



Ministerial Committee on Literacy

Plan for a Mass Literacy Campaign for South Africa

Summary

May 2007

Literacy
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education

Department:
Education
REPUBLIC OF SOUTH AFRICA

Foreword

On behalf of the Ministerial Committee on Literacy, I wish to take this opportunity to express our gratitude to the Minister of Education, Mrs G.N.M. Pandor, M.P., for affording us an opportunity to serve our country in the capacity of pathfinders deployed to seek solutions to one of the key social problems that continue to afflict our country – illiteracy.

In going about its task of devising a plan to deal decisively with illiteracy, the Committee was held together by the shared sense of hope and true belief that, like countries such as Cuba and Venezuela, the day will dawn when our country will also be declared a territory free of illiteracy. We have a vision of literacy volunteers gathering at central venues after a few years of interaction with previously illiterate compatriots, to declare that the mission has been accomplished, that South Africa can rest assured that illiteracy has been consigned to the dustbin of history.

Indeed some may accuse us of being perpetual optimists for holding such a dream. To this we plead guilty a thousand times, for when it comes to South Africa, we are perpetual optimists. We do indeed believe that “today is better than yesterday, and that tomorrow will be better than today.”

Our belief in what could be achieved in our country was strengthened by what we witnessed in Cuba and Venezuela, where mass literacy campaigns similar to the one we are envisaging in the plan we recommend in this report, were successfully executed in 1961 and 2004-2005, respectively.

As we learnt of the history of the Cuban campaign succinctly captured by the collections at the Museum of Literacy in Havana, as we witnessed the collaborative efforts of Latin America at the Pedagogical Institute for Latin America and Caribbean (IPLAC), as we climbed up the mountains of Guarenas to the *barrios* of Venezuela, as we interacted with Cuban advisors in Caracas, as we sang and shared ideas with the Maori in New Zealand, we were left with nothing but a sense of hope for our people. From these sojourns, we came back revitalised and ready to make a contribution to pushing back the frontiers of poverty, despair and indignity – for illiteracy is indeed an affront to human dignity.

In the spirit of the words contained in the Preamble to our Constitution, to free the potential of our people, we humbly commend a plan to eradicate illiteracy in our country to the Minister of Education and our Government.

Dr Cassius Lubisi

15 April 2007



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Introduction

1. The final report of the Minister of Education's Ministerial Committee on Literacy was presented to Cabinet on 23rd November 2006. The Cabinet statement issued after the meeting read as follows:

The meeting approved a strategy to implement a national literacy campaign. Illiteracy is hampering our people's ability to enjoy the full benefits of the country's democracy and economic successes. This campaign will target 4,7 million South Africans who were denied access to education and training under apartheid. It will target youth, women and adults with special learning needs. Measures will be taken to align its objectives with those of other government programmes such as Accelerated and Shared Growth Initiative for South Africa (AsgiSA), Extended Public Works Programme (EPWP) and the National Skills Development Plan.

The Minister of Education will submit a detailed implementation plan to Cabinet in the new year. The plan will address issues such as the scarcity of literature in African languages, mobilisation of society, the use of electronic media, the role of civil society and the contribution that could be made by retired professionals such as principals, teachers, nurses, and magistrates. An Inter-Ministerial Committee will be established consisting of the following Ministers: Education, Defence, Correctional Services, Safety and Security, Arts and Culture, Trade and Industry, Science and Technology, and The Presidency. The campaign will kick off in 2008 with 1,2 million learners at an estimated total cost of R6.1 billion over a five-year period.

2. The Ministerial Committee on Literacy was set up in the Government Gazette of 3 February 2006 on a plan for a campaign of mass literacy in South Africa which takes into account the literacy campaign experience of Cuba, Venezuela and other countries. It comprised the following members:

- Dr Cassius Reginald Lubisi (Chairperson and HEDCOM representative)
- Professor John Aitchison (University of KwaZulu-Natal Centre for Adult Education)
- Professor Veronica McKay (UNISA and UNISA ABET Institute)
- Ms Leonie du Plessis (NGO Representative/Project Literacy)
- Mr. Gordon Naidoo (OLSET Radio in ICT)
- Mr. Rod Grewan (Digital Partnership and Bridges to the Future Initiative - South Africa Partner)
- Dr. Obert Maguvhe (Disability Sector Representative)
- Mr Martin Ngcobo (National Youth Commission)
- Mr Vernon Jacobs (Department of Education – Secretariat)
- Ms Mercedes Zamora (Cuban literacy expert)



A South African plan in the context of a global strategy to reduce illiteracy

- The Committee developed this South African plan for a literacy campaign aimed at reducing the levels of literacy sufficiently to be declared by UNESCO as being “free from illiteracy” can be seen to resonate with the global strategies. The plan is intended to address the critical challenges of achieving the goals set out in Education for All (1990), the United Nations Literacy Decade (2003 – 2012) which affirms that “literacy for all” is at the heart of basic education for all and provides a platform and an impetus for achieving the goals of the 2000 Dakar Framework for Action. The plan coalesces with the United Nations Decade of Education for Sustainable Development and is intended to support the achievement of the Millennium Development Goals on poverty reduction, women’s empowerment, HIV and AIDS and environment conservation.

A plan to reach 4.7 million illiterates by 2012

Targets Number of learners and tutors

Language	%	Learners	Tutors
isiZulu	29%	1,363,000	23,200
isiXhosa	20%	940,000	16,000
sePedi	12%	564,000	9,600
seTswana	9%	423,000	7,200
xiTsonga	7%	329,000	5,600
seSotho	7%	329,000	5,600
Afrikaans	5%	235,000	4,000
siSwati	4%	188,000	3,200
TshiVenda	3%	141,000	2,400
isiNdebele	3%	141,000	2,400
English	1%	47,000	800
	100%	4,700,000	80,000

- The plan presented to Cabinet aims to reach 4.7 million illiterates by the end of 2012 and thereby also meet South Africa’s commitment made at Dakar in 2000 to reduce illiteracy by at least 50% by 2015 (and also assist the National Skills Development Strategy achieve its adult basic education goals). The plan provides a rationale, proposed outcomes, and recommendations for governance, organisational structures, educational structures, methods and materials, and for data management, monitoring, evaluation and research.



The view of literacy

5. The Committee viewed literacy as the use of reading, writing and numeracy skills in relevant contexts, including those of active citizenship, health and livelihoods and ongoing lifelong learning. There should be no false dichotomy between literacy and post-basic literacy/adult basic education (which is vital if campaign learned literacy skills are to be sustained and used).

The South African illiteracy context

6. The plan is necessary because South Africa's system of Adult Basic Education and Training (ABET) is not reducing the number of illiterates and functional illiterates in spite of the constitutional right of all South Africans to basic education in their own language. Currently there are about 4.7 million total illiterates (who have never been to school) and another 4.9 million adults who are to varying degrees functionally illiterate (they dropped out of school before grade 7) – a total of 9.6 million. The provinces most affected by illiteracy are KwaZulu-Natal, Eastern Cape, Limpopo, and to a lesser extent, Gauteng, Mpumalanga and the North West. For example, KwaZulu-Natal has 1.1 million adults with no schooling and another 1 million who are functionally illiterate. Some 19 municipalities have over 100,000 adults with no schooling. The most affected language groups are isiZulu, isiXhosa and sePedi. The distribution of illiterate adults who are disabled follows a similar pattern. Illiteracy statistics reflect the apartheid era patterns of "racial" disadvantage. Sex differentiation is not as skewed although in 2001 women represented 60% of the unschooled.
7. The plan is to target both the truly illiterate (the unschooled) and those who dropped out of school too early to have developed functional literacy. The plan targets all of the totally unschooled who are educable and many of the functionally illiterate (a potential total pool of about 7.6 million). To reach the Dakar goal of a 50% reduction in illiteracy amongst 9.6 million people, some 4.7 million people are the immediate target of this plan in the years 2008 to 2012.



Other literacy campaign models

The study of literacy campaigns in other countries

8. The terms of reference of the Ministerial Committee on Literacy required an investigation of the nature, character and content of other mass literacy campaigns through which other countries had attempted to eliminate illiteracy (in the sense that a country with less than 4% of its adult population illiterate is considered by UNESCO to be “illiteracy free”), and in particular the Cuban *Yo Si Puedo* (YSP) model as practised in Venezuela and in a project in New Zealand, as well as South Africa’s own experience. This investigation, which included a study tour of Cuba, Venezuela and New Zealand as well as desktop research and use of previous research undertaken by Professor McKay, revealed strong similarities between the Cuban model, the National Literacy Mission (NLM) campaigns launched in India in 1988, the AlfaSol programme launched in Brazil in 1995 and the South African National Literacy Initiative (SANLI) programme.

South African National Literacy Initiative (SANLI)

9. SANLI was launched by the then Minister of Education, K. Asmal, in June 2000 but was soon facing funding and organisational difficulties around going to scale. However, through a partnership with the University of South Africa (UNISA) ABET Institute funded by the British Department for International Development (DfID), it reached 343,000 learners at a cost of approximately R350 per learner. A further 7,000 learners were reached by a collective effort of NGOs.
10. During the period 2002 to 2003, the UNISA-SANLI partnership piloted and mastered the process of recruiting and pre-testing 343,000 adult learners (some 3.2% of whom had some form of physical disability), running more than 7,000 literacy units, warehousing, packing and delivering packs of materials for each learner, testing the use of materials, capturing data for learner records, training and deploying 10,000 volunteer educators drawn from the 60,000 UNISA-trained ABET educators (a national resource that can be mobilised for the proposed South African campaign), monitors and coordinators, providing ongoing monitoring and evaluation of the programme, as well as providing integrated and continuous assessment of learners and an expanded number of contact hours (in order that learners might be sustainably literate at the end of the programme). This pilot, based on the original fully utilisable SANLI plan, was



recognised as having established parameters for large-scale delivery in South Africa. In addition the UNISA-SANLI rollout addressed certain “literacy-plus” income generation, development and life skills (including teaching about HIV and AIDS). Weaknesses of the programme were its limited scale and life span because of funding constraints, lack of ongoing opportunities for the learners, and its lack of major national advocacy and the necessary support of the full range of government departments.

11. The Committee agrees that the SANLI experience suggests that there is no need to re-pilot a model for South Africa as the newly developed plan resonates with much of what has already been piloted.

The Cuban *Yo, sí puedo* literacy programme

12. The *Yo, sí puedo* (literally “Yes I can”) literacy programme was developed in Cuba by the Pedagogical Institute for Latin America and Caribbean (IPLAC) and applied in Venezuela, some other Latin American countries and in a New Zealand project. Through its international collaboration with literacy programmes in other developing countries, Cuba has earned respect and prestige for its work in education.
13. The *Yo, sí puedo* (YSP) approach works with a broad concept of literacy while simultaneously contributing to the (re-)development of the adult education subsystem. It assumes a campaign strategy driven by a significant political will and requiring the involvement of leadership at all levels – national, provincial and local – as well as through the most decentralised level of governance, such as wards, where the programme is actually delivered with the assistance of Cuban advisors. Many of the rudiments of the YSP campaign strategy are based on the Cuban post-revolution campaign experience.
14. South Africa can learn from the Cuban campaign model which promotes an integrated campaign model which mobilises all spheres and all sectors of government. This is coupled with good operational guidance which is provided by extremely hard-working Cuban advisors and both political commitment and financial resources. In addition, the engagement of all public services departments and directing their functions around the campaign are an important demonstration of the “joined-up government” necessary for serving the poor and managing a successful campaign. Of particular significance, as noted in the application of the YSP in Venezuela, is the contribution made by the Ministries of Social Services, Health (assisted by the inputs of Cuban doctors), Education and Defence.



15. The YSP model offers a very short and intensive alphabetisation course (of approximately 100 hours, taught on a daily basis, from Monday to Friday, with each learning session lasting about two-and-a-half hours and during which time, two video classes each of 45 minutes' duration are shown, group work is conducted and a break is taken). However, it is unlikely in South Africa that a sustainable level of literacy can be achieved in this short time and it is well below the internationally recommended norm of about 300 hours or more. The Committee recognises that developing sustainable literacy will require a somewhat longer initial period than the Cuban YSP's envisaged six to eight weeks and that, in this regard, the core curriculum developed for SANLI should be expanded to achieve the competencies of ABET level 1.
16. The YSP method of reading and writing is composed of alphanumeric concepts, which in practice means that letters of the alphabet are associated with numbers. The method is based on the premise that illiterate learners are familiar with the system of numbers. According to IPLAC, the association of letters with numbers accelerates and facilitates the learning process, since, it is argued, learners are already familiar with numbers as a result of their life circumstances. The YSP method teaches the names of letters (graphemes) and not the sounds of letters (phonemes), and employs an alphabetic and not a phonetic method. Learners are taught upper and lower case and cursive and numbers at the same time. They are required to learn five isolated letters per lesson, each one allocated to a number to aid memory. In this regard the YSP approach differs conceptually from literacy approaches which have been used successfully in South Africa. The Committee perceived the YSP method as being cognitively cumbersome, creating a heavy cognitive load for a new learner. It did not recommend itself as a suitable method for South Africa.
17. The YSP facilitators attend a brief, one-week training course which is supplemented by a brief facilitator's manual and ongoing teacher support through the programme. During training, facilitators are required to go through the materials which would be used in teaching rather than being trained in methods for teaching adults, problems that adults may encounter or other elements necessary to facilitate adult learning. This is because the lessons are taught by video and do not require much of the classroom teacher. The Committee believes that a South African plan could draw on already trained ABET educators given the large number that have already received training and that they receive good continuous in-service training as in YSP.



18. One of the distinguishing features of IPLAC's YSP and basic education programmes is their use of radio and television (or more usually, audio and video cassettes) to provide the actual teaching. IPLAC regards this as economical as it does not require highly trained educators. However, there are problems associated with sound (often against background noise) and with viewing videos in daylight and on a small TV screen. These would be important considerations for South Africa, as are the problems associated with lack of electricity and security. Moreover, the Committee noted problems of pacing as learners were unable to keep up with the pace of the video.
19. The Ministerial Committee on Literacy (MCL) considered the use of a traditional teacher presenting a lesson via the TV to a class as not being sufficiently able to stimulate learner participation – an essential component in empowering learners. In terms of the South African context, it is suggested that if video is to be introduced, it would need to be well conceptualised and be incorporated as a means of enriching learning, for taking the learners “out of the classroom” into other realities which they could not reach in their life worlds or through a regular classroom interaction. In this way the video could be used as a support to learning. Well-conceptualised video lessons could also be employed to address shortages of skills in, for example, the teaching of numeracy. However, it would be necessary to rely on the skills of an institution such as the SABC to produce high quality videos, and the limitations of electricity would need to be considered.
20. In its application of the YSP in Venezuela, adaptations have been made for blind and deaf-mute learners with the primer being translated into Braille for the blind. The deaf-mute learners use the original material but benefit from a facilitator who translates the content of the videotapes using sign language. The programme, where necessary, provides learners with a one-on-one teaching experience where the teacher visits the learner in his or her home. These applications need to be considered for the South African campaign.
21. The Cuban model is admirable in providing the basis for a campaign in Venezuela which necessarily leads on to a basic education component (YSP is only the first very basic level of literacy acquisition) that is genuinely both fast track and not a ponderous replication of primary schooling. The South African model should also ensure that it provides options for ongoing learning opportunities for learners.



***Yo, sí puedo* as used in New Zealand**

22. The Committee was required to evaluate the YSP programme as presented to learners in New Zealand, where the Greenlight programme is conceived primarily as a home-based learning programme which relies extensively on the autonomous learner – a mode of learning which is unsuitable for illiterate learners. The Committee considered the application of this New Zealand version of the YSP an unlikely model for informing the South African campaign given that it targets learners who are already literate and who have mostly completed compulsory schooling but are unready for tertiary education study.

AlfaSol (Alfabetização Solidária – Solidarity in Literacy) in Brazil

23. The Committee was also required to consider the Brazilian national literacy campaign the AlfaSol or Solidarity in Literacy which, in the period 1997 to 2003, reached four million youth and adults in Brazil and which received a number of UNESCO and other international awards for its work.
24. AlfaSol is noted for its partnership model and the way in which it employs, trains, monitors and supports literacy teachers in this work. AlfaSol partners fund learners individually or in groups, municipalities provide implementation locations, and 370 higher education institutions select and train educators, coordinate the teaching content of the literacy courses and monitor and evaluate the students' learning process. These higher education institutions are free to choose whatever theories and literacy methods they wish to use provided they remain within the philosophical framework provided by AlfaSol.
25. AlfaSol has a six-month programme cycle with two "semesters" a year. Each semester begins with the selection of literacy teachers for the communities targeted and they are trained for a month. The classes for learners take place four times a week for three hours per day and each learner receives approximately 240 hours of instruction. Learners are arranged in classes of between 25 and 30 learners. AlfaSol regards this literacy course as only the first step and on its completion at the end of the five-month period, learners receive counselling on possible learning paths and on entering formal adult education programmes in their municipalities.
26. AlfaSol does not reuse educators and each semester new groups of teachers are trained. This, AlfaSol argues, provides the opportunity for more people to participate and to receive



training as well as for the programme to multiply and spread in the communities. This also encourages those who have already gone through the training process to become part of the official school system by enrolling for formal teacher training.

27. Like the Cuban model, Brazil's AlfaSol programme has, since 2000, begun to expand beyond the borders of Brazil with technical cooperation in East Timor, Mozambique, São Tome and Príncipe. There are reportedly difficulties of customisation in Mozambique and it has been argued that South-South cooperation runs the risk of being as vertical as North-South cooperation, when the beneficiary country is (inevitably) required to emulate and model the country of best practice, thus making equal partnering unlikely. This is in spite of the aim of promoting self-reliance in the South and strengthening links among developing countries to counterbalance the dominance of the North. It is these kinds of cautions that literacy campaign planners need to bear in mind when considering the importation of packages from other countries – irrespective of whether they too are from the South. While Mozambique had little choice but to be a beneficiary of imported models, South Africa has historical capacity as well as tried and tested models for delivery and so, unlike Mozambique, will probably not need to rely on imported packages.
28. The MCL believes that the following strengths of the AlfaSol model could usefully inform the South African plan:
- The model of teacher training offers extensive pre-service and in-service support and has proved to be successful.
 - The continuous in-service support for teachers is predicated on the methods of action research and provides an important vehicle for simultaneously monitoring and supporting teachers.
 - The transfer of teacher capacity from the campaign to mainstream/formal teaching situations can be regarded as a way of capitalising on the training and experience of the teachers.
 - The ongoing and integrated model of continuous evaluation provides important formative input into the programme while also offering a way of assessing impact.
 - The sustained teaching process of 240 hours can be seen to go some way towards ensuring sustained learning.
 - The programme offers a way of encouraging learners to proceed to further learning opportunities and offers counselling to direct them to further learning opportunities.
 - The dual semester model allows teachers to be trained at two stages in the year and also enables learners to enrol for the programme at six-monthly intervals.
 - The use of radio as a support for in-service teachers is a model which could be usefully replicated in other contexts.

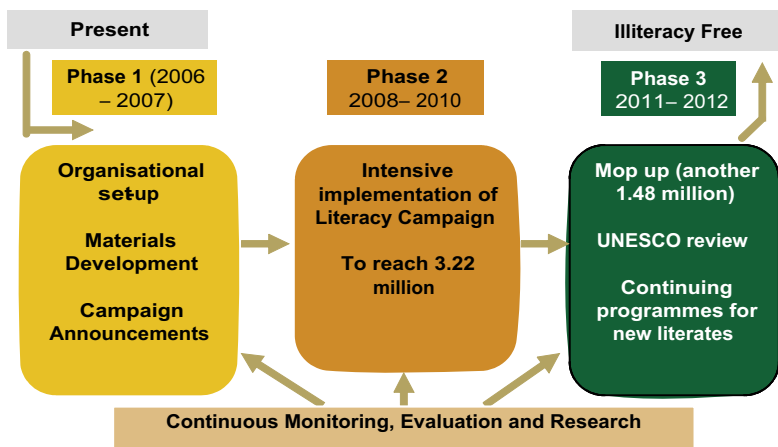


The National Literacy Mission of India

29. The National Literacy Mission is an important source of information on literacy campaigns because of the massive scale of its operations (targeting 100 million people) and its decentralised approach. The Mission has important lessons on training using a cascade model, on the need for sound teacher training and in-service training, the appropriate and effective use of ICT, the attention given to carefully collected data and statistics, the importance of a strong core group of staff at each level, and the need for effective pre-launch preparations. The environment building phase for a campaign is as important as the rolling out of the campaign.

A plan for a campaign to eliminate illiteracy in South Africa

Outline of the phases in the Operational Plan



The name of the campaign

30. The Committee believes that a literacy campaign should have a suitable name to assist in mobilising support and to enable the population to identify with the campaign.



Operational principles

31. A set of operational principles has been drawn for the plan that take into account: international benchmarks; the imperatives of the South African constitution; the need for a collaborative mobilisation of society to eradicate illiteracy and for a single integrated campaign that will be independent of (though in harmony with) the ABET system. It is envisaged that the proposed campaign will in turn impact on the existing ABET system requiring of it a synergistic re-evaluation and systemic changes. Key principles are accountability, transparency and realism, the support of official language policy, a consciousness of the socio-economic influences on literacy inequalities, the respect by all participants of the adult status and interests of learners, no cost to learners, and the encouragement of the further educational development of all participants. The campaign will be rigorously monitored, evaluated and researched.
32. The campaign will seek to be constantly aware of and responsive to unforeseen and unintended consequences and the need to avoid “perverse incentives”.

Service to the disabled

33. The campaign will incorporate service to the disabled as a key and essential component.

Participation of youth

34. Youth will play a prime role in the campaign and the members of the National Youth Commission with their provincial counterparts will participate in the campaign both as volunteers, in specially organised youth configurations such as literacy brigades and in learnerships, and, in the mobilisation of illiterate youth, as learners. Through stipends, unemployed youth serving as tutors will receive a small income.

Links to various government departments

35. The campaign would strenuously try to link with the various congruent programmes and campaigns of other government departments, particularly with HIV and AIDS related work, the Expanded Public Works Programme, etc.



Literacy outcomes

36. The campaign aims teach people to read, write and calculate in a sustainable and functional way and generally mobilise a literacy supportive environment through community, youth and government efforts.
37. Specific outcomes have been identified for alphabetisation and functional literacy concentrating on mother tongue literacy and with a very small verbal component related to the language of the economy. Numeracy outcomes are on basic number concepts and arithmetic operations in everyday contexts.
38. All of the outcomes should contribute to developing people's capacity to function in society with the reading, writing and general knowledge skills that empower the individual and help him or her to know his or her rights and responsibilities as a member of society.
39. Literacy and numeracy instruction will be of a quality and quantity to ensure that the literacy skills gained can be practised and retained by the participants after the campaign has ended.

Post-literacy continuity

40. The Committee believes that even the best literacy grounding is unlikely to be sustained unless followed by further exercise of these newly gained competencies. This requires that some form of post-literacy/adult basic education be available and the Committee concurs with the Minister of Education's call for a revamping of the ABET system to make it more useful to adult learners. Evidence from Latin America strongly supports this need to have an effective post-literacy programme in place as soon as possible.



Organisational model for campaign delivery

Key principles of the organisational approach

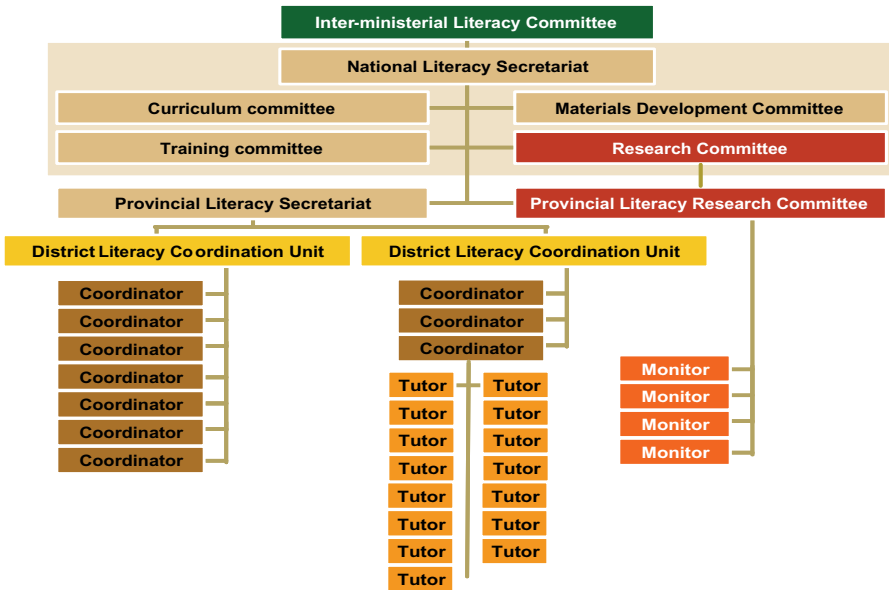
41. The organisational model developed is robust and scalable so that it can rapidly adjust to the number of participants. It is heavily informed by the experience of other mass literacy campaigns in Venezuela, India and Brazil. The organisational plan deals with governance, coordination, educational and research structures of the campaign.
42. The organisational model takes cognisance of the relevant South African legislation and public service and treasury regulations. The Committee was concerned that certain features of the ABET Act No 52 of 2000 relating to instruction in ABET might inhibit the campaign and recommends an investigation into this.
43. The Cabinet decided that the campaign be governed by an inter-ministerial literacy committee.
44. The administrative structures of the campaign should be sufficiently autonomous from departmental line functions, yet firmly located within the public service as defined in the Public Service Act of 1994. They should be focused exclusively on the campaign.

Overview of organisational structures

45. The organisational structure will have five levels of operation: national, provincial, district, local and site.
46. The governance (policy and oversight) structure will operate at national and provincial levels. Nationally it could include representation from the Office of the Presidency, the Ministries of Labour, Provincial and Local Government, Defence, Finance, Public Service and Administration, Correctional Services and Safety and Security, the South African Local Government Association (SALGA), trade unions, the business sector, the National Youth Commission, organisations of the disabled, religious organisations, non-governmental organisations, the media, and education institutions. There will be nine Provincial Committees for Literacy chaired by the respective MECs for Education.



Organisational structures



47. Coordination will be managed from national to local levels through a National Secretariat of the Inter-ministerial Committee on Literacy, nine Provincial Literacy Secretariats, District Literacy Coordination Units and Coordinators at local level.
48. Curriculum and teaching functions relating to curriculum design, materials development and training will happen through coordination and specialised curriculum development, materials development and training staff (including literacy advisors, supervisors and coordinators at district level and tutors at teaching and learning sites).
49. Rigorous monitoring, evaluation and research will be performed through a separate and adequately resourced sub-system of specialised staff in cooperation with coordination and teaching staff. They will include researchers, monitors and data processing staff.



Cooperation and partnerships

50. The campaign will cooperate with all sectors of society in effecting a major transformation in the level of literacy and will require support and inputs from across all ministries. However, the campaign will be a single campaign rather than a conglomeration of programmes run by different agents.
51. Some Special Literacy Coordination Units (SLCUs) that focus on particular specialised constituencies may be set up to allow for special support from certain institutions such as church denominations and nationwide business enterprises.

Advocacy, publicity and mobilisation

52. A separate and professional plan will need to be designed to emulate the model of advocacy and publicity provided by other campaigns including those of the Venezuela and Brazil. Advocacy should be designed to promote, amongst others, the following messages: that literacy is an essential prerequisite for most forms of learning; that literacy policy is the core of the human right to education; and that literacy policy and programmes need to be closely linked to various other forms of development, and thereby promote shared goals and collective resource management.

Financial management and control

53. Effective financial control will be a necessity and there will be Finance Officers within the National and Provincial Secretariats and in some districts where the scale of operations demands it. Early agreements will be made on how salaries of staff and stipends of volunteers (Tutors and Coordinators) will be paid (preferably electronically into bank accounts via PERSAL).

ICT requirements

54. A detailed section of the report deals with the ICT requirements of the campaign. The implementation of the plan will require a computer network to support the gear up, development, delivery and monitoring of the literacy content and campaign. Constructing such a network requires infrastructure provision and human resource capacity at national, provincial and district level.



Educational model for delivery

55. All the operations of the campaign will focus on what is delivered at each learning site. The campaign will establish relationships with a wide range of people and organisations drawn from all sectors of society who will assist in establishing sites around the country, helping to recruit literacy tutors and coordinators, and working with these educators to recruit learners.
56. Curriculum and material development work and literacy instruction will be done by the following bodies and staff:
- Curriculum, materials development, training and special needs committees at national and provincial levels with literacy advisors, materials development and training staff
 - District Literacy Advisors and Supervisors (of Coordinators)
 - Coordinators operating at local level who support groups of tutors who do the actual literacy instruction to groups of 15 learners

Curriculum principles

57. The Committee has developed a set of curriculum and assessment principles to guide the campaign. They include providing literacy instruction using a single research-validated methodology that emphasises meaningful reading in an own language and practical contextually relevant writing and numeracy skills that aid people's lives. Assessment will be a regular, integrated, non-threatening "I can do it!" component of the instruction and learners will build up a portfolio of their achievements and competencies against specific unit standard aligned outcomes.

Mode of delivery

58. The main mode of delivery will be face-to-face instruction based upon the use of a carefully prepared student workbook and other print materials. This will be supported by some media – pictures, photographs, videos, CDs, DVDs, television broadcasts, and radio broadcasts – particularly for the training and support of educators.



Materials development

59. Materials will be developed for both tutors and learners that are excellent in quality and contextually and linguistically appropriate. All materials will be digitised to allow for amendments to be made whenever necessary and also to facilitate rapid and local reprinting. Delivery of education at the sites will be supported by imaginative use of ICT and media, including the mass media, which will support teaching but not replace the role of the educator.
60. The report includes specifications for materials and equipment for learners, tutors, Braille and low vision users, coordinators and monitors and for promotional materials in all South African languages. The campaign will use the best expertise available in South Africa to develop these materials and, where necessary, Cuban consultants who have experience in working with visually impaired and blind learners may be contracted to assist.
61. Mass media educational resources will be produced with a view to contributing to the prime objectives of teaching the basic literacy and numeracy skills. The SABC is expected to play a critical role in making the campaign a success by producing video material which may be broadcast nationally and also support classroom teaching, as well as in the dissemination of advocacy information.

Logistics

62. It is recommended that the logistical element of the educational rollout be outsourced to a professional educational logistics firm with a proven track record of packing and delivery of educational materials across South Africa – including in remote areas. In addition, the company will need to ensure stock control management and maintain records of, and report on stock availability.

Training and support of educational staff and volunteers

63. The success of the campaign will depend on effective educator training. The plan envisages three major categories of educational staff (apart from higher level literacy advisors), namely supervisors, coordinators and tutors, 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.



64. The Ministerial Committee argues that five full days of initial training for tutors would be an optimum length, subject to situational variations.
65. Because of the scale of the campaign, a massive training exercise will be needed: for a planned enrolment of 1.2 million learners in the first year some 40 to 80 thousand tutors, 4 to 8 thousand coordinators and 200 to 400 supervisors (the variability dependent on whether on average tutors teach one or two groups).
66. Ongoing support for tutors will be built into the campaign and they will receive certificated recognition of their work. All tutors teaching a full group of learners will be eligible for an hourly stipend.
67. Special training will be provided for those working with the disabled.

Monitoring, evaluation and research

68. The monitoring, evaluation and research component will be relatively separate in function and control to help ensure the collection of accurate data, and the analysis and interpretation thereof, on the plan's implementation. Its work will be overseen by a National Research Committee within the National Literacy Secretariat.
69. The committee will include representatives from South African higher education institutions with proven experience and capacity in researching adult education, the Human Sciences Research Council, the Research Unit of the National Youth Commission, and other appropriate bodies.
70. All monitoring data, evaluations and research output will be available for public scrutiny, subject to the reasonable constraints of time and internationally accepted research ethics.

Monitoring

71. Monitoring staff will be recruited and trained to check the effectiveness of the educational and operational systems and processes of the campaign at ground level.



Evaluation

72. Participative formative evaluation processes will function to improve the campaign and help decision making about it while it is still in progress and summative evaluations at the end of each phase will help ensure accountability. The materials will be thoroughly evaluated for effectiveness.

Research

73. The campaign is both an amazing opportunity for research and a demand for it. To maintain the integrity of the campaign it is important that its processes and output are subjected to rigorous research.
74. Universities and higher education institutes have played a major training and research role in Latin American literacy campaigns and initiatives. The MLC believes that those universities in South Africa that have adult education research capacity should play a similar role in the campaign in the fields of campaign statistics, learning and pedagogy studies, materials development and impact studies and the certification of literacy attainments. The South African instruments will be aligned with the UNESCO Literacy Assessments and Monitoring Programme (LAMP) and the Nonformal Education Management Information System (NFE-MIS) to allow for international comparability.

Operational options

Targeting of learners

75. The large numbers of potential learners in the 15 to 20 and 35 to 54 years age groups will be specially targeted and a systematic plan to reach learners developed.

Pilots

76. The Committee does not recommend a set of pilots for the campaign as the SANLI-UNISA ABET Institute pilot has already effectively provided such a pilot. This recommendation does not affect the need to field test new materials prior to their being used.



Phases

77. The literacy programmes would have a single phase rather than one broken down into a number of discrete components such as Introductory/Intermediate/Advanced, etc.

Registrations and re-registrations

78. For logistical reasons the Committee recommends that there be a modified two-registrations a year rollout though the focus of the campaign mobilisation will be on the beginning of the year registration and the second one for those who did not enrol in time for the first thereby minimising the amount of time a potential learner may need to wait for learning to approximately five months.

An intensive three-year campaign

79. The plan envisages a three-year campaign (2008, 2009 and 2010) with a gear up in 2007 and two mopping up years 2011 and 2012. This will enable the campaign to achieve its goals within the period identified for the United Nations Decade of Literacy.

Budget

80. A preliminary costing for the period 2007 to 2012 including the three main years of the campaign (2008 to 2010) estimates a total cost (at current values) of about R5.47 billion at a learner cost of slightly under R1,165. Allowing for inflation the total cost would be R6.1 billion at a learner cost of R1,307. The cost in the three main campaign years would be between R1.54 billion and R1.58 billion.



