



November
1996:

FOCUS ON NEW PARTNERSHIP PROJECTS

JET was launched in 1992, with a commitment of R500 million from 20 of South Africa's largest companies and the participation of 10 community-based organisations representing a wide spectrum of those dispossessed by apartheid. The mission of the Trust was to:

- * Focus on the development of the poorest communities
- * Improve the quality of education and the relationship between education and the world of work
- * Show short term results and contribute to the long term restructuring of the education and training system.

JET has used three mechanisms to address these aims: requiring that its grantees prescribe to quality assurance mechanisms such as certification and accreditation; demanding strict financial accountability; and evaluating innovative programmes. Now, towards the end of its fifth year of operation, the Trust has disbursed over R350 million to 400 grantees in five sectors of the education and training system. The balance of the R500 million is committed and will be disbursed during the course of 1997 and 1998.

New ventures

Over the past two years JET has begun to extend its role, acting as an Intermediary Organisation in promoting partnerships between the public, private and third

NEW PARTNERSHIPS IN EDUCATION: THE ROLE OF INTERMEDIARY ORGANISATIONS

*by Nick Taylor
Executive Director - JET*

As JET completes the fifth year of its existence a number of possibilities have emerged which enable the Trust to diversify its activities and enter into new roles which ensure that it will continue to be an important player in the field of education and training.

JET has embarked on a number of new ventures which provide an opportunity to assess the innovative partnerships which are emerging and to analyse more precisely the changing role of a funding agency such as JET.

This issue of the JET Bulletin profiles some of the new projects JET has undertaken and introduces others still at an early stage of development. In subsequent editions of the Bulletin we hope to explore in greater depth the issues arising from our experience in these partnerships.

(NGO or non-profit) sectors. This article speculates about some general principles for establishing best fit collaborations between the three sectors.

The Welfare State and its demise

The third quarter of the twentieth century can be termed the era of the welfare state. During the cold war period the liberal democracies of the West and the communist states of the East shared an important feature: a strong state which dispensed largesse to its citizens in the form of health, education and welfare services. The last two decades have seen the dismantling of many aspects of the welfare state. In the West these functions are being picked up by a variety of for-profit and non-profit organisations. By contrast, the delivery of services in many former communist countries is severely hampered by the poor state of development of both the business and non-profit sectors.

A recent study in seven developed countries (the USA, UK, France, Germany, Hungary, Italy and Japan) yielded the following conclusions.

- * In these countries the third sector provides 1 in 20 jobs; in the service industry this rises to 1 in 8.
- * The collective expenditure of third sector organisations represents an average of 5% of the GDP of these countries.

- * The third sector is one of the fastest growing areas, accounting for 13% of new jobs in France, Germany and the US between 1980 and 1990.
- * Educational organisations constitute the largest proportion of the third sector in the UK (43% of total third sector expenditure) and Japan (40%), and the second largest in France (25%), the US (23%) and Italy (22%).
- * The principal sources of revenue of third sector organisations are, on average, fees and sales 47%, government 43% and private donations 10%.

The last point illustrates two important principles underpinning the work of these institutions. First, they are increasingly being subjected to market forces and, second, there is a mutual dependence between third sector organisations and government.

Government

The South African public education sector consumes over one quarter of the national budget. The most difficult policy task facing any government is to balance the often contradictory demands of equity and excellence. It can be said that at present the state sector does neither very well, although this is certainly due in large measure to the mess it inherited.

In general, governments deal better with promoting equity than excellence. Only government has the moral and legal authority to make certain services a right, and the resources to give effect to such rights. The best state schools increasingly are not strictly speaking public institutions but hybrid organisations: in South Africa the former Model C schools are a good example.



The weaknesses of the public sector are by no means a logical consequence of the large systems needed to provide minimum level services to all citizens, but government bureaucracies almost inevitably tend to be slow, clumsy and insensitive to local and changing needs.

The Private Sector

Business contributes toward education in three ways. First, it provides training to its employees. Compared with the international average (4 - 7% of payroll spent on training) there is room for improvement among South African companies (2.5%) in this area.

Second, private companies establish for-profit educational enterprises. This subsector is burgeoning at present, although its rapid growth, particularly in the areas of secondary and tertiary education, is of such recency that very little is known about its extent. Nevertheless, these institutions are meeting a clear market need. However, in the educational domain, markets tend to exacerbate existing inequalities. The generally excellent high schools and colleges in the for-profit sector provide highly marketable skills to their clients but are not affordable by any but a small fraction of the middle class. They contribute

significantly to high level human resource development and hence to individual and national growth, but they can never address the equity issue.

