

1. Discrepancies identified with the recruitment of learners

Requirement

The literacy campaign document stated that the volunteer educator (VE) is expected to do the following during the setting-up phase of the campaign:

- Recruit 18 adults with no schooling or with less than grade 7 schooling (standard 5) who will comprise his/her class of learners.
- Screen learners using placement test contained in the Kha Ri Gude (KRG) Volunteer Manual. Only learners that fail the screening test should be admitted to the literacy classes.

The geographical spread of potential learners should be taken into account when coordinators, supervisors and VEs are appointed in the provinces to ensure that the maximum unschooled adults are reached by the campaign.

Audit finding

1.1 Kha Ri Gude undertook to recruit a target of 4,7 million to enable at least 3,8 million functionally illiterate¹ and semi illiterate² adults to become literate and numerate by 2015 without considering the illiteracy percentage in different provinces.

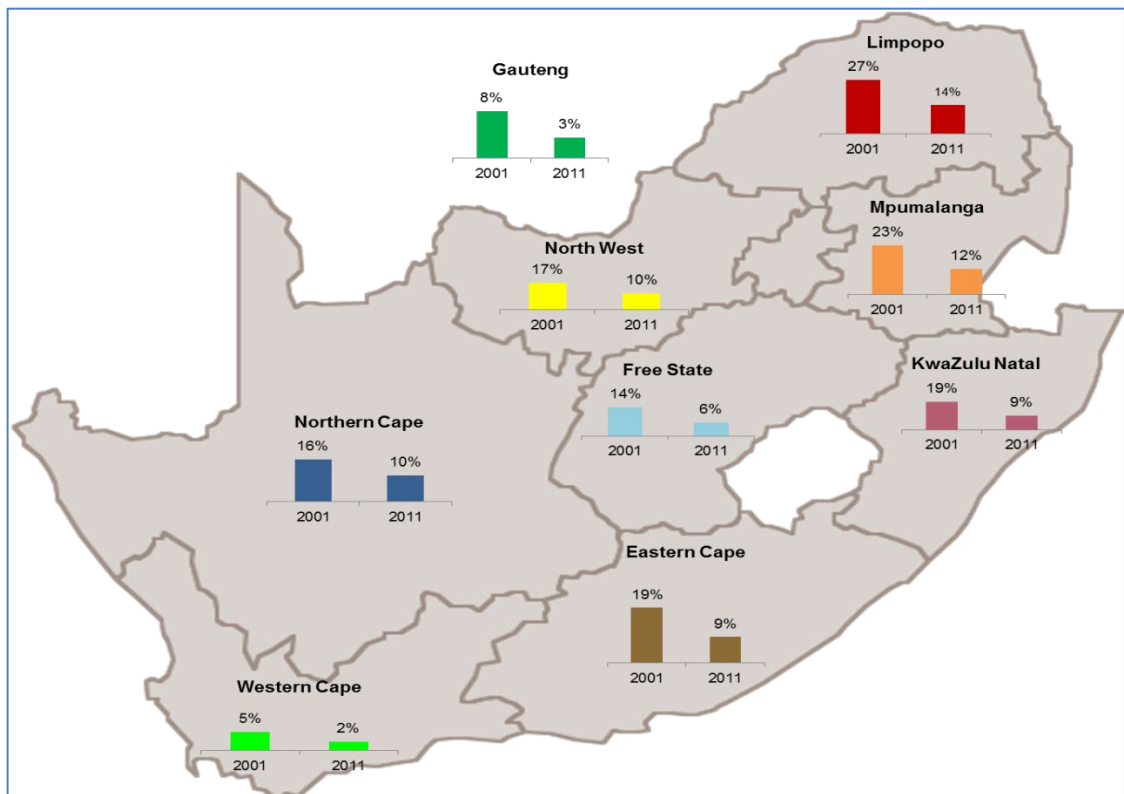
The lack of correlation between the illiteracy percentage in the province and the percentage of KRG learners in the same province is evident from the figure below. For example only 4% of the KRG learners were enrolled in the Free State during 2008 although 14% of the illiterate adults were geographically³ situated in the Free State.



