools are doing currently we are actually doing literacy at in centers and err... we were not able to implement the training part of it err... the training part of it for because we don’ have our own buildings during the day we don’t have accommodation to do those skills for skills for Adult learners we empower them just with the literacy skills but we also duplicate the grade 12 err.. courses that is because of the accommodation. If we had our own accommodations one would be able to, to err.. start courses that will empower those learners who are completing their standard ten with skills like computer or maybe bricklaying or practical skills.

Mokaba

Ok, thanks err.. Arnold err... you in terms of trying to elaborate on the usefulness of your input this far I want to make a follow up on some this things that you are suggesting which I’m picking up you are suggesting is that the structure of the GDE is one such factor that impacts negatively on the pace and the fact and the staff the fact that there is no adequate staff at both Head office district but also at support level staff, is that accurate in terms of what I’ve been able to pick up now?

Arnold

Yes definitely.

Mokaba

Ok, alright err.. can you tell me then maybe as we go on;
How would you like to see the ABET sector improving in relation to the new policy?

Arnold

I would like the ABET centers to be developed into community learning centers where even projects of communities around that particular ABET center are being implemented within the center. If the center, err.. if we could be able to change our centers from the night schools that we are having to those community learning centers we will be able to address unemployment still there the problem of unemployment one could be able to even err... assist the government with their programmes like the HIV programme because for me it is very important for a person to know how to read and write before err.. we even actually going to spending money on pamphlets and things like that because that would be useless to spend pamphlets and make advocacy on err... on pamphlets to, to to fight against AIDS but err... if a person is literate that would assist the person to actually assist the government to fight the AIDS. We can also be able as centers to contribute if we are developed into community learning centers towards err... the fight against women abuse and child abuse as long as a person is not learned or have some
literacy and numeracy skills then that person would not respond positively towards those projects which the government is using err.... in eliminating literacy and fighting against poverty and unemployment and child abuse.

Mokaba

Ok thanks, in your opinion now where the sector is, where do you think it is headed, do you think its performing, you know for instance err.. badly in terms of interpreting and implementing the ABET Policy now, has it begun to engage with that policy and what has been the interaction of that policy with the multi year plan for instance?

Arnold

Yeah, err... with the multi year plan I think centers have begun to implement some of the things tabled in it for instance we have begun to implement the unit standards and it has been very exciting for the adult learners to use this unit standards and the materials that have been developed and this material which we are using with the unit standards are actually assisting the adult learners to actually work on more practical things whatever they get from adult centers they are now able to use that within their work situation and within the community unlike when it was the old system where we will be forced to teach adult learners about a frog, how many feet the frog and all those things but today we are able to teach them about the latest developments for instance how to read their pay-slips, how actually to use the ATM those are things that empower them in life, so I think we have made a move around the curriculum which is a multi year plan and then concerning the ABET Act in general, nothing has been done so far, I think what causes that delay is that National has not yet come up with a framework around the regulations maybe as soon National come up with that the ABET Act would begin to be implemented.

Mokaba

Ok, All right, err..... if you had your way Arnold, how would you immediately begin to deal with the issues that you were raising for instance around the structures, around the staff, you have referred to systems being better by virtue of implementing some of the aspects of the multi year plan successfully but if you had your way how would you deal with issues of setting up structures and staffing so that the pace can be accelerated?

Arnold

Is, the first thing that I would do is to make sure that we have a director who is specifically appointed for ABET at provincial level and that err... director must make sure that he has a useful soldiers within the districts who will implement the policy that he will come up with.
Mokaba

Oh, thanks. I was about to ask if we might have a faster response. Have you thought about anything for our consideration?

Arnold

Yes, I would like to talk about the staffing at centers, well, whilst the department feels very strong that they want to wipe out illiteracy that cannot be done with the staff that we have at the center level.

should look at the conditions of service of educators so that err... they actually take their job as educators within centers seriously.

Mokaba

Ok, all right, that's the area that you would want the department to consider seriously.

Arnold

Yes At the moment we have employed, err... full time unemployed educators who have no experience of andragogy they have been trained in pedagogy and we now and then train them on the unit standards and how to actually deal with adult learners but the problem is that as soon as they get employment elsewhere, they then opt for that employment because we have no better offer to give them and we lose the time that we have spent on those educators and the money that have been spent on educators. So another factor is that the same educators have no commitment in the, in dealing with the ABET, because they are not sure whether they'll still be part of the center the following year or the following month because in some err... in 1998 the centers were closed for three months because there was no, err... the department said the budget doesn't allow err... they had to pay the educators, and that makes the educators not to have that, that commitment to, to, their job, so I would like that the department

Mokaba

Ok, all right the last question that I want to speak to you about before listening. How do you think the ABET sector is performing broadly, at National apart from the challenges that you have raised at provincial level, at national level what do you think are the stumbling blocks?

Arnold

At National the stumbling blocks have also been the delay in appointing a director after Gugu Nxumalo left that position and I think National has made some progress in policy but it was difficult for the acting director nationally to implement that policy and I think with the appointment of the new director there will be some movement around policy
nationally and err... at the moment err... there is no uniformity in provinces around policy and maybe the documentation of, of the ABET Act and err... the regulations would assist towards that, 'cause if you look at the other provinces you find that the educators there are not being paid according to REQV 13 err... which the department is talking about and they are just paid like R50.00 per hour, they just do that without having guidelines from the Chamber and it's only in Gauteng where educators are being paid according to the set scale in the Chamber.

Mokaba

Ok, err.. around this particular one at National, what is your view on how that can be dealt with, you have raised the issue of err... unevenness in the implementation of policy given the absence of regulations, what do you think the now director within the, the newly appointed director within National should do around this particular issue?

Arnold

I think err... if the director can make sure that in all the provinces we have the ABET under a directorate like I said and then he'll be able to implement the policy 'cause policies have been formulated at National office yeah, at National is that, it's just that it makes implementation if he can have dedicated people who drive ABET within the provinces that would that would assist.

Mokaba

Ok, I would like to again reiterate my thanks to you for raising this critical issues in terms of responding to my questions I think this kind of information will go a long way in helping my studies first but also in helping inputs for the review within the department. err Thank you very much for your time, and I think we will keep in touch in terms with our work areas and be able to work again err quite.. quite err... err.. in a way that will help us to take the process forward. I would like to reiterate again err the fact that this discussion, interview we had now with you will remain err... between me and you and you know my recording of the report in terms of the findings and it will in no way jeopardize your err... work environment, strict confidentiality is again ensured from my side, thank you very much for your time.

Arnold

Thank you Mr. Mokaba, I hope that my input as well will assist you err.. through your studies and err.. it will also assist you to develop ABET in our province.

Mokaba

Thanks Arnold.
APPENDIX 2: INTERVIEW WITH PAKES:

Yeah, Pakes, my name is Mokaba Mokgatle employed by GDE responsible amongst other things for ABET and err... my interests revolves around looking into issues around ABET policy and trying to establish what causes the stumbling blocks around the implementation of ABET.

My name is err... Pakes err... Mokaba I, I welcome you and err... I do understand that err... you are busy doing research err... around the policy issues in ABET Education so I am interested in responding to all the question or to any other err..probe....probing questions that you present to me and I am willing to help and err... I’m also, I don’t object if you have to take notes or record any of my responses.

Ok err. thanks Pakes the question that I want you to respond to is the question around, what do you consider to be the causes or the problems to the delay in implementing ABET policy within Gauteng.

Ok as far as that is concerned there are many factors which are which we think err... could be causing the delay, err... if you talk of policy first of all policy is made by err... people and policy has to be practiced and policy as far as I can see is something that is not starting and if you talking about policies which were formulated some years ago things have happened things have changed it’s ni... it’s a year 2002 now and if those policies have not been implemented we shouldn’t even be talking about them we should be looking at are they still, still the policies which can err... be used to drive the ABET education err...vehicle in year 2000 err.. policies are not making a vacuum they’re always made in certain context and they are also modified time and again err...by practice so policies which are which have been formulated years ago have not even surfaced have not given a chance to, to be modified through practice we can seriously look at them also as policies which are on the shelf and the shelf life of any policy should tell us about its value so I believe they’ve been too long on the shelf even the value of those policies is questionable at the present moment now we have experienced that kind of situation where after 1994 we were really at diastase and hoping that we are going to see changes err... policies were coming in place which were really giving us that kind of hope and we were optimistic but unfortunately reason number one err... there has been a lot of enthusiasm in promoting err... forums where policies were discussed and formulated but unfortunately I think the weak part about our department is implementation. So we have never experienced a very firm err... department which is clear and directed when it comes to implementation of policy and also the lack of direction has been felt not only at d. center level but even right up to head office level we’ve had situations where you’ll be err... looking forward for the department to take initiative but no initiative coming forth so we are where we are today because of lack of initiative to implement.

Mmm... what do you think is the cause of this lack of initiative?
The root course the lack of political will if I have to put it that way yes we’ve had wonderful policy statements like err us put ABET on the map let us transform you see, err... the Adult Education Sector we’ve had quite a lot of talks about all of those things but all of them they are talk if there is no political will and how do you judge political mean, err... first of all the budget for ABET is still less than 2% out of the whole education budget that, that tells you a lot about err... how much premium is put on ABET and that really tells you a lot politically that is that what err... ABET is worth less than 2% on the education budget and also err... we have to look at err...what is it that err... motivates err... policy changes that motivates people to, to be enthusiastic about policy changes, so there is no enthusiasm people are not err.. actually now looking forward to those policy changes simply because number one we don’t have err... a clear structure within the department which is stable, we’ve had changes of of err.. structural changes for example organizationally we started with ABET officers and so on. Just when people were beginning to get used to yeah ... there will be ABET officers driving process, ABET officers are gone now we are being told there are LPDF officers and these officers are coming in new and fresh they don’t have any idea of what has been going on in ABET.

So how do you expect that you can run the whole ABET sector in that way where you have time and again constantly new people coming in?

Mmmmm

If you can look at the whole of Gauteng err.. it has come to the believe that even the, the ABET officers they regarded in one way or another their posts as spring boards as launching into other equity posts within the districts and the department.

Mmmmm

So there are no signs until now that the ABET sector is taken seriously. What we really experience overtly and even overtly is the fact that it’s quite obviously clear that the department puts day schools as a priority, ABET becomes perhaps a second, third, priority to the department and that is a fact we see it in many ways manifested in many ways even when you look at err... the teaching and learning err... err.. people they will not necessarily involve ABET in their workshops they’ll not err... invite them or get them involved in any of their activities except if ABET people can themselves make initiatives to ask for that help and even in that case they’re sometimes told the, the whole unit is too busy servicing the day schools.

Mmmm

Even all the other units like the IT units schools have got computers installed but ABET centers are supposed to get two computers also per centre but that is a process that is being exactly it’s a second year now that centres are waiting for computers, so you can see the lack of err... the neglect and the lack of commitment to ABET. It’s seen throughout it’s not only experienced at err... district level even at head office level for
example this year we experienced a situation where the centres had to start without err... calendar the calendar is very a important document because it gives guidelines to as to which holidays are going to be honored which ones which days can be utilized as days for Adult Centre but it took the department up to middle of the year before that calendar came and teachers cannot plan their work so much without the calendar so simply the inconvenience where it has to be experienced by centres where they have to start learning programmes without a calendar that helps them to, to plan properly. So I’m just illustrating one example of some of the things that may be seen to be taken for granted by the department and yet there are serious matters if they impact with seriously on the running of the centre.

Mmmmm

Then the other thing that I’ll say is very interesting, ABET centres are called ABET centres everybody takes it that way and to the point where even officers in the department will talk about ABET centres and yet this ABET centres actually are offering err... ABET programmes and FET programmes but even now many people have come to believe or to think that FET/ABET is one thing since unanimously if you talking about an ABET centre you are necessarily including FET and yet we are talking FET when we talk ABET, ABET is up to ABET level 1 to level 4 from ABET level 4 these centres still offer something other programmes that is, FET programmes but they are always called ABET centres.

Mmmmmm

Mmm... and nobody wants to correct that or has the, the courage just to put the record straight that why we should call them ABET centres when they are offering FET progs and the majority students in most centres now is FET students actually

Mmm

Err the policies for transforming ABET centres are th, are there yes, but now there is a dilemma there when you look at the dichotomy between FET and ABET because there is going to be a point now that separates policies relating to FET separate policies relating to ABET the ABET Act will relate to ABET and then the FET Act and the Skills Acts all those will relate to err...this centre and impact on them in such a way that one has to really look at dichotomy seriously

Mmmm, what then do you think at the level of the of the pace would, would be necessary things to look into to improve the pace, because your last reference to, to fact that policy is in place but there is a dilemma? Yeah what would you think would unblock err... things that you think could accelerate the pace of delivery?

I, I think first of all err... the department must, must make it a point that the directorate which deals with ABET .......is supported effectively there should be sufficient human and financial resources for that for that directorate to do justice to ABET
Mmmm

and also we need to gather stability,

Mmmm

there, there are too many changes right now the, the new NDSO's are at a loss completely as to what is going on in centres they are undergoing a learning curve so to say and to facilitate the, the changes to make sure that the policies are implemented as all the people who are now structurally involved that is now in posts which are dealing with ABET they should all be called in and err.. training updating and making sure that everybody is on board as far as ABET policy is concerned

Mmmm

and there should be a co-ordination

Mmmmmm

Mmmm

The, the department should also in a way recognize that the sector is getting more and more organized, it was evident err... this year when there was a march

Mmmm

this march is beginning to show that err... at a certain point the stakeholders are beginning to feel that err... they can make it easier for the department by organizing themselves so that the department is able to organi... err.. to address and organize group in facilitating policy issues it doesn’t help to push down policies like the top down approach in the past government consultation is important so it should be consultation after consultation, implementation and that should not necessarily take too long

Mmmmmm

but the key is consultation

mmm

because to facilitate policy implementation

mmm

the people who are going to be affected by the policy have to be involved and for the success through implementation those people must endorse
Ok...

Yea... err.. we don’t even have governance structures for example

mmmm

which are legally instituted because of the absence of the ABET Act

mmmm

mm... what it means is that err... policy wise centres are operating in a limbo and therefore to facilitate that process the ABET Act that is set come into place so that policies can be implemented so in other words the facilitation or implementation of ABET Act that is regulations the processes must be unfolded

Mmmm... do you think this, this can happen as soon as possible or the processes that you referring to would be critical for instance the setting up training and co-ordination of the sector or what other things do you think can unblock this things in addition to what you have just highlighted?

I believe that err... the training is not just training it should be training err... it should be consultation immediately consultation to thrash out the regulations and rules so that the ABET Act can be put into place that is crucial is a starting point really towards making, I, I don’t see how we could end up making policies and regulations if that process is not starting immediately

Ok, err... what other things do you think Pakes might err... help you, referred to centres operating with the name that incorporates the two sectors that is ABET/FET?

That is ABET centres and yet are ABET/FET?

mmmm

what are you actually asking me to respond to

I’m saying around that do you think the notion of the night school has been moved away from or its still operating around that?

My worst nightmare as you’ll realize the notion of the night school is dragging presently because of no constitution because of no transformation actually the night school concept is getting more and more entrenched

mmmm.....
that is my worst fear

mmm..•.

actually I was hoping that one day ABET centres would not operate like night schools altogether why, in the climate of the Skills Act the err.. Legislation which now empowers employers to take care of the education of their employees, why should employees be inconvenienced to go from.. at ABET Centres at night when you could get ABET at the factory floor or elsewhere you see

MMmmm

so that is why to me the night school concept to me is the contradiction

MMmmm

number two, night school concept was always a concept that the other centres would utilize day schools is still going on. It's so difficult even till today for Adult Centres to gain access to these day schools. Some we hear stories of places where adults are locked out, gates are locked, toilets are locked lights are vandalized we cannot even use those buildings err.. are so much

mmmm

tha, that the adults themselves feel actually that they are being ostracized and they are not welcome now the reason is that number one, we neglect the fact that we should move on to the new concept the concept that the centres should be operating during the day also the the key is identi...is to identify under-utilized buildings and institutions within districts which can earmark and use to help especially the FET students who are in Adult Centres. Those students are actually suffering as we are speaking now, you hear the noise, these students are, are, are knocking off and is already late is nine is at night and they are going to be facing err... these unruly elements people who are trying to rob them on their way and transport problems to reach their area its winter and its cold and its late but they should at the actual fact justice should be done to this poor students FET students by giving them an under-utilized school they will be attending in the morning in the afternoon they’re also free to go home but I don’t see any reason I don’t see even why in an area where there is an under-utilized school we should have so many students going home so late

MMmmm, MMmmm

in actual fact I suggest they should halt a little bit with the taping and you actual witness the number of students leaving this building.

MMmmmm
in other words the building le tsona di a counter because err.. if you want to have Art ABET Centres, whatever you call them, becoming also FET Centres you have to err.. empower them or actually you have to prepare them and build the capacity for them to be FET Centres in a real sense by giving them under-utilized schools to utilize

mmmmm
to cater for this sector, this is a big sector otherwise they’ll end up having to be thrown in Technical colleges which skills seem to be qualified more in technical, technically oriented kind of skill oriented kind of. There is still a need for this academic err.. routine you cannot run away and will never run away from it and this ABET Centres seem to be the only one that are strategically in that position

So if you were to recommend practical steps now what would you recommend, what things could be done which in your view could speed up the re-organization of the sector?

You could always come down back to the same thing initiative to call all the people concerned or their stakeholders

Mmmmmm
and then interrogating the ABET Act

Mmmmmm
there are and thereafter and getting the active it will create the climate the conducive under which ABET transformation

Mmmmmm
Otherwise if we can rush issue the things it means there will be no climate created to conduct transformation without it taking place within the

Mmmmmm
In fact as we are speaking ABET Act also has put us in a proper position because what it actually says is that the centres will be declared ABET Centres basically meaning that, that excludes FET

Mmmmmm

Mmmmmm
If you have to cater for FET you would now have to do that under the different Act which is the FET Act. So there you are you have one center having to grapple with different
Acts. Now I think I believe the FET Act err...there is a lot of activities in motion as far as unfolding that one you see but as for the ABET Act there is stagnation there is no movement there is nothing, that is why I’m saying immediate action to look at that to be able to act.

Ok, yeah Pakes I think you have given me a lot of useful err.. responses which goes deeper into looking at the stumbling blocks that are there in relating to this may be in, in closing I just want to say to you that one of the things that I think you should be comforted by is the fact err... this interview we be held in strict confidence as a matter between myself and yourself and that err... I will respect the privacy of the information that you have been able to give me err... so in saying that I just wanted to assure you that err... this will go a long way in err...one, addressing the requirements of my own studies but also helping in the improvement of the sector. So I want to thank you for making time available to speak to me and give me this valuable information which you have just shared with me.

Mm, I’m also thankful because you’ve given me an opportunity to voice out things which were locked up in some of us some time, we really are concerned about the, the fact that there is very little done get policies in place within the department so it’s a good thing that this research can help to highlight where the problem is.

Mmm, ok thanks a lot Pakes

Err.. thanks Mokaba

End.
APPENDIX 3: INTERVIEW WITH DREG CLARINET:

On this second interview err... my name is Mokaba Mokgatle err...I'm employed by GDE responsible amongst other things for the implementation of ABET Policy within the province.

Yeah.. I'm Dreg Clarinet I'm the center manager for 21 Battalion Adult Center which is based in Lenasia. It covers areas such as Pinetown, Lawley, Lenasia and Orange Farm.

Ok, all right thanks err Dreg and let me also thank you for the time you made to come and sit with me in the interview. Err.. the purpose of this interview is actually to come up with the report on the factors that causes the delay in implementing ABET policy in the province and also to establish the extent of those stumbling blocks and also err.. I must mention as we start this interview that the results of the study will be one primarily submitted for my post graduate studies but also secondarily I think it will inform the policy err.. implementation process within the province so that we can assist in the increasing and improvement of service delivery in this sector. I would also want to assure you that err... this interview will respect your confidentiality and err... your privacy and ensure that err.. that will not be compromised. Err..mm the other thing that I want to err let you know is that err... this interview err.. in terms of the topic that I've already mentioned to you is meant to share knowledge opinions and experiences that you have within the sector so that ultimately we can make inputs in terms of data err.. from err.. professional point of view to improve and enhance our work I will during the interview with your permission err... take notes and also use an audiotape. Are you comfortable with that?

I'm comfortable with that.

Thank you very much for that yeah.. the reason why I've chosen you it's because of err.. you have gone through err.. the records and having been able to interact with you in some of the interactions that we have had I've picked up the passion that you have err.. for the sector and I think that you will be able to make valuable inputs into the improvement development and growth of the sector and err.. that's the reason why I've been able to choose you. Ok err.. let me start with err.. the over aching question that I want you to you know to to frame the interview that I'll have with you. The question is what do you consider to be the causes or the problems to the delay in implementing ABET policy within the province?

Ok firstly err.. although we have an Act December 2000 the implementation of the Act operational err of the Act needs to be speeded up because. Yeah and err once the Act is implemented and regulations have been err err designated err we feel that then the the ABET sector will be able to to operate err in in a better fashion than it operating now. I just want to indicate that err.. before the Act we had the... err... night school system which originated from the ex departments err.. and which was there just to help
err err learners who were drop out of the school and those who were err who were were
didn't get any schooling at all but it was more than evening or night school type of
practice now with the Act it its given us more scope err to saying that err we need to
operate err more take into account the learners who are unemployed such as err and
also people such as domestic workers farm workers and the likes and that once we err err
get the Act into err into operation that those people then will be able to attend the err
centers where they are then.

Ok err what were in your opinion just to make a follow up errmm err do you think that
there are certain things that needs to be in place before the process of implementing can
be fast tracked?

Yes I think first of all we need to identify facilities err err do a needs analysis in in in
different districts of the province and then also to make sure that whilst we have
identified facilities we then look at staff establishments the whole establishments look at
the centers themselves and so that to avoid duplication of of err activities in in centers
err once we have done that then we will be able to operate err more effectively now what
err I would err err propose you know that first of all err needs must be identified. We
cannot just open up the center because we open up the centers per se the present centers
err should come together err and should look at them and see if they are viable and if
they are not viable we can then either merge or collect them together to one merger
centers or move them where there are needs err that will assist us in implementing the
Act and also to make sure that the conditions of service of those teachers who are
employed are are similar to the main stream.

Mmmmmmm..........

Because at the present moment we err... err don't have stability in the sector people are
moving in and out and looking for greener pastures because (a) there is no benefits there
is no security for these particular teachers and therefore they don't want to stay long
after we have trained them you know they decide to leave the sector now if we have
stability in the sector we'll be able to then err err keep those teachers and they'd stay in
ABET for the rest of their teaching careers.

Mmmm.... from err from the department's point of view in terms of head office and err
and err the districts do you think there are any factors that impact on on the
implementation of the ABET policy?

Yeah err in in this province we have err err the the directorate err which you are heading
err FET/ABET now I would ----------have the right to separation of the two functions
because err FET have its own err err--and err although it has to do with training here
you looking at a situation where you dealing with first of all with basic education now
literacy and numeracy and then also besides the basic education you also looking at
training or development whatever you want to call it or how big particular learners
besides giving them the aide err err we would like them then to be developed trained
given skills so that they can become employable or they can become employers
themselves. Now what is happening in head office and in err err district labor head office has this unit and previously we had ABET unit but we have this FET/ABET unit and I feel that more time is spent on the FET I don't know because they have they are merging and err they transforming that particular sector and then what is happening we feel that the ABET sector is neglected because of that particular matter. Err even the same with the districts you know we have the unit FET err there's also another problem with the with the err officials of districts is that a number of them have not been trained in curriculum for ABET know for how to use unit standards and apply them so we need that first to take place so that those people are trained so that they can then assist centers in err err the functioning of ABET in the various satellites of all centers.

Ok ermm ermm you you mentioned the the separation of the the directorate err in what way do you think that could be done?

Well I I don't know what form the organogram when you got so if I know the reasons for them having the two together because previously prior to that we had a situation where we had an ABET unit which has dealt with ABET you know and err I'm not too sure that if ABET centers can be FET institutions I mean I would understand that we are ABET centers we need to be from level 1 to 4 and the rest should go on into the FET sector but because maybe a lack of facilities and resources they decided to continue with the Grade 12 for example in the centers now what we'd do if we have those level 1 to 4 and would enhance it will concentrate to allow the province head office and district to then work in partnership with private sector to build the ABET centers. By partnership I'm saying that we are duplicating a lot of work err you find that err what the private sector is doing and what we are doing is sometimes similar and we could be working together you know so that unit will be able to co-ordinate those err err functions.

Mmm... ok err err thanks for for that response ermm err in another follow up err in in what way do you think err could err the improvement of policy could be handled so that to speed up delivery suggested pointed ways do you have.

To speed up implementation policy

Mmmm

Ok err err I would suggest that first and foremost we need to call summit of all stakeholders in ABET and then we will draw up the agenda which would then charge the way forward on how to speed up policies because err in that summit we will then talk about the implementation of the Act regulations which will come out of the Act err err the how you will have partnership with the SETAs how you will have partnership with private sector know the summit will deal with all those aspects so that when we come out then we come out with the document saying so what I'm saying with the implementation should not only for public in Adult Learning Centers but should be extended to all departments who are having ABET err the Correctional Services, Local Government, Department of Mines all that and including NGOs and err private sector.
Actually everybody

Ok do you in the current situation if looking at what has been happening with the multi-year plan err are there any aspects of the multi-year plan that has been implemented err which has not been you know reflected against the ABET Act at the moment?

Ag there is no I, I won't have comment on that, the multi-year plan I know we've I've seen it we have gone over it err what it had targets err err I mean we started with the Ithuteng the campaign but somehow err I don't know Ithuteng campaign was a political local organization (507) but the planning around it you know we need more planning and lot of targets which we set in the multi-year plan not have reached we are passed we are in 2000 and and and 2 by now we should have reached a certain number of of learners targets and we haven't done that yet so may be that particular plan has to be reviewed.

Mmm from that angle what might have been the problems of not reaching you've referred to the Ithuteng Campaign as one aspect of where where there was no err adequate planning but for the rest of the multi-year plan what do you think could be attributed to the delays.

The delay of the ABET Act you know because my understanding the ABET Act was gonna be passed in 1998 and somehow there was a delay.

Mmmmm........

And now it went over to the year 2000 and even then it is there but it's not in operation you know because it lacks regulations.

Mmmmmmm....... 

Yeah I think if the Act have been passed sooner.

Mmmmm........

We could have been now have moved quite far in ABET.

Ok, ok all right err just some another follow up on on err err where is the sector ABET in terms of your own view?

That in terms ..... 

Even the current challenges that you have been able to articulate?
I think we have a bright future in ABET and err err we can reach our goals once the Act is implemented the areas for implementation of ABET are identified, cooperation of partnerships between private, NGOs and everybody who is in ABET have been brought together I think we will be able to move faster and we'll be able to reach our targets first of all eradicating illiteracy could be one of our major targets. Second one will be then to make sure that people receive illiteracy skills the skills which will be able to give them either make them employable or make them become employers themselves create their own businesses. These skills should go with all type of training it shouldn't just be a skill for example if you're saying err motor mechanic, servicing of cars, welding it should then be the skill should go with with a a way of of giving the learner more than the skill he's learning in other words for example if he's doing motor mechanics he must be able to draw a business plan.

Hmmm...........

He must be able to be to access finance to to able to open up that (550) so all that but we need cooperation a cooperation between a partnership between private, public, NGOs and any other participative parties.

Hmmm...ok err err the the sector if you were to be given a chance to reorganize it from the department what few things would you start with first to ensure that pace picks up?

Yeah err the the first thing myself would be make sure that there's funding for the sector.

Hmmm.......... 

Yeah whether it's from government whether it's from the private sector or whether it's from the donor funding but we need to have some sort of funds available before we start because at the present moment err the problems we are having are due to lack of funds and resources and hence it's hindering causing a delay in what we are supposed to do furthermore if we get a budget once we get a budget it's then to call all stakeholders with whatever people in this country who are committed to ABET and get all the people who are really committed to ABET and not here to make money but who are here with passion and who are here to say we are here to make sure that people who need basic numeracy and literacy basic education basic skills should be brought together and be trained so that you know we transform our own society.

Ok. err you earlier on referred to the conditions of employment of educators and lack of stability err how do you think that can be dealt with from a policy angle?

Yeah ok I think here err we need to look at the operation of these centers err err because at the moment they are operating most of them operating in the evening so we need to change that operation the operation should no longer be a night school thing it should now become a day into night you know even into weekends err so that the facilities which
are available should be utilized I see at the present there a number of facilities which are underutilized or not utilized at all those facilities should be utilized whether it be err err a school whether it a former health department which is no longer or TPA building those facilities should be used for ABET but the same time we need to work together with the private sector the private sector has a role to play yeah we we government cannot do it alone it should work in conjunction with private sector because what would happen the private sector is only worried about training their own employees and on occupational skills yeah instead of broadening you know skills based to say if somebody gets retrenched from that particular company he can do ABC something else besides what he is presently doing.

Mmm... mmm.... so around this issue of utilization of facilities is err err how do you think that might be approached for instance some of them might not be suitable to be used as centers for learning and so all?

Yeah those which are not suitable we need to then try and get funding I know it's difficult to get funding but we need to find way to meet you know to get funding from government from donors private sector we need this function between the private and the public and we need some sort of contract may be a social contract some sort of a between these two to say look we have an obligation we have people because of our past and because of that people were disadvantaged and unfortunately they dropped out of school or didn't get any schooling at all or any training at all hence we didn't have this political and morale obligation to assist those people and at the end of the day of course once we've done that it'll have a (660) for the economy of the country and for everybody with us you know to make a better place for everybody.

Err... err... the arrangements on head office districts and so on you have been able to highlight that what do you think at National could be the issues that needs to be looked into for enhancing policy process?

National we at eventually the province we need to call someone may be National need to also come up some sort of summit too because I'm gonna give you a reason the National err err the provinces look at the provinces you find that each province has a different set of operational rules for ABET or regulations at the moment I can look at North West doesn't have centers but has err satellites and there are a number of satellites they don't have full time staff you know the people are appointed on contract basis you know so what they need to do they need to correct that so that we have uniformity in the country and once we have uniformity and we then can be able to come together and say each province would be doing the following: the first thing that we need to do is to make sure that everything which is done in other provinces is the same you know similar so that we don't have different policies because at the moment is causing serious problems you know and we we it's uncoordinated and we need to coordinate that as well so National needs to coordinate first of all policies needs to call all provinces together see what's happening in the provinces and then come up with a common policy for all provinces.
Ok all right this has been quite useful and err do you think in terms of this discussion this area of focus that we've been focussing on there might be something that we have not touched on which you feel strongly that you need to be able to you know put across now?

Yeah I think it's a budget I understand that and I'm speaking under correction that 1% within I may be ½% is actually coming from the state coffers of the education budget for ABET and I'm just thinking that err that it's bit that is too little and it should be increased I understand that most of the that must go to mainstream probably those mainstream deals with the learners who are you know Grade 6 to grade err age 6 upwards but err more money even if it's 2% of the budget you know it will help the sector you know and then the other funding we could get from the private sector or any other donor people can fund us and whilst because every time we try a move we always see and hear that the problem is money you know for us to be able to to move you might have ideas to say I want to have an IT complex that you set up but because of the lack of funds you cannot have it so you want to budget because at the moment I mean the budget is just catering for for payment of salaries and may be some some for material but it should at least be increased quite so that it can improve err a lot of the centers.

Ok all right err yes let me thank you very much for the time that you've been able to make for us to be able to go through this interview I also want to assure you again as to that the issue of confidentiality will remain this interview will respect that and like I have said the results of this interview will help at two levels one, at the level of my own studies and also at the level of my work together with yourselves in terms of how we look at the centers, let me ask you some of this questions, how long have you been at the center where you are?

Probably '98 prior to that I was with the department also in ABET since '95.

Mmm... which department err?

District which was called C1

Ok

I was an ABET err coordinator officer ....yeah ....yeah I was a coordinator officer from then at the center yeah.

Ok all right at the moment are you responsible for any number of satellites?

Yes I have twelve satellites.

Eah

Twelve satellites err the most of them are ABE satellites you know basically except the one St. Charles Langa which is only skills and it deals with only catering, welding, carpentry you know but fortunately with that we have a partnership with the church we
no longer getting charged and they had given us the building facilities they have the
facilities but we then help with the educators employing the educators and paying the
educators they then supply them with tea and all (660) they get resources from Ireland
and Germany and the likes so that helps that's why I was talking with this partnership it
can work even with the church with the private sector because you find that if we can
meet each other half way err they are prepared to do that I was approached for example
in Pinetown by the Islamic err err center in Pinetown and they also got to come with
that type of arrangement where they would have give us the facility to run the facility we
will then err if it's approved by the department we can then supply the educators and then
reinforce so it also helps with budgets for the department again they don't have to.
....know they know that material resources are taken care of the only to do is to make
sure that qualified educators or trainers 'cause sometimes you know with the practical
skills you need to look at getting skilled people but not necessarily teachers but err
artisans you know yeah.

Mmm... ok in terms of number of educators out of the twelve err that you have how
many educators?

We have 167 at the moment.

167

Last year the number of learners was 3200.

Hmmm........

Which a thousand two hundred were Grade 12 and that also cause concern at this stage
because I mean we are ABET and err I think err at end of the day we need to start and
they are there remember they are there we need to try to get those learners one of the
problems we are reporting with learners if I may, problem is that we find that some of
the employers especially the employers of domestic workers do not want to release them
I'm not too sure what is the reason behind that and I would say I mean I do have a
domestic helper who's literate you know who can be able to answer the phone take
messages and all that and I'm not too sure why these people so I think also when we draw
up policy we need to engage those people you know to say that at the end of the day they
will benefit from this you know we're having serious problems in certain areas when it
comes to that, there is someone to release those and also another problem of cause is this
night school people are scared to go to the centers at night the reason which we all know
crime and therefore it would help people if we could have these classes during the day.

Ok all right err .....

The End ..
APPENDIX 4:

ISSUES: Issues/Themes out of the provisional interview transcriptions categories:

Issues/Themes out of the provisional interview transcriptions categories.

Themes

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<th>Policy Implementation</th>
<th>ABET Act not yet implemented</th>
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<td>Capacity Building</td>
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<td>Policies not given the chance to tried out through being implemented and modified through practice. Therefore policies on the shelf.</td>
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<tr>
<td>Commitment</td>
<td>Enthusiasm and motivation of stakeholders (principals and educators) affected through lack of policy implementation.</td>
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Political will → Lack of political will demonstrated through low budget allocation.

Commitment → Policy changes that motivates people or make them lose enthusiasm.

Stability → Lack of clear departmental structure which is stable

Stability → Continuous changes of structure and people (e.g. started with ABET officers (who were charged with the responsibility to drive the implementation process. Now they are being referred to as LPDF officers - most are new and do not have an idea of what is going on in ABET.

ABET sector used as springboard for new people in GDE.

ABET sector not taken seriously (not being involved in workshops and other relevant activities. ABET sector taken for granted).

Preference FET over ABET → Dilemma both in ABET and FET - separate policies, common programmes offering?

Resourcing the sector → Lack of sufficient human and financial resources for the directorate to give adequate support to ABET centers.

Stability → Too many changes happening which aect the sector negatively e.g. NDSOs are completely lost re: what is happening in the ABET centers.

Capacity Building → Training, updating and making sure that everybody is on board as far as ABET policy is concerned.

Co-ordination → Lack of coordination and communication therefore different sections of the department disperse different messages.

Need for coherent communication and consultation to facilitate policy implementation and avoid top-down approach.

Relevant training → Training not for the sake of training, consultation need to happen first in order to make training relevant and focused.
Night School ✤ Concept of night school not changed since there is no transformation. Classes still occur in the evening irrespective of the fact that learners are unemployed and attend during the day.

Dedicated ABET facilities ✤ Lack of dedicated ABET centers—centers are accommodated in night schools, thus adult learners have no access to the facilities during the day when most of them are available.

Dedicated ABET facilities ✤ Dedicated ABET center facilities need to be identified and allocated, these could be the underutilized schools.

Policy Implementation ✤ Stagnation in implementing ABET centers. Little is done to implement the policies.

Preference FET over ABET ✤ ABET under the FET directorate therefore attention and focus given to FET at the expense of ABET.

Dedicated ABET structure ✤ Need to have a separate directorate specifically appointed for ABET to ensure that ABET policy is implemented (both at HO & Dos)

Stability ✤ Lack of dedicated support to ABET centers by coordinators - only support day schools and this is done during the day.

Dedicated facilities ✤ Dedicated building for ABET centers are needed.

Policy coherence ✤ Policies (ABET and SASA) have similarities and do not differ much but the ABET seeks to ensure that centers do not duplicate programmes and they implement the training part of the integrated (Education and Training) requirement of the NQF.

Relevant Programmes ✤ Skills programmes are crucial but cannot be offered since there is physical space dedicated to ABET centers.
	✦ ABET centers to be developed into community learning centers and offer community based projects programmes.
Night School  ❖ Concept of Night School if changed and programmes offered to serve unemployed e.g. programmes such as literacy and HIV/AIDS, women and children abuse, poverty alleviation and fight against unemployment.

Success  ❖ Few positive things have happened re: implementation of the multi-year plan e.g. unit standards and materials have been developed. Learners have begun to benefit through e.g. how to read pay-slips, how to use ATMs as part of curriculum.

Staffing Issues  ❖ Staff issues at ABET centers

Training  ❖ Capacity building and training of educators in adult education methodologies.

Stability  ❖ Lack of job security leads to loss of time and money spent on training people who do not stay in the sector.

Commitment  ❖ Lack of commitment due to lack of stability and secure employment in the sector.

Labour Relation  ❖ Conditions of service for ABET educators vs. need to be looked into.

Policy coherence  ❖ Lack of uniformity in implementing policy e.g. other provinces pay educator not according to their qualifications (REQV13) but pay them a flat rate of R50.00 per hour. Whilst Gauteng pay educators according to the set scale as negotiated in the provincial Bargaining Chamber.

Dedicated ABET  ❖ Dedicated ABET directorate to drive ABET implementation is needed urgently.