

SECRET

DEPARTMENT OF EDUCATION

CABINET MEMORANDUM NO : **X OF 2008**

DATE : **June 2008**

FILE NUMBER : **X/XX/X**

1. SUBJECT

REPORT TO CABINET ON THE PROGRESS MADE BY THE *KHA RI GUDE* MASS LITERACY CAMPAIGN

2. PURPOSE

- 2.1 To appraise Cabinet on the progress made by the *Kha Ri Gude* Mass Literacy Campaign which is intended to enable 4.7 million adults to achieve basic literacy and numeracy over the period 2007-12.
- 2.2 To request Cabinet to approve modifications to the original plan as necessitated by the imperatives of implementation.
- 2.3 To brief Cabinet about the financial implications of the *Kha Ri Gude* Mass Literacy Campaign.

3. SUMMARY

- 3.1 The Constitution of the Republic of South Africa, 1996, declares education as a right, including adult basic education. However, many adults, who were denied this right in the past, are still not literate.
- 3.2 On 03 February 2006, the Minister of Education established a Ministerial Committee on Literacy (MCL), which was required to *inter alia* develop a strategic plan for a mass literacy campaign in South Africa to enable about 4.7 million illiterates who had never been to school to achieve a level of basic literacy, and thereby enable South Africa fulfill its commitment made at Dakar in 2000 of reducing illiteracy by 50%.
- 3.3 The MCL's report, a budget and a proposed campaign strategy were tabled and approved by Cabinet on 22 August 2007; and on 29 November 2007, the detailed operational plan for implementation was approved by Cabinet.
- 3.4 The Campaign strategy envisaged a three-year mass roll-out (2009, 2010 & 2011), preceded by two years of preparatory work and piloting, respectively (2007 & 2008); and another year for winding down (2012). Cabinet's approval provided the basis for the Minister to determine an organisational structure, in accordance with the proposed plan, and the modalities for delivery on this massive commitment.
-
- 3.5 This Memorandum outlines the key outputs achieved by the Mass Literacy Campaign in the period June 2007 and June 2008; and provides information relating to the budget allocations for the Campaign.

4. DISCUSSION

- 4.1 The *Kha Ri Gude* (let us learn) Unit has been established under the mandate of the Minister of Education. The Unit is established as an "arms length" Unit to enable it to respond rapidly to the delivery imperatives. The organogram of the *Kha Ri Gude* Unit provides for the Chief Executive Officer (CEO), Chief Operations Officer (COO), four Directors, and five multi-tasked administrative support staff. The CEO, COO, two Directors and three support staff have already been appointed; and the remaining posts have been advertised.

SECRET

- 4.2 The Unit is supported by an external administrative service provider, which was appointed by the Department of Education, prior to the establishment of the Unit, by way of an open tender. The external service provider provides the Mass Literacy Campaign with administrative services including: the procurement elements of the Campaign, data management, financial management, the administration of personnel (who are recruited by the *Kha Ri Gude* Unit), and certain project management.
- 4.3 Against the background of this support, the *Kha Ri Gude* Unit, (headed by the CEO who was appointed on 01 April 2008), is freed to focus on educational delivery, educator training, curriculum and materials development, coordination within the provinces, advocacy, publicity, mobilisation, monitoring, support, internal evaluation and research.
- 4.4 The *Kha Ri Gude* Unit has to date produced all the textual learner support materials for the Campaign. Eighty three different items of materials are either produced or are in the process of production for use in the Campaign. These materials are copyrighted to and are the property of the Department of Education, and contribute in a meaningful way to the country's resources for teaching adult literacy. Further the materials contribute significantly to the advancement of all South African official languages, thereby enabling the acquisition of literacy in the learners' mother tongue as per their Constitutional right. The following materials have been developed or are in the process of being developed:
- (a) Literacy primers in 11 official languages (350 663 books);
 - (b) Numeracy books in 11 official languages (350 663 books);
 - (c) Assessment portfolios in 11 official languages (350 663 books to be printed);
 - (d) English for Everyone: An English oral and reading programme (a total of 350 663 books will be printed);
 - (e) Readers in 11 languages: A total of 300 000 books to be printed – the volume of the books to be printed is limited by available funds (R1 million was made available by the Royal Netherlands Embassy);
 - (f) Literacy primers in Braille in the 11 official languages (2 000 Braille primers to be printed);
 - (g) Numeracy books in Braille (2 000 books to be printed);
 - (h) Assessment tools in 11 languages in Braille (for 200 volunteer educators);
 - (i) Readers in 11 languages in Braille (2 000 books to be produced);
 - (j) Volunteer's manual (24 000 manuals);
 - (k) Facilitator's lesson plans (21 786 table calendar type manuals); and
 - (l) Coordinator's manuals (200 copies).
- 4.5 As part of the initial plan, the projected learner participation in 2008 was targeted at 275 000 learners. But on 22 August 2007 Cabinet approved a target of 300 000 learners for 2008, which was announced by President Thabo Mbeki in his 08 February 2008 State of the National Address. To date, the Campaign has
- (a) enrolled 360 000 learners;
 - (b) established approximately 22 000 learning sites, and
 - (c) recruited 24 000 volunteer educators, 2 800 supervisors and 150 coordinators.
-
- 4.6 The Campaign also caters for the needs of deaf learners and has trained 60 deaf trainers to teach deaf illiterate learners. The Campaign specifically utilises deaf educators to ensure that the deaf too are to be taught through their "mother tongue", that is Sign Language. Since many of the adult learners, particularly those from rural areas, have not had the opportunity to learn Sign Language, the Campaign thus provides an opportunity for these adults to acquire this skill.
- 4.7 To date 24 000 volunteer educators have been recruited by the Campaign, 66% are youth below the age of 35 years. Volunteers are coordinated, managed and supported by sufficiently skilled coordinators, all of whom have post-graduate qualifications and substantial experience in community development or ABET-related work.

SECRET

- 4.8 The Campaign has prescribed ratios for optimal implementation and has determined stipends for the three levels of volunteers. For instance
- (a) the volunteer educator to learners ratio is 1:15; and the stipend for volunteer educators is R1 200 per month;
 - (b) the supervisor to volunteer educators ratio is 1:10; and the stipend for supervisors is R2 300 per month; and
 - (c) the coordinator to supervisors ratio is 1:20; and the stipend for coordinators is R5 000 per month.
- 4.9 Therefore *Kha Ri Gude* plays an important role in youth development as well as youth service, and makes a contribution towards the alleviation of poverty, to some extent, since the stipends are paid directly to the volunteers. The Campaign thus plays an important function in organising the youth and conscientising them on their social responsibility to the nation.
- 4.10 In addition to targeting the youth, the Campaign makes specific efforts to ensure that women and the disabled are specifically targeted both as volunteers in the implementation and also as beneficiaries of the Campaign. The large majority (79%) of the learners and 80% of the volunteer educators are women. The Campaign has specifically targeted learners with disabilities, with 7,8% of the learners enrolled being disabled. The training for the blind is to commence in July 2008 when 200 blind trainers and 200 (sighted) Braille teaching assistants will be trained.
- 4.11 The curriculum for the Campaign is equivalent to ABET level 1, and the teaching of the required skills is integrated into the relevant context and focuses on various social issues. Hence the materials simultaneously focus on a range of lifeskills such as budgeting; hygiene and health (including dealing with HIV and AIDS); livelihoods; nutrition; anti-xenophobia; environmental education; active citizenship – thus providing a sound platform for continued as well as lifelong learning.

5. IMPLEMENTATION

- 5.1 All the organisational set-up processes have been completed on time. These include:
- (a) the appointment and/or the advertisement of posts for core Campaign personnel;
 - (b) the recruitment and training of the first cohort of 24 000 volunteer educators, 2 800 supervisors and 150 coordinators. In-service training will be offered for the duration of the Campaign; and teaching is supported through lesson plans for each of the 85 lessons
 - (c) the recruitment and enrolment of the first cohort of 360 000 learners;
 - (d) the development of original literacy materials in the 11 South African languages by South African scholars and linguists;
 - (e) the printing, packaging and distribution of learner and educator training materials and stationery, including materials and assistive devices for the disabled;
 - (f) financial systems and risk management processes are operational;
 - (g) monitoring and evaluation systems are developed to ensure quality control of all activities;
 - (h) the District Literacy Coordination Units (DLCUs) have been established across the provinces. The DLCUs comprise relevant stakeholders including chiefs, members of the disability sector, women organisations, NGOs, CBOs, etc.;

SECRET

- (i) all administrative quality management tools and forms including daily registers, daily teacher reports and monthly report templates have been developed;
- (j) the databases for registering all learners and linking them with their volunteer educators, supervisors and coordinators are in place and are presently being populated to provide a platform for statistical and quantitative management; and
- (k) statistical and demographic profiles of learners, supervisors and coordinators will be generated and updated on a weekly basis to show initial trends and to provide statistical models of trends.

5.2 As the Campaign was rolled out, it became imperative to adapt the original plan approved by Cabinet on 22 August and 29 November 2007 as follows (the details are provided in *Annexure A*):

- (a) the provincial secretariats have been replaced with provincial senior coordinators to be identified in provinces with large learner registration numbers;
- (b) the learner target for 2008/09 was reduced to 300 000 learners; and the mass roll-out of the Campaign shifted to 2009/10, 2010/11 and 2011/12 with 1,22 million learners targeted;
- (c) the appointment of an external agent translated into the restructuring of the *Kha Ri Gude* Unit's organogram;
- (d) the materials development process produced a numeracy book, a mother tongue literacy book, an English book, and an assessment book for each learner to ensure optimal quality; and
- (e) the enthusiasm of illiterate South Africans who enrolled in the *Kha Ri Gude* classes in 2008, exceeded the approved target in (b) above by 60 000 learners as at 31 May 2008.

5.3 The direct and potential benefits and impact of the Campaign on the poor and vulnerable communities include but are not limited to the following (the details are provided in *Annexure B*):

- (a) poverty alleviation;
- (b) the stimulation of the local economy;
- (c) the provision of free education;
- (d) the provision of world-class materials;
- (e) community cohesion;
- (f) synergy between *Kha Ri Gude* and social development;
- (g) addressing xenophobia;
- (h) enabling access for learners with special needs; and
- (i) targeting women, youth, the aged and the disabled.

6. ORGANISATIONAL AND PERSONNEL IMPLICATIONS

6.1 The Campaign presently has recruited 24 000 volunteer educators, 2 400 supervisors and 150 coordinators. Personnel already employed by the Provincial Education Departments will be designated as provincial senior coordinators.

6.2 The *Kha Ri Gude* Unit has either filled or advertised the posts in its organogram.

6.3 A Chief Operations Officer (COO) has been appointed to provide support and control mechanisms for the Unit, including overseeing the services provided by external administrators, vis-à-vis procurement imperatives; project, data, human resource, and financial management and administration; procurement of office space and management of the *Kha Ri Gude* Unit itself; coordinating and assessing the effectiveness of the advocacy campaign; coordinating consultations with relevant partners and stakeholders, such as State departments and organs, Provincial Executive Committees and Heads of

SECRET

Education, etc.; and providing professional and financial management as well as operational and administrative support to the CEO.

- 6.4 A Financial and Administrative Manager and an expert on education for learners with special needs (ELSEN) have been seconded to the Unit. Two advertisements have been placed on national newspapers to appoint two additional managers.
- 6.5 Also seconded to the Unit are two Senior Administrative Officers and a Senior Secretary (Grade IV) to assist with multi-tasked administrative support imperatives. Advertised is a Senior Administrative Officer's post and that of a Senior Secretary (Grade II), who will assist the Director: ELSEN, who is blind himself.
- 6.6 As indicated in paragraph 4.2 above, a service provider has been appointed through a tender process to expedite all logistical processes for the *Kha Ri Gude* Mass Literacy Campaign.

7. FINANCIAL IMPLICATIONS

- 7.1 Firstly, the plan approved by Cabinet on 22 August and 29 November 2007 anticipated the mass roll-out of the Campaign in 2008, 2009 and 2010. The enrolment learner target was anticipated at 1,22 million learners. At the per capita expenditure of R1 269 projected in the initial plan, the anticipated expenditure of R1,548 billion would have been required. However, Cabinet approved a revised learner target of 300 000 learners for 2008, followed by a mass roll-out of the Campaign in 2009, 2010 and 2011, with a learner target of 1,22 million for each of the three financial years. Therefore at the total per capita expenditure of R1 269, a total budget of R381 million was required for the 2008/09 financial year. R350 million was allocated for the 2008/09 financial year, resulting in a R31 million deficit.
- 7.2 In addition, as at 31 May 2008, 360 000 learners had been registered at the *Kha Ri Gude* learning sites, exceeding the target approved by Cabinet by 60 000 learners. At the per capita expenditure of R1 269, the 60 000 additional learners require an additional R76 million. Therefore for an effective roll-out of the Campaign during the 2008/09 financial year, the deficit of R107 million should be covered. A formal request to this effect has been made through a Treasury Committee Memorandum.
- 7.3 Further, to massify the Campaign in the outer years, two intakes are planned, with the first phase of classes commencing on 15 April 2009; and the second phase either staggered or commencing on 15 October 2009 or earlier. Each learner target is projected at 610 000 learners. For the timely commencement of the April 2009 classes, it is essential that preparatory work be done in the current financial year. The request for an advance has been made through a Treasury Committee Memorandum.
7. Finally, the current MTEF allocation is not adequate. A request for the revision of the current MTEF allocations will be submitted to National Treasury.

8. COMMUNICATION

- 8.1 Presently, the Campaign has relied to a large extent on "free" media coverage offered by community radio stations, SABC radio, SABC-TV and special print media releases.
- 8.2 In addition to the *Kha Ri Gude* Unit's advertising on national and community radio stations and in community and national newspapers, communities and volunteers have established district literacy coordination units and these have played a significant advocacy role using a range of modalities. The volunteers have been actively involved in marketing the Campaign in their districts. A range of methods have been used including: (a) word of mouth; (b) meetings with communities, women's groups, the youth, taxi organisations, trades unions, traditional leadership, and traditional healers; (c) door to door visits; (d) announcements in churches, at funerals, at *Izimbizo*, taxi ranks, and society

SECRET

meetings; (e) interviews and announcements on local and community radio, and community newspapers; (f) display of posters; (g) distribution of pamphlets; (h) adverts on notice boards; and (i) even loud hailing.

- 8.3 Presently the Unit is in consultation with the Departments of Correctional Services, Science and Technology, Water Affairs and Forestry; Provincial Premiers and their respective Executive Committees; and has consulted the Council of Education Ministers (CEM); Heads of Education Departments Committee (HEDCOM); and Senior Management of Provincial Education Departments.
- 8.4 Negotiations with strategic media (both print and electronic) are underway. Consultations with keen cellphone providers and the National Lotto are also planned.

9. CONSTITUTIONAL IMPLICATIONS

- 9.1 The Constitution of the Republic of South Africa, 1996, declares *basic education as a right, including adult education*. The Bill of Rights states that *the State must respect, protect, promote and fulfill the rights in the Bill of Rights*, including Clause 29 section 1(a), that enshrines *the right of all citizens to adult basic education*. The Bill of Rights also enshrines *the right of everyone to receive education in the official language or languages of their choice in public educational institutions where that education is reasonably practicable*.

10. SECURITY IMPLICATIONS

- 10.1 None

11. IMPLICATIONS FOR VULNERABLE GROUPS

- 11.1 Details at *Annexure B*

12. STRATEGIC FOCUS OF THE MEMORANDUM

- 12.1 South Africa's *Education for All* (EFA) literacy target for the period 2002 to 2015 is to reduce adult functional illiteracy from 33% to 17% by 2015. This means, using the 2001 Census figures, that about 4,7 million adults need to become functionally literate (Department of Education, 2002).
- 12.2 These literacy and basic education objectives furthermore coincide with the United Nations Millennium Development Goals (United Nations, 2000). Adult learning provides a critical way of impacting on poverty reduction and economic development efforts – whether in agriculture, natural resource management or small enterprise – more participant-driven, cost-effective and locally self-managed and therefore more sustainable. The development of civil society and progressive democratisation of social institutions all require the means for new skills and broader knowledge. Adult learning is central to this process. Similarly, public health promotion and in particular the efforts to overcome the HIV/AIDS pandemic, are arenas where necessary knowledge and skills and the active participation of adults in eradication efforts are absolutely essential.
- 12.3 The *Kha Ri Gude* Mass Literacy Campaign will also coincide with and contribute to the United Nations Literacy Decade 2003-2012, which is coordinated by UNESCO and is a component of the global drive to achieve Education for All by 2015. The Literacy Decade reaffirms *“that literacy for all is at the heart of basic education for all and that creating literate environments and societies is essential for achieving the goals of eradicating poverty, reducing child mortality, curbing population growth, achieving gender equality and ensuring sustainable development, peace and democracy”* (United Nations, 2001).
- 12.4 In implementing this five-year literacy campaign, the Department of Education undertakes to:

SECRET

- (a) teach people to read, write and calculate in a sustainable and functional way;
- (b) create an enabling environment for reading and promote reading generally (particularly in the home and workplace);
- (c) promote a sense of community responsibility for educational development and in particular to gain youth support for the campaign;
- (d) proactively engage formal adult education systems in an effort to create effective post-literacy learning pathways;
- (e) engage with government at all levels to ensure that political will and government support during mobilisation and campaign provision is visible, effective and multi-sectoral; and
- (f) secure substantial and adequate funding for the mission.

13. OTHER DEPARTMENTS AND ORGANISATIONS CONSULTED

13.1 As in paragraph 8.3 above.

14. RECOMMENDATION

14.1 It is hereby recommended that Cabinet

- (a) notes the progress made by the *Kha Ri Gude* Mass Literacy Campaign;
- (b) approves the changes made to the initial operational plan as outlined in *Annexure A*; and
- (c) notes the financial implications outlined in paragraph 7 above.

15. CONTACT PERSON

Prof Veronica McKay
CEO: *Kha Ri Gude* Mass Literacy Campaign
Department of Education

Mr Duncan Hindle
Director-General
Department of Education

16. AUTHORISATION FOR PROCESSING THE MEMORANDUM

GNM Pandor, MP
Minister of Education
Date:

SECRET

ANNEXURE A: Changes to the original plan approved by Cabinet

During the implementation of the programme, it became imperative that the plans for the Unit be adapted in line with the roles assumed by the external service provider, and also in response to practicalities arising through the actual implementation of the programme. This meant that certain changes be made to the operational plan submitted to Cabinet on 22 August 2007. The changes include:

- (a) **Provincial secretariats:** The original plan proposed that *Kha Ri Gude* literacy secretariats be established in each of the provinces. The establishment of these would have required that the Campaign establish new structures and develop office infrastructure, etc. across the nine provinces for the duration of the Campaign. It was decided however, that these should be substituted by the Campaign appointing existing personnel from within the Provincial Departments of Education and accommodating them within existing departmental arrangements. This will have the advantage of utilising already existing infrastructure, take away the need for introducing lines of management and reporting and also set in place linkages and reporting structures within the provinces. This will result in a saving of R30 million which was allocated for provincial secretariats in the approved budget.
- (b) **Change to the targeted numbers:** The approved plan envisaged that the massified component of the Campaign would be run over a three year period – 2008, 2009 and 2010; and that the project years 2011 and 2012 would be dedicated to completion or ‘mopping-up’ and closure. With the reduction of the target in 2008 to 300 000 learners, project years 2009, 2010 and 2011 are now scheduled for massification with the closure and ‘mopping up’ in 2012.
- (c) **The need to go beyond the original targets:** The approved plan envisaged that 300 000 learners would enroll for literacy classes in 2008. By 31 May 2008, this number was exceeded with 360 000 learners enrolling for classes across South Africa.
- (d) **Changes to the organogram:** The implementation model has given rise to a new organogram. The appointment of the external provider has meant that the staffing structures within the *Kha Ri Gude* Unit could be reduced since the administrative functions of the Campaign are now undertaken by the appointed service provider. Research and monitoring functions will be subcontracted (rather than be carried out internally). The result is a much leaner staff complement. The original plan also made provision for the inclusion of Cuban advisors. However, given the Campaign’s rapid achievement of its targets, the progress made in its materials development and the expertise of the coordinators, this component is no longer necessary. This exclusion cuts the original costs by a further R9 million.
- (e) **Materials and the supply of additional reading materials:** The original Campaign plan envisaged only one primer/workbook per learner with a supplementary reading book, and book box for each class. However, in the materials development process it was considered pertinent to produce a numeracy book, a mother tongue literacy book, an English book, and an assessment book for each learner to ensure optimal quality. The existing budget does allow for procuring additional materials.

SECRET

ANNEXURE B: Direct and potential benefits and impact on the poor and vulnerable communities

The Campaign has the potential to impact on the lives of the poor and vulnerable:

- (a) **Impact on poverty alleviation:** The Campaign directly impacts on poverty alleviation and the unemployment problem. *Kha Ri Gude* pays stipends directly to the volunteers who are mostly unemployed youth. These payments can be seen to make a significant financial contribution to some of the poorest households since the majority of the Campaign volunteers are from rural areas, townships and informal settlements. *Kha Ri Gude* can also be seen to have a major role to play in the creation of 'voluntary job' opportunities for more than 25 000 campaign operatives. Job creation and the alleviation of poverty are principles which underlie the Campaign's decision to neither outsource the teaching component, nor to follow a 'grants model' of implementation. Accordingly, Campaign operatives receive their stipends directly from the Campaign without the funding having to flow through a 'middle man'.
- (b) **Stimulation of local economies:** In addition to the alleviation of poverty via the direct payment of stipends, the Campaign can be regarded as a vehicle for job creation and for stimulating the economy through its extensive utilisation of local contractors for the delivery of materials to local learning sites. Local contractors have also been used to supply of meals for the 24 000 volunteers over their five days of training. Local women were contracted to supply more than 120 000 meals at R35 per person per day. The use of local contractors has presented many unintended consequences for Campaign. It has played a significant role in advocacy by heightening the awareness about the Campaign amongst the *Kha Ri Gude* target groups.
- (c) **The provision of free education:** The Campaign has ensured that illiterate learners are able to access education absolutely "free" – wherever they are. Unlike the funding of public schools which focuses on the 60% of the poorest of the poor (i.e., quintiles 1-3) *Kha Ri Gude*'s roll-out is entirely free for all registered learners.
- (d) **The provision of world-class materials:** The Campaign has provided world-class quality materials free of charge for the learners and volunteers. These materials now form part of the Department of Education's resources for ABET delivery. The materials contribute to the enhancement of the African languages both in text format as well as in Braille.
- (e) **Community cohesion:** The Campaign plays a significant role in enhancing community cohesion as learning groups become established in communities. The Campaign has directed much of its advocacy at women's groups, *stokvels*, youth groups, and faith-based organisations who have extended their functions to include basic literacy. The District Literacy Coordination Units are being established to carry out a range of functions, including advocacy, the recruitment of volunteers, the identification of venues and general community oversight.
- (f) **Synergy between *Kha Ri Gude* and social development:** The Campaign has benefited from the support provided by the Community Development Workers (CDWs). While the CDWs have assisted with the mobilisation of communities, they now have the benefit from the organisational structures of classes of community members, most of whom are indigent. These organised learning groups offer many possibilities for CDWs and other social service departments to carry out advocacy work and to supply food parcels, issue Ids, and register potential recipients for social grants.
- (g) **The xenophobia problem.** The learner materials directly address issues of xenophobia as part of the general human rights approach taken in the materials. Moreover, the Campaign data reflect that number of learners registered on the Campaign's database have registered by way of foreign passports. The database is currently being analysed to establish the statistics of foreign learners supported by the Campaign.

SECRET

- (h) **Enabling access for learners with special needs.** The Campaign has made a strategic effort to target the disability sector. To this end, the Campaign has developed materials in Braille, trained deaf and blind educators, and has adjusted its protocols to accommodate disabled and aged learners. By 31 May 2008, 7.8% of the learners enrolled on the programme reported to be either physically, intellectually, and visually or hearing impaired.
- (i) **Targeting women, youth the aged and disabled:**
- 21% of the learners are youth below the age of 35; and
 - 66% of the educators are youth below the age of 35.

 - 79% of the learners are women; and
 - 80% of the volunteer educators are women.

 - 16% of the learners between 60-69 years of age; and
 - 10% learners are above the age of 70 years.

 - 7.8% of the learners are disabled.