¹ Adults with no schooling

² Adults with non to less than grade 7 schooling

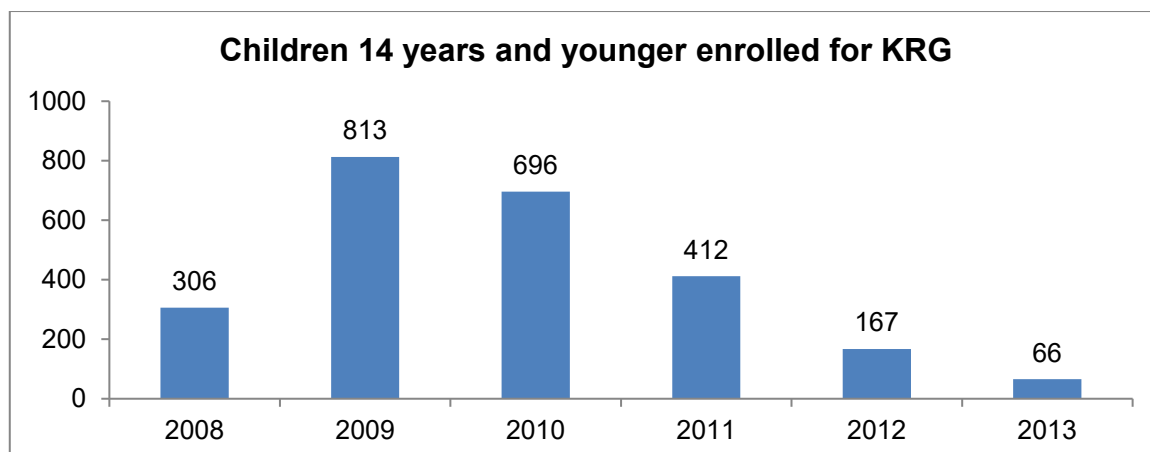
³ Adults aged 15 years and older, according to the Census 2001 and 2011. with no schooling,



1.2 During analysis of the database, it was identified that learners in the age group of 1 - 14 were enrolled for KRG. The South African Schools Act, 1996 (Act No. 84 of 1996), section 3(1) requires all children of age 7 to attend school until they reach the age of 15 or the ninth grade, whichever occurs first. However, these children which should have achieved literacy through the normal schooling system enrolled for KRG from 2008 to 2013.



As schooling has been compulsory since 1996, people in the age group of 1 to 14 should not be enrolled in adult literacy programmes. A total of 2 460 learners in this age group enrolled for KRG from 2008 to 2013. Although the number of learners aged 14 years and younger enrolled for KRG peaked in 2009 where after it steadily reduced to 66 learners in 2013 as indicated in the table below.



1.3 Root cause

- The KRG roll-out was not planned to ensure consistent roll-out i.e. based on geographical spread in provinces and regions.  Previously trained ABET educators from the South African National Literacy Initiative (SANLI), was recruited as coordinators and supervisors.  Because the coordinators and supervisors were already present in specific areas, recruitment of VEs and ultimately the learners took place close to home, and not according to the geographical need of the country.
-  Coordination and communication to facilitate entry of illiterate children up to the age of 15 into mainstream schools were lacking between KRG and learner support services within DBE.

1.4 Impact

-  The reduction in the illiterate adults in certain provinces was lower than others. For example, the illiteracy for North-West only reduced with 38% against the average reduction of 51% for South Africa, This left North-West and Northern Cape as the provinces with the third highest illiteracy rate of 10% after four campaign years. The department had to revisit their targets per province for the 2013 and remaining Kha Ri Gude terms, to reduce illiteracy consistently in all provinces.
- The attendance of KRG by illiterate children up to the age of 15 provided a short term solution but kept learners from potential learning at mainstream schools.

Recommendations

- The department should ensure that the need for Kha Ri Gude is used as a basis to determine the number and spread of staff resources going forward. The Census 2011 figures as well as the discrepancies identified on the Kha Ri Gude learner numbers

should inform the need for staff and the placement in the different geographical areas for the remaining period of the campaign.

- The department should revisit the budgeted cost per learner to ensure that sufficient funds are made available as the campaign will be coming to an end in two years with an approximate **XX** number of learner still to be educated.
- The department should establish proper communication and coordination channels between KRG and learner support services to facilitate the entry of these children into mainstream schooling.
- The department should analyse the learner database and identify the children that should be enrolling in mainstream schools. These children should be located and reasons for non-attendance at basic schools should be investigated.

Management response

We respond to the two issues raised by the AG:

1) That SANLI was the driver for the distribution of the Kha Ri Gude campaign

The AG states that KRG focused on implementation in KwaZulu Natal, Eastern Cape and Limpopo and less so in Free State because the South African National Literacy Initiative (SANLI) had already deployed educators in these provinces. Hence the AG states that the recruitment of VEs and learners was based on the location of the SANLI volunteers.

Indeed SANLI did have *higher* numbers of volunteers in the provinces with *higher* illiteracy rates and this was an enormous help to the campaign in these provinces.

We however disagree with the AG's conclusion that the SANLI representation determined the geographic spread of KRG. We wish to point out that SANLI was implemented during the period 2002 to 2003. It ran approximately 7,000 literacy units with many educators conducting two classes as was possible at that stage. There was no way in which SANLI could provide adequate manpower to implement Kha Ri Gude which consistently required between 30 000 and 40 000 VEs per annum. While some of the SANLI capacity was indeed utilised, large numbers of SANLI VEs were not available in 2008 and it was necessary for the Campaign to recruit approximately 30 000 new volunteers. (See appendix A showing methods used for recruitment and mobilisation by the Campaign.)

Secondly, the Campaign strategy suggested either a geographic distribution or following thematics (e.g. rural learners or informal settlement learners etc). There was no reason why the Campaign could not "work its way" through provinces tackling those with the

highest rates of illiterate learners: Hence KRG directed its focus on Kwa Zulu-Natal,⁴ Eastern Cape and Limpopo while maintaining a lesser focus on provinces with lower actual numbers – intending to tackle these later in the Campaign period refocuses on the provinces with smaller numbers in its latter years and ultimately conducts what the MCL report made provision for – a “mopping up” period in its last year. .

The provinces mentioned by the AG as having had lower impact are those provinces with the lowest illiteracy rates and lowest actual numbers (North-West, Northern Cape, and Free State) which would be attended to in the latter years of the campaign as the Campaign exits from the provinces with numerically the highest need.

We wish to draw attention to the Audit finding 1.1 and to the accompanying graph.

Firstly, the 2001 figures utilised by the AG bear no resemblance to the Census 2001 statistics on people aged 15+ and with less than Grade 7 education. (The actuals were Gauteng 12%, KZN 19%, Eastern Cape 21%, Western Cape 11%, Limpopo 26%, Mpumalanga 19%, North West 14%, Free State 18%, Northern Cape 13%).

Secondly the figures purporting to be the percentage of KRG learner in each province cannot be accurate because they only total 75% (what happened to the missing 25%?).

The graph, whatever it is actually representing, cannot be used to support the contention that there is a lack of correlation between the percentage of KRG learners in the province and the province's percentage of the national total.

2) That some children registered for the Campaign

The AG states that that “as schooling has been compulsory since 1996, people in the age group of 1 – 32 should not be enrolling in literacy programmes.” No doubt the South African education system should be perfect and there should be no failures and no dropouts. We refer to the table above in which shows a total of 2 460 learners who enrolled for the Campaign who were below the age of 15 years. This amounts to a miniscule <>% of the total number of learners enrolled on the Campaign.

⁴ It was pointed out to the AG that KZN had its own campaign, Masifundisane from 2005 to 2010 and account was taken of this with lower target numbers initially.
[http://www.kzneducation.gov.za/Portals/0/Circuiars/General/2013/masifundisane\[1\].pdf](http://www.kzneducation.gov.za/Portals/0/Circuiars/General/2013/masifundisane[1].pdf) (accessed on 13 June 2014).

Learners below the age of 15 years	
2009	937
2010	983
2011	807
2012	525

We have already submitted on 1 April 2014 a detailed written response to the AG with regard to this phenomenon. No doubt the South African education system should be perfect and there should be no failures and no dropouts. But the reality is that there are thousands and thousands of young, out-of-school, people who are not functionally literate. International norms are for adult literacy campaigns to admit people from age 15 upwards. The actual quantum of learners below the age of 15 enrolled in Kha Ri Gude is very small. In all literacy campaigns there are children who for various reasons. In Kha Ri Gude, this group includes: This group includes children who are disabled and children who live on the street and children who are heads of households or who are caring for siblings or ill parents who have at times appealed to Kha Ri Gude for access. It also includes children in prisons. In 2009 there were approximately 2000 children awaiting trial in the juvenile section at Polsmor which was one of the sites for Kha Ri Gude.

In recognition of the context in which Kha Ri Gude operates, we refer to the following statement taken from the South African Human Rights Commission Charter of children's basic education rights, 2012 which states that despite developments in the provision of education, there is a shared recognition, as articulated by the Minister of Education in 2011, that "the challenges confronting us remain substantial" (Department of Basic Education Annual Report, 2011). Challenges include equalising access for the vulnerable groups of children that remain disproportionately excluded from school, such as children with disabilities and children in rural areas. An estimated 476 000 children with disabilities of school-going age were out of school in 2010 (Department of Basic Education, 2011).

The UNICEF evaluation of Kha Ri Gude (2009:26)⁵⁵ laments that the campaign did not

⁵⁵ UNICEF undertook an evaluation of the Campaign in 2009 visiting 20 sites including 2 sites for blind learners and the juvenile section at Polsmor prison which had at that stage approximately **2000 awaiting trial children**. This study undertook to:

1. To assess the **effectiveness** of the project (i.e. the extent to which the project stated objectives are being achieved or can be achieved).
2. To assess the **relevance** of the project (i.e. appropriateness of the project in the relation to the country needs and situation and project location).
 - a Are the objectives keeping with locally defined needs and priorities?

draw in more younger learners.

One of the sites visited: Kliptown (Soweto) was significantly informative. The deprived area has an important number of street youth and teen mothers (16 years old and above) who would benefit from the literacy classes, but who shy away because of the perception that the classes are for the elderly. Even though South Africa has a high basic education enrolment rate, children and young people of deprived areas cannot afford to go to school because of indirect costs, poor nutrition and food scarcity – to name a few reasons. The program should also have targeted courses for children and adolescents heading households (including Aids orphans), and should work with line ministries in that direction.

The UNICEF evaluation of Kha Ri Gude further recommends:

Special classes for young people and teen mothers to be set up in deprived areas e.g. Soweto.

...

Better communication concerning the target groups and purpose of the MLC; as well as better advocacy to reach out to *young* people especially in disadvantaged areas. Address specific at risk group[s] e.g. adolescents in juvenile centers or in vulnerable situations to offer learning opportunities vs at risk behaviors

b. Should the direction of the MLC be changed to better reflect those needs?

3. To determine the **sustainability** and ways to improve the project design, with special focus on the content and delivery of the project

a. To what extent does the MLC establish processes and systems that are likely to support the continued learning and development of the learners?

Impact Evaluation to investigate direct and indirect program impacts on various stakeholders including children, parents, grandparents, coordinators, facilitators, teachers, and communities.

Process Evaluation to understand how the program works and if the program implementation maintains fidelity to the program design.

Cost Evaluation. Investment in literacy and numeracy is often seen as an effective way to bring about positive social and economic returns, especially for poor families. A cost-benefit study attempts to estimate the dollar value of total benefits to the society for every dollar spent on the program to explore the direct and indirect benefits of the program for the children and families served.

This is acknowledged in its EFA12 submission, the DBE reports that 99% of children, both boys and girls, attend school. This quantitative achievement, although impressive, still suggests that some 200 000 children are not in school.

Hence while we agree completely with the AG that such children should be catered for *outside* of the Campaign, the reality is they are not.

Auditor's conclusion

2. Recruitment of Volunteer Educators without the required qualifications, skills and experience

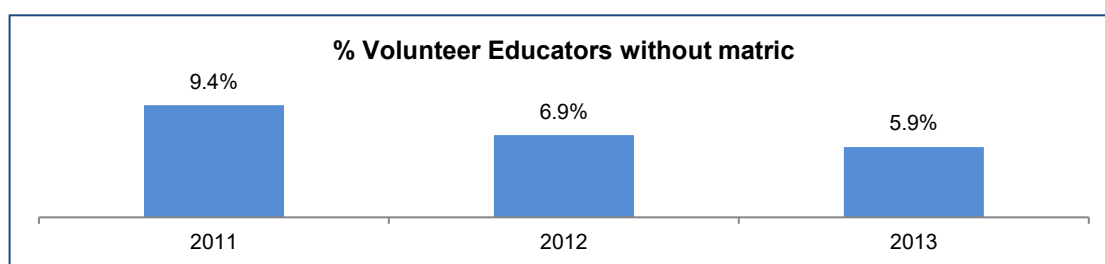
Requirement

The literacy campaign document stated that, the supervisors are expected to recruit volunteer educators (VEs) which will form part of their structure during the setting-up phase of the campaign. The document also stated that the coordinators and monitors should assist with the recruitment of supervisors and VEs.

VEs with the required qualifications and experience should be recruited to ensure that quality teaching can be provided at the Kha Ri Gude (KRG) learning centres.

Audit finding

2.1 Some VEs did not have the advised/stated minimum qualifications of NQF level 4 (grade 12). Although the number of unqualified VEs reduced by 37% from 2011 to 2013, 2 269 VEs were still unqualified during 2013 as is illustrated by the graph below.



The following shortcomings were noted when the VE database was analysed by the auditors:

- 2.1.1 Five VEs as young as 16 years of age were registered on the database during 2012 and 2013.
- 2.1.2 Some KRG learners became VEs after completing KRG. These VEs had an equivalent of grade three qualification. However, certain VEs had only attended and not necessarily completed KRG. These VEs did not even have a qualification. All these VEs were therefore underqualified to teach KRG. VEs that were previously KRG learners represented 4% of the total number of VEs in 2013. Twenty nine per cent of the underqualified VEs in 2013 did not complete KRG in relation to the average of 20% from 2009 to 2013 that did not complete KRG

before becoming a VE. The annual fluctuation of these VEs is evident from the table below. It is estimated that 74 790 learners were taught by the 4 155⁶ VEs.

	Total number	Submitted LAPs	Passed	% that did not pass
KRG Learners in 2008 became VEs in 2009	473	231	213	55%
KRG Learners in 2009 became VEs in 2010	645	539	530	18%
KRG Learners in 2010 became VEs in 2011	630	529	528	16%
KRG Learners in 2011 became VEs in 2012	768	650	647	16%
KRG Learners in 2011 became VEs in 2013	833	700	699	16%
KRG Learners in 2012 became VEs in 2013	806	705	704	13%
Total KRG learners which became VEs from 2009 to 2013	4 155	3 354	3 321	20%

Are these % figures correct

Root cause

- The department also did not have a formal policy setting out clear recruitment criteria and the minimum qualifications needed by VEs. The operational plan of 2007, as well as communication to the Portfolio Committee on Higher Education and Training in Limpopo 2009, advised/stated a minimum qualification of grade 12 for VEs. This was however not implemented.
- The reasons for appointing unqualified educators were as follow:
 - The department did not evaluate qualifications of VEs before appointment. Qualifications were not clearly indicated on registration forms for VEs and no proof of qualification was submitted.

Impact

The use of unqualified VEs could result in the objectives of improving literacy in the country not attained and the target not reached. It could also result in dropouts and producing unskilled learners.

Recommendations

- The department should compile and implement a policy containing clear qualification and recruitment criteria and ensure the consistent application throughout the provinces. 

⁶ A volunteer educator recruits 18 learners

- The department should institute a process of evaluating the VEs qualifications before appointment.
- The department should investigate instances where previous KRG learners became VEs. The department should also determine the impact of using these VEs on the achievement of the campaign objectives.
- All VEs should be assessed and developed to ensure that they meet the minimum requirements.

Management response

Response to audit query 2.1 regarding VE educator qualifications

We agree with the AG that the Campaign should strive to have the maximum number of matric qualified educators. However, it is recognised that a small number of volunteers who had experience in community or development work or who had another post school qualification would have been recruited by a supervisor and so exceptions to this rule were possible based on the recognition of prior learning or experience. It is recognised too that the campaign accepted deaf and blind educators with a lower qualification because of their scarce skills (sign or braille) and that the helpers (to assist blind educators) may also have had lower qualifications. It was also noted from our perusal of the data that often VEs who indicated some or other tertiary or further education often did not indicated that they also had a matric. They merely indicated their highest qualification. It was possible for NGOs and even universities to train ABET practitioners who did not have a matric. These “qualified educators” were allowed to volunteer. Serves to mention that even in schooling we still have a number of unqualified teachers including teachers without matric.

The working policy of the KRG unit had agreed that matric was a desired qualification however it accepted that experience in other community engaged or development projects or an ABET qualification was optimal. This view is supported by the Ministerial report (p99):

Training and support of educational staff and volunteers

The success of the Campaign will depend on effective educator training. Experience in other mass campaigns has highlighted the importance of continuous training and development of the literacy educators.

The envisaged model of educational delivery envisages three major categories of educational staff (apart from higher level literacy advisors)

and one category of monitoring staff who will regularly interact with the educators. All these categories will require specific new training related to the campaign and their work within it.

Level	Educational delivery	Monitoring
District / Special	Supervisors	Monitors
Local	Coordinators	Monitors
Site	Tutors	

Tutors [or volunteer educators] are the front line staff who engage with the actual learners at the various sites of delivery. Ideally a tutor would run a class or group of 15 learners. In practice, allowing for dropout and other problems, the final average group size is likely to be less than this. Ideally, tutors would teach more than one group of learners, though some, particularly genuine ‘each one teach one’ volunteers, might be tutoring a single person or a very small group of learners.

This campaign is based on an assumption that the tutors will not usually be well qualified educators. Thus, no assumptions will be made about their abilities to design and teach literacy lessons. Consequently, they will be provided with carefully designed materials to guide them in the classes they run.

... They need training to understand the materials and how to use them. They will need training to enable them to support the learners’ achievement of the stated outcomes, using the specific methods identified for the campaign. They will be trained to use active, participatory methods and to assess learners in an integrated way.

...

The training should be along the lines of that described in the the *Asifunde! Educators Training Course* prepared for SANLI in 2002.

Most tutors are likely to have no literacy teaching qualification or training, though ideally tutors would be qualified with either a NQF level 4 or NQF level 5 certificate qualification in literacy/adult basic education or by equivalent training received in the private sector or a non-governmental organisation (MCL Report 2006: Chapter 12).

We contend that the AGs indication of the few non-matriculated VEs needs to be seen in relation to the larger cohort of volunteers. As indicated in our previous response to the AG, it was necessary to recruit VEs with lower qualifications in areas where voluntary

capacity is scarce. There is no evidence given that so-called unqualified (i.e. non-matriculant) educators taught poorly. Having a matric to teach basic literacy is simply a useful screening device to ensure that the educator is literate and educated. For decades primary school children were taught by teachers with a Grade 7 or 9 qualification.

Response to audit query 2.1.2

We have already indicated to the AG (on 1 April 2014) that amongst the blind and deaf there were learners who had attended school before becoming blind or deaf. Because of the scarcity of Sign Language or Braille teachers a number of previously (textually) literate blind adult learners volunteered to teach Braille. Similarly with the deaf.

Other possible scenarios for learners becoming volunteers in the context of the campaign, are that a bright learner, who probably had some schooling and then was forced to drop out of school for some or other social reason joins KRG class to relearn and soon becomes in effect an aid to the educator and helpful to other learners. Such people are ideal recruits because they are committed, highly motivated and have the right attitude to learners.

We contend however that the excellent learner materials and the training afforded to the volunteers shows the success of the campaign with exceptionally high pass rates. The following charts show the breakdown of educators' and supervisors' qualifications based on the 2009 cohort of supervisors and educators.

Chart 1: Educator qualifications by province

As is indicated in the following chart, the majority of the volunteer educators have matriculated as is shown by the red bar. All "colours" above the red bar indicate volunteer educators with some or other tertiary qualification. While less than a senior certificate usually denoted blind or deaf educators, it was recognized that a small number of educators did not hold a matric certificate but who had other relevant experience or qualifications.

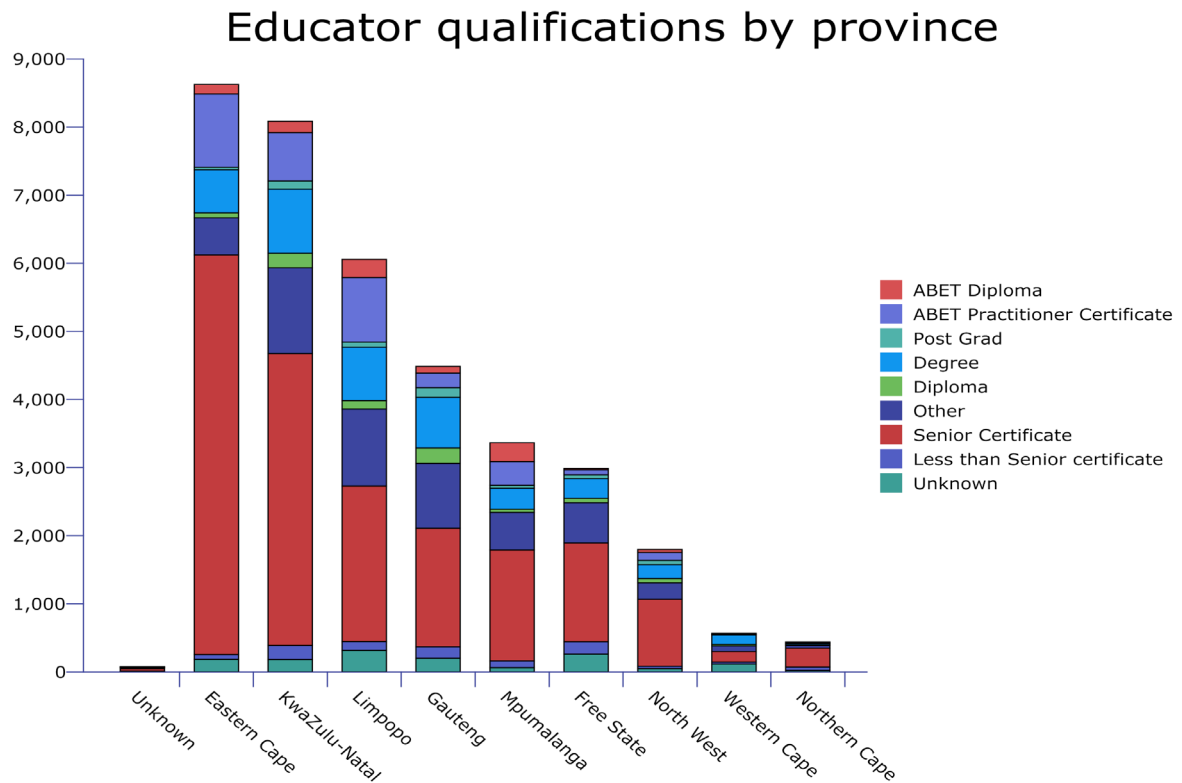


Chart 1: Educator qualifications by province (2009)

Supervisor qualifications

The majority of the supervisors who have volunteered service to the campaign have tertiary qualifications including degrees, qualifications in ABET and also post graduate qualifications.

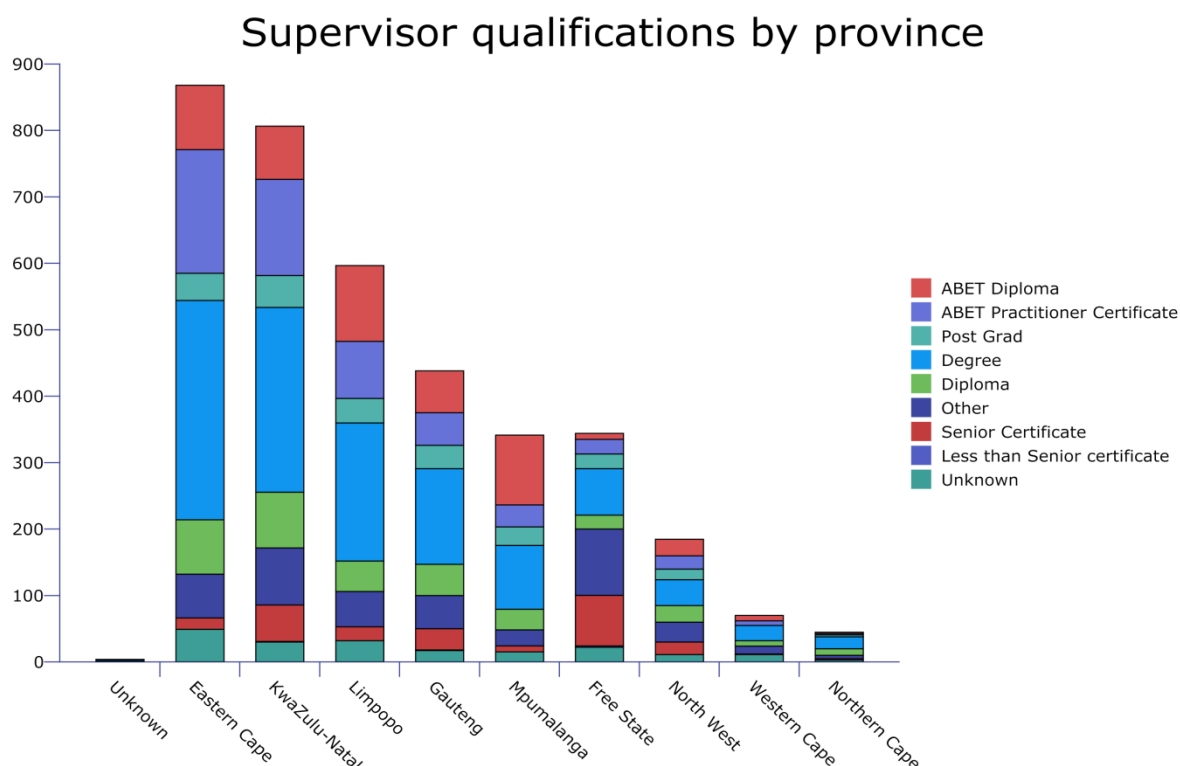


Chart 2: Supervisor qualification by province (2009)

The majority of the supervisors who have volunteered service to the campaign have tertiary qualifications including degrees, qualifications in ABET and also post graduate qualifications.

In both charts we show that the campaign was actually able to recruit educators with more than a matric. The small number of educators who did not have a matric certificate Finally the campaign did attempt to correlate the learning achievements of learners taught by older and younger educators. It was shown that learners taught by younger VEs performed better than those taught by older VEs. This is a finding to be explored in further research on the VEs.

With regard to the number of learners who “became educators” (audit query 2.1.2) we draw attention to the erroneous calculation in the final column of the table and request that they be corrected.

We are aware that when recruitment was done for VEs, those applicants who were unsuccessful in their applications were at times advised to participate in the classes to gain first-hand experience. It is believed that these may have been recruited in subsequent years after they gained experience. It is contended that they had higher

qualifications (possibly matric) but were required to participate in order to gain sufficient experience of the classroom setting. It was therefore not incumbent upon them to complete the learner assessment portfolio.

Response to audit query 2.1.1

The AG states that in 2013, 5 out of approximately 39000 Volunteer Educators were 16 years of age. We wish to point out that Cuba achieved total adult literacy in a yearlong campaign using schoolchildren as educators. Whilst KRG did not encourage teenagers to become educators it is possible that 16 year olds who were sufficiently skilled and trained and highly motivated could volunteer to teach a class of learners. Since there were only 5 teenage teachers, this was certainly the exception.

Auditor's conclusion

Annexure A: Methods used by Kha Ri Gude for mobilisation and recruitment of volunteers and learners: Source 2008 Report.

Advocacy and mobilisation

The coordinators were very innovative in advertising the campaign in communities. The following marketing techniques were the most common reported by the coordinators.

Word of mouth	Announcements at imbizos	Society meetings
Meetings	Distribution of pamphlets	Loud hailing
Women's meetings	Taxi Organisations	Notice boards
Youth meetings	Local newspapers	Announcements at women's groups
Announcements in church	Door to door visits	Progressive women's movement
Posters	Phone calls	African Review Channel (SABC)
Interviews on local radio	Announcements at funerals	
Announcement on community radio	Announcements at taxi ranks	
	Meetings with traditional healers' associations	

Across the sites, coordinators were able to disseminate information to, and consult with a range of important stakeholders.

Women's Manyano (prayer group)	ANC Women's League	South African Council for the Blind
ABET educators	ANC branches	SAPS
Indunas	ANC Youth League	School governing bodies
Councillors	Political organisations	Literacy projects in the area
	SADTU	

Headmen	NAPTOSA	Non-profit organisations
Tribal authorities	Out of school youth	School principals
Inkosi	Community policing fora	Previous SANLI facilitators
Mayors	ANC Simonstown	NGOs
Contralesa	Development projects	Masifundisane
Royal Indunas	Sizumndeni cooperatives	ABET providers
Ward committees	Farmers	Adult learning network (Mpumalanga)
Traditional councillors	Churches	Matriculants
Izinduna	Old age homes	Football clubs
Uthingo Lwemkdsazane	Women's clubs	Cape Learning Network
CDWs	Schools children to tell their families	PANSALB
Advice centres	National Youth Commission	Native club
Home-based care organisations	Provincial youth meetings	African Institute
Range of informal sector associations	African Chamber of Commerce	Quad/para association
NEHAWU	Old age clubs	Age in action
		SANGOCO

Cross-sectoral interest in the campaign

A natural linking with relevant government departments has occurred and coordinators report that they have consulted the following departments/structures:

Municipalities	Department of Transport
Department of Correctional Services	Department of Education
ABET directorates	Department of Labour
Municipal directorates dealing with youth, gender, disability and human resources	Department of Health
Premiers' offices	Department of Home Affairs
	Department of Water and forestry
	Department of Agriculture
	Department of Social Welfare