For these reasons, non-profit organisations fill an important niche in the provision of education. This is the third area in which business is involved in education. While South African non-profit organisations have in the past received significant support from international funders, it is a little publicised feature of the sector that local corporate donors have not only been active in establishing many NGOs, but have also served as the financial mainstay to the majority of these institutions. In addition, the private sector brings to bear well developed management expertise to the governance of third sector organisations.

The Third Sector

South Africa is fortunate to possess a vibrant third sector. In education it is populated by institutions which range from the well established so-called private schools, through NGOs which operate as policy units, capacity building organisations, professional associations and service providers.

A number of claims are made concerning the services delivered by these bodies. Such claims are based on the assumption that ideally third sector organisations are small, motivated by a need identified by concerned citizens, and staffed by individuals driven more by the desire to address this particular problem in the service of the community than by financial gain or personal ambition.

It follows that since such organisations are close to their clients they are able to tailor provision to meet particular needs and circumstances.

Further, being small, they are less likely to harbour inefficiencies. Hence, the argument concludes, third sector organisations work under conditions which are conducive to flexibility and innovation: they are ideally placed to experiment with finding solutions to the problems of our uncertain, rapidly changing times. In short, these institutions are able to provide a variety of services which cater for both excellence and equity.

By and large, these claims have not been tested with respect to third sector provision in South Africa. The extent of their work has, until very recently, been uncharted and its quality unknown. Because of the *ad hoc* manner in which these bodies arise, their coverage is patchy. But perhaps the biggest problem facing them is their almost total dependence on grant funding.

Knowledge about third sector provision in South Africa is beginning to improve. The following facts, for example, have been established by research conducted or commissioned by JET over the last two years.

- * NGO-based teacher development programmes service around 10% of the total school teaching force.
- * Small CBOs and NGOs scattered throughout the country provide literacy services to some 62 000 learners, who are located overwhelmingly in the poorest communities. This work constitutes some 19% of all literacy provision.
- * Annually, over 28 000 early childhood teachers servicing the poorest urban and rural children attend pre- and in-service training courses offered by NGOs. This constitutes about 90% of all teacher training in the subsector.
- * NGOs provided job skills training for well over 15 000 young people classified as out-of-school and out-of-work in 1995.
- * In the few instances where evaluations are conducted according to sound scientific principles they indicate that the services provided by third sector organisations do have a significant positive impact on their learners.
- * However, there is also evidence that the effectiveness of the services provided by many third

sector organisations is, at best, questionable.

Partnerships: Putting the three sectors together

An obvious consideration in forging complementary partnerships across the sectors is to provide for a division of functions which emphasises the strengths and minimises the weaknesses of these organisations. For example, a good combination might consist of:

- * Government setting priorities, providing personnel, infrastructure and the bulk of funding, and authorising the quality assurance process;
- * The private sector providing seed funding and expertise in financial management;
- * NGOs contributing expert skills such as training, curriculum and materials, on a contractual basis;
- * Foreign donors funding the NGO contributions.

The Role of Intermediary Organisations

Partnerships is one of the 'buzz-words' of the new South Africa. Everyone agrees that they are a good idea. But they rarely happen spontaneously,

Strengths and weaknesses of the public, private and third sectors

PUBLIC SECTOR

Motivation: national development

Policy choices: equity vs excellence

PRIVATE SECTOR

Motivation: profit

Policy choices: company image vs investment in HRD

THIRD SECTOR

Motivation: altruism

Policy choices: special interest vs public interest

STRENGTHS

- set policy on basis of democratic processes
- make access a right
- equity
- authority to steer quality assurance
- mobilise finances for NGOs
- management capacity
- respond to market needs
- train workers

- personalise provision
- competition and diversity
- innovation

WEAKNESSES

- large bureaucracy: slow and clumsy
- insensitive to local and changing needs
- civil servants can lack personal commitment
- cannot generate resources to scale
- short term commitment to projects
- markets exacerbate inequalities

- selective targeting
- cannot go to scale
- fragmented

with a number of factors inhibiting their development. Chief amongst these is that the public and third sectors are driven by different sets of ideals and organisational cultures.

Thus, while NGOs value innovation, flexibility and independence, governments tend to adopt a systems approach in relation to large scale provision. For example, governments are nervous about the seemingly *ad hoc* nature of NGO activity, while NGOs are frustrated by the fine wheels of government machinery. These differences are exacerbated in South Africa where historically NGOs have been in opposition to government,


and many have quickly become impatient with the time taken by the new state to get to grips with the enormous problems in education.

Likewise, many donors have begun to get restless as government grapples with the dilemmas of sound financial control and open tendering processes, on the one hand, and the urgent need to deliver new services, on the other.

These conditions have given rise to new roles for NGOs in 'making partnerships happen'. The principal functions of such intermediary organisations include:

- * Brokering partnerships between communities,

- government, donors, NGOs and the corporate sector
- * Conduiting funds, including international bilateral aid
- * Project development, management and evaluation
- * Research and development.

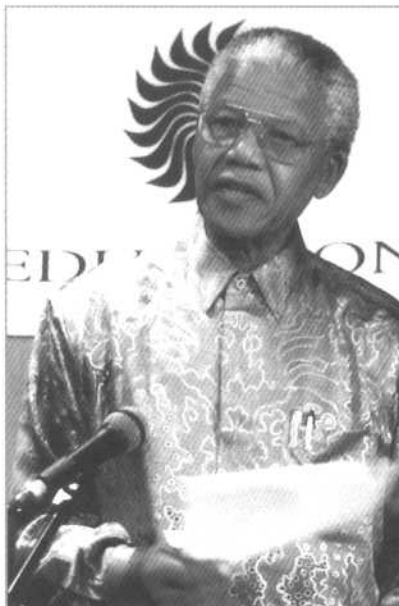
Above all, the most successful intermediary organisations are knowledge driven: their advice and decisions are based on the best information available concerning good educational practices, workable policies, and institutions and individuals capable of effective implementation. 

THE PRESIDENT'S EDUCATION INITIATIVE

The project was initiated through President Mandela's appeal to a number of heads of state to assist with teacher development in South Africa.

The National Department of Education requested JET to draw up a concept proposal for the project, and to manage Phase 1. In view of the fact that there is considerable activity on the part of government, donors, NGOs and the private sector in the field of teacher development, Phase 1 will take stock of these initiatives in each of the provinces. This will involve:


- * an audit of projects aimed at improving the quality of teaching and learning in each province;
- * an evaluation of these initiatives;



- * an assessment of government capacity to engage with this work;
- * a strategic plan for each province;
- * specific proposals to donors on behalf of the provinces.

Phase 1 will be funded by DANIDA. This will be followed by Phase 2 during which new teacher development projects are implemented in each province. Many of these are likely to include training in project management for government officials.

The President's Education Initiative will enable provinces to plan and manage their teacher development strategies more systematically and effectively.

With regard to existing projects run by NGOs or donors, the objective is not to subject these to government management, but to create a climate in which they can co-ordinate their efforts with those of government. 

THE NORTHERN CAPE WORKBOOK PROJECT : A Partnership in Materials Provision

by Penny Vinjevold
General Manager: Evaluation - JET

Background

The stated aim of the Northern Cape Primary School Workbook Pilot Project is to 'contribute to the transformation of education through the development and provision of high quality, low cost educational materials'. To this end all Standard 2, 3 and 4 pupils and some Standard 5 pupils in the Northern Cape were provided with two workbooks in February 1996. Table 1 provides details of the distribution of books by region and standard.



Table 1: Distribution of The Learning Adventure by standard and region

Region	Std. 2	Std.3	Std. 4	Std 5	Other	Total
De Aar	3677	3437	3213	40	62	10 429
Kimberley	8335	7944	7389	1114	302	25 088
Springbok	2405	2590	2412	1497	121	9 025
Upington	5247	4889	4703	293	1248	16 390
TOTAL	20 664	18 870	17 717	2 948	1 733	60 932

The workbooks, titled *The Learning Adventure*, are in two volumes, one of 112 pages and the other 128 pages. The books look like magazines, have colourful, soft covers and are printed on newsprint. They are workbooks in the sense that they can be written in and include puzzles, games, crosswords and comics.

According to the Northern Cape Deputy Director General of Education, Dr Zodwa Dlamini, the books were intended as supplementary material and should not be seen as approved textbooks.

The partnership in provision

The Northern Cape Primary School Workbook Pilot Project

constitutes a partnership between the private sector, non-governmental organisations and the provincial education department. The partnership was put together and managed by Khulisa Management Services, a development consultancy.

The private sector

Mondi Paper Limited provided funds and supplied the 75 tonnes of Envirotex paper to print the workbooks. Mondi has conducted considerable research into the most suitable type of paper for use in such books. Durability, the colour of the paper and 'printability' were some of the criteria used in choosing the paper supplied.

Independent Newspapers Holdings Limited provided funds and printed the books on their conventional printing press although a new type of operation was developed for this particular project at the Cape Newspapers.

Southern Life Foundation provided funds for teacher training workshops and additional financial support was provided by **Shell Educational Services** and the **Canadian Fund**.

The NGO Sector

The content of the workbooks was developed by the **Educational Support Services Trust (ESST)**, a NGO with a long tradition in school level materials development. Much of the material had already been developed and piloted by ESST but additional material was developed and some was adapted to give it a more Northern Cape flavour. ESST provided workshops for the Northern Cape Education Department on the underlying philosophy of teaching and learning adopted in developing the materials and in the most appropriate ways to use the book. They also conducted workshops for over 300 teachers in various parts of the Northern Cape during 1996.

JET provided the funds and human resources to conduct the baseline study and the impact study. The purpose of this evaluation is to provide baseline data on teachers, pupils and schools in the Northern Cape and to assess the pupil learning gains that

result from the introduction of *The Learning Adventure* into classrooms in the Northern Cape. It was intended that the data gathered in this study would provide the Northern Cape Education Department, in particular, but also other education departments and donors, with information which would aid decision-making with regard to supplementary materials, in-service training, allocation of resources and similar. It was also hoped that departmental officials, in-service providers and teachers would be able to use the results to inform their provision.



particular the White Paper on Education and Training supports the formation of partnerships in the massive reconstruction and development of South Africa's education system. Perhaps questions that have not been as widely debated and discussed are:

The Northern Cape Workbook Project did not affect the province's textbook budget but provided pupils and teachers with extra appropriate material. The JET study found that teachers and pupils overwhelmingly supported the introduction of the book as it provided

accessible English material in a province where English is largely a foreign language. The rural nature of the Northern Cape means that there are many small schools with multi-grade classes. Teachers in these classes found the book particularly valuable as it engaged pupils in meaningful activities while the

Provincial government

Officials from the Northern Cape Department of Education, Training, Arts and Culture played an integral part in the conceptualisation, planning and implementation of the project and the baseline study. The department provided the extensive commitment of senior personnel for planning and developing appropriate mechanisms for implementing the programme. The department also played a crucial role in delivering the books and provided the vehicles and costs for distribution.

Departmental officials (superintendents of education and subject advisers) participated in training teachers to use the learner-centred approaches promoted by the materials developers.

Lessons from the project

There are currently widespread calls for the formation of partnerships in education provision. In

- * what strengths do the various sectors of society bring to partnerships?
- * how do the inevitable conflicts get resolved as partners move into new roles?

The Northern Cape Workbook Project provides some important lessons.

Partnerships enable innovation

Changing educational systems is notoriously difficult. Large bureaucracies, by their nature, are not able to mobilise financial and human resources to change standard practices. Partnerships with the private sector and NGOs allow governments to consider innovation through pilot projects.

Dr Dlamini supports this view: "We are grateful for this kind of partnership. Alone we would not have had the money and the capacity to do this. The Northern Cape is an underprivileged province facing a lot of challenges."

teacher concentrated on teaching a particular group of pupils.

Each partner brings strengths

The project demonstrates that partnerships with the private sector not only provide additional financial resources. The finances provided are highly mobile compared with government budgets. The Northern Cape Education Department agreed to participate in the project in October 1995, the project was approved in November and by January 1996 the books were printed and ready for distribution. In addition the private sector companies involved in the project provided management and technical expertise in developing and implementing the project.

Secondly, the project shows that large scale and equitable education cannot be provided without the authority and commitment of government. The Deputy Director General,

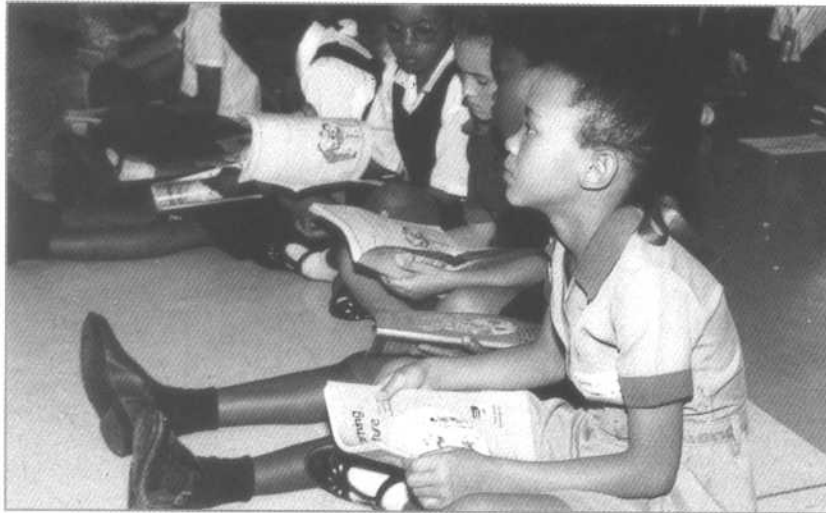
the heads of regions and subject advisers were involved in the conceptualisation and implementation of the project from the outset. Their knowledge of the context and the schools in which the project would operate was invaluable. In addition principals and teachers would not necessarily have supported the project without the authority and active commitment of departmental officials.

The strengths of the NGO sector are generally regarded to be innovation, high levels of commitment and adaptability. The National Teacher Education Audit: NGO Sector (1995)

identifies the strengths of the teacher education NGOs in South Africa as materials development, teaching of new and progressive teaching methodologies and the provision of classroom-based support. ESST developed the materials and conducted workshops for departmental officials and teachers on the use of the book and learner-oriented teaching methodologies. Staff from ESST also visited classrooms to provide further support to teachers.

The provision of teaching methodology workshops and classroom visits by NGO personnel could be a potential area of conflict as these are traditionally the roles of departmental officials. In the Northern Cape Workbook Project this was avoided by inviting all subject advisers and superintendents of education to workshops to describe the methodologies that were being advocated and training these officials to offer similar workshops. In this

way it was possible to align the work of NGOs and departmental officials. Generally ESST and the departmental officials were very enthusiastic about this development as they learnt much from each other. Perhaps more importantly for teachers, this kind of co-



operation ensures that there is not the duplication of in-service programmes that many South African teachers have experienced. Secondly, in the past the in-service programmes offered by NGOs and departmental officials have at times offered contradictory messages leading to confusion at a conceptual level. Co-operation ensures that similar messages concerning teaching methodologies and material are conveyed.

Partnerships build capacity

The distribution and delivery of the books provided the Education Department with a unique opportunity to work with the private sector. The departmental officials brought considerable information and knowledge to the planning of the distribution but, because of the recent amalgamation of former racially-divided education departments, no database of schools or systems of delivery had yet been developed. Khulisa

Management Services, with the help of departmental officials, developed the database and provided input on information requirements, cost effective and efficient delivery systems, budget considerations and similar. Many lessons were learnt and together strategies were

developed for future efficient delivery to schools. The Northern Cape Education Department now has an excellent database of schools and feels very confident about distribution and delivery to schools. While such a database and systems would inevitably have developed,

the combined efforts resulted in this happening much earlier than would have been achieved by government alone.

Conclusion

This article has attempted to outline the various strengths that different partners brought to the Northern Cape Workbook Project and how these strengths were managed. While the evaluation of the Northern Cape Workbook Project focuses on the impact of *The Learning Adventure* on pupil learning, a section in the report reflects on the effectiveness of the partnership described above. The final evaluation report will be available in December 1996. 

THE WORKERS' HIGHER EDUCATION PROJECT

by *Rahmat Omar*
WHEP Project Manager - JET

New policies in Education and Training

The Workers' Higher Education Project was established in January 1996 in the context of significant changes in education and training policy. The objectives and direction of these new policies are comprehensive in their scope. The Education and Training White Paper of March 1995 points out that:

"For the first time in South Africa's history a government has the mandate to plan the development of the education and training system for the benefit of the country as a whole and all its people ... the paramount task is to build a just and equitable system which provides good quality education and training to learners, young and old, throughout the country."

These new policies have arisen from a growing awareness on the part of leaders in government, industry, labour and education that there is an urgent need to reform education and training for adults in South Africa - due to two important factors: the lingering effects of apartheid and the need to develop a more educated and trained workforce to compete in the world market.

Key elements of the new policy include:

- * a national qualifications framework;
- * assessment of prior learning;
- * participation of a range of partners, including the private sector, in funding education and training for workers;
- * and the development of

assessment policies that can ensure fairness in the awarding of credentials, access to jobs and productive employment for citizens.



In short, the new policies aim for the development of an educational system which can provide adult workers with the opportunity to move forward, through varying educational experiences, toward a career path that will ultimately complement the nation's development strategies and goals.

The National Qualifications Framework

Guiding the restructuring of education is the National Qualifications Framework (NQF) which is intended to enhance opportunities for individuals and groups to acquire learning and qualifications of high quality whatever their starting point in the education and training system.

"The National Qualifications Framework is a priority

programme of the Ministry of Education, acting in consultation with the Ministry of Labour....a national qualifications framework based on a system of credits for learning outcomes achieved will encourage creative work on the design of curricula and the recognition of learning attainments wherever education and training are offered.

It will open doors of opportunity to people whose academic or career paths have been needlessly blocked because their prior knowledge (acquired informally or by work experience) has not been assessed and certified, or because their qualifications have not been recognised for admission to further learning or employment purposes...."

The South African Qualifications Authority

In accordance with the SAQA Act a Board, consisting of individuals drawn from a wide range of stakeholders including labour, business, educational sectors, professional bodies and government, has been appointed to oversee the development of the NQF. The composition of the SAQA Board reflects the recognition that the success of this innovative plan will depend on the efforts of a wide range of partners in South African society.

In carrying out this responsibility SAQA will give attention to the development of criteria for transferability of learning from one institution to another (articulation), as



HENNER FRANKENFELD - ABPL

well as the applicability of learning gained from experience and workplace training to formal higher education structures. The framework will provide the structure within which standards will be determined for levels of attainment of learning from pre-school to postgraduate and provide a basis for accurately assessing learning gained from a variety of sources - the classroom, on the job or informal study.

One of the exciting developments accompanying these new policies is the mushrooming of initiatives, in the public and private sectors, which aim to promote the objectives of the NQF and investigate the possibilities of implementing NQF principles. These include pilot projects undertaken by NGOs in the ABE field, pilot projects in many industries and companies, and at higher education level there is a growing interest in examining critically what possibilities the NQF holds for improving education quality. Later issues of the JET Bulletin will provide further information on these developments.

Workers' Higher Education Project

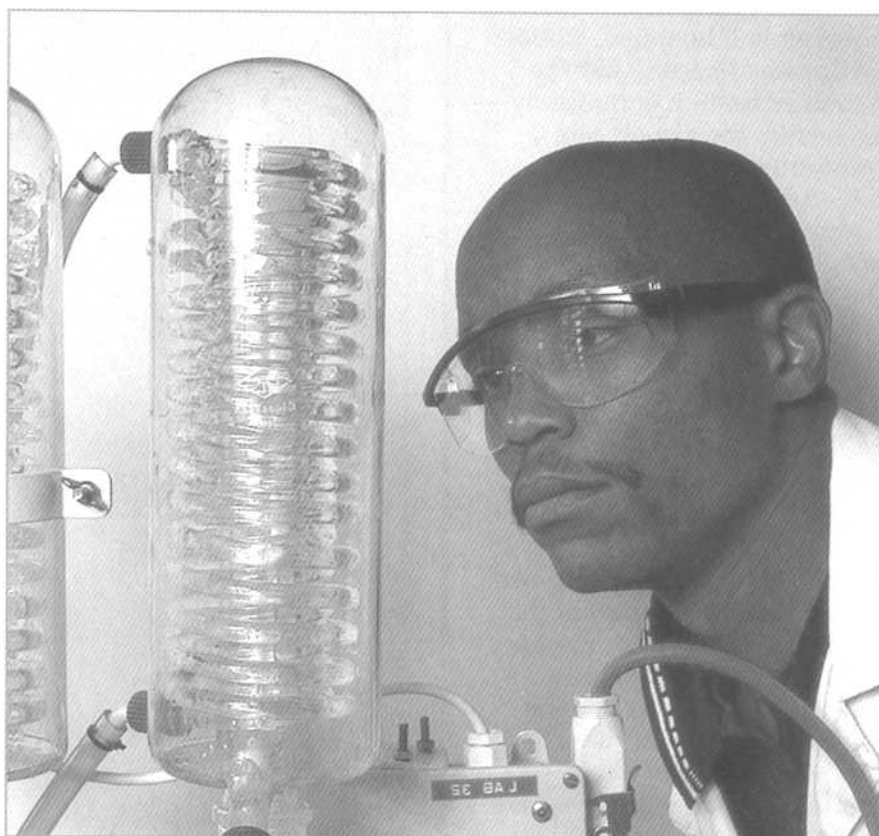
Against this background the WHEP (Workers' Higher Education Project) has been established, with a grant from the Ford Foundation, to serve as a learning resource and facilitator. It aims to encourage organisations in the public and private sectors to develop new and appropriate policies and practices to expand access and improve the quality of tertiary education for working adults.

The WHEP programme is intended to expedite the development of pilot projects and related activities at higher education level. These projects can then inform the development of the NQF as well as a wide range of parties interested in policy and programmatic aspects of the NQF, such as the South African Qualifications Authority (SAQA), the Committee of University Principals (CUP), the Committee of Technikon Principals (CTP), the Committee of Colleges of

Education Rectors of South Africa (CCERSA), other institutions of higher education, unions, professional associations and NGOs.

Engineering, management and teaching

The career fields represented in the initial WHEP pilots include engineering, management and teaching - all three of which are central to meeting the human resource needs of the country. The low representation of black South Africans in these professional fields is well known, as is the extent to which black South Africans are "under-qualified" (as measured by academic qualifications) and therefore disadvantaged in terms of career development. In the field of engineering, for example, only 2% of professional engineers are black. In the management field one of the biggest obstacles to black advancement is the absence of methods for assessing the skills acquired by workers.



As has been pointed out in the Education and Training White Paper, many workers in these fields have professionally relevant knowledge, gained from experience, but have no way of demonstrating this at present. Similarly many black South Africans have benefited from non-formal education and training, but have not received appropriate recognition towards academic qualifications. WHEP will seek to address this issue.

Ms Rahmat Omar, formerly of COSATU and COSATU's representative on the JET Board of Trustees and Dr Yunus Ballim, Assistant Dean of Engineering at Wits University, have been appointed to the JET secretariat to manage the project.

In the first phase of WHEP's existence progress has been made in the following areas.

Establishment of a Policy Advisory Board

This Board is composed of twelve members - all in leadership roles in government, business, labour, professional bodies and the higher education community - to oversee the project and recommend specific initiatives. This Advisory Group will review project activities, the development of the Innovation Fund, and the coordination of the project with various governmental initiatives, in particular the SAQA.

Research

Initial research and audits have been commissioned. These will serve to ensure the sound implementation of the NQF, with particular reference to the fields of learning in which pilot projects operate with the support of the Innovation Fund. The findings of this initial research and the pilot projects will be

presented at a WHEP Research and Policy seminar to be held in Johannesburg on 5 December 1996.

The Innovation Fund

An Innovation Fund has been created, to be overseen by the Advisory Group, to support pilot projects relevant to the development of the NQF, workforce development and Recognition of Prior Learning (RPL). A number of pilot projects have been approved on the basis of clear criteria arising directly out of the policies and objectives of WHEP. These pilots provide an important opportunity for developing collaboration among the affected constituencies and, with careful review and evaluation,

can provide a vital source of information for the development of the NQF.

Examples of such pilot projects are outlined below.



PROJECT

Career path development for industrial employees

This pilot project focuses on career path development for employees in an industrial setting using an RPL approach. It is located in Port Elizabeth and involves PE Technikon, Delta Motors, NUMSA, Black Management Forum and Sakekamer.



PROJECT

Management of Schools Training Project

This project, in partnership with Giyani College of Education, is a pilot aimed at facilitating articulation arrangements between Giyani College of Education, University of the Witwatersrand and Technikon South Africa, on the basis of agreed outcomes, standards and assessment criteria (including RPL) focusing on the combination of skills and theory required to develop competent school managers.

PROJECT

Eastern Seaboard Association of Tertiary Institutions (esATI)

This pilot project is located within a regional access consortium involving tertiary institutions and NGOs in Kwazulu-Natal. It will focus on the development of an access pathway (Introduction to the Worlds of Work) by establishing learning outcomes/standards that will be recognised by the eight tertiary institutions which are part of esATI.

PROJECT

University of Witwatersrand - Department of Education

The Wits Department of Education has undertaken a pilot project to develop pathways for under-qualified teachers, already employed in schools, to progress from Further Diplomas in Education into the B Ed degree - on the basis of clearly defined outcomes, standards, criteria and articulated curriculum arrangements. The pilot involves a partnership between NGOs and the University's Education Department in the fields of language, mathematics and management training for under-qualified teachers. A condition of the grant is that the project seeks to provide articulation arrangements with historically disadvantaged institutions.

Conclusion

WHEP is providing a valuable opportunity for the major principles and assumptions of the NQF to be investigated through implementation. Furthermore the research and pilot projects will enable us to analyse our experience of partnerships of various types and at different levels. The lessons learnt will indicate the benefits or shortcomings of such partnerships in achieving the objectives of the NQF and the new education and training policies. 

PAUL VALESKO - ABPL



EKUSENI: A Partnership in Youth Development

by *Hugh McLean*
Project Manager - JET

The Ekuseni Youth Development Centre initiative represents a welcome and, in some ways, model partnership between the state, private sector and education organisations - resourcing skills development NGOs and university-led expertise in psychology and social work. However, one of the lessons to be drawn from this partnership is that between the ideal and its implementation there are many challenges encountered. Rather than adopting a naive approach, which assumes that the formation of a partnership in itself will ensure the best blend of ideas, partners need to be aware that each of them brings established and often contradictory viewpoints to the table. The resolution of such challenges calls for continuing exchange among the partners and a constant vision of the intended outcome. Where this aim is innovative, initiating a shift from precedent, the order of the past weighs massively against it. Again, this is something which new partnerships need to be aware of if we are to progress in the reconstruction of the country.

The concept of this first Youth Development Centre was

initiated by President Nelson Mandela. Recognising that conditions in South African jails are not conducive to rehabilitating young prisoners, the project aims to change this mould. Ekuseni offers young convicts access to education, vocational training and personal development programmes so that they will be equipped to re-enter society on a new track - with the knowledge and skills to take up responsible and dignified roles in their communities. As a pilot project Ekuseni will serve as a model for other similar centres to be established around the country.

The former Natal Coalfields complex outside Newcastle in KwaZulu-Natal was identified as a site suitable for upgrading and recycling to provide the spaces required: dormitories, classrooms, a library, a computer centre and other educational facilities, technical training workshops and sports fields, plus a residential component for staff.

Construction work on the Centre was completed in September, the first 600 youth were admitted during October and Ekuseni was officially

opened by President Mandela on 19 November.

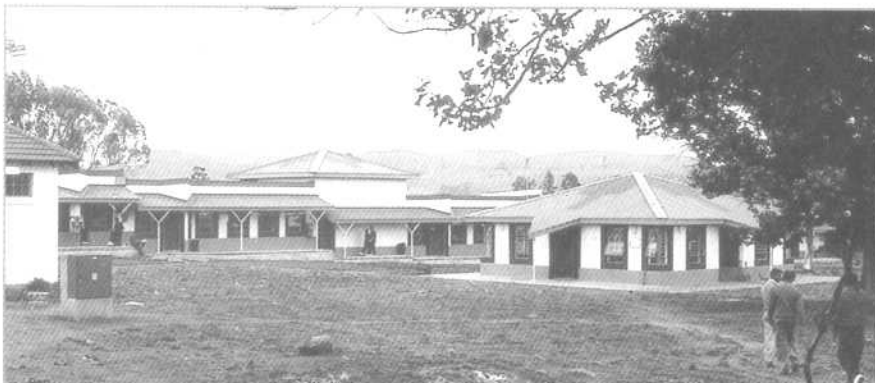
The Partnership

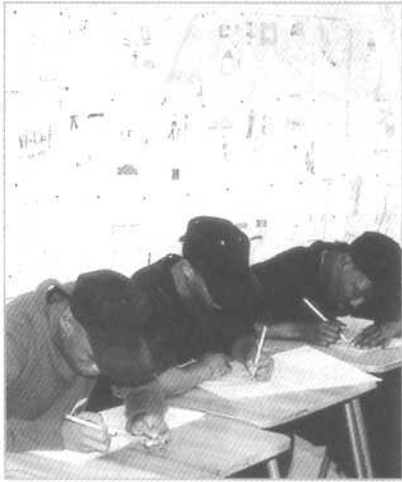
Ekuseni has been developed by a partnership involving five major players: the Nelson Mandela Children's Fund (NMCF); the Ministry of Correctional Services; the Private Sector Initiative (PSI); Rand Afrikaans University (RAU) and Joint Education Trust. Together these players established a Board of Management to oversee the development and integration of the different elements in the project. A project office was set up to coordinate and drive the developmental process.

The NMCF inspired the vision for Ekuseni - a vision closely linked to the objectives of the Fund itself which aims to help repair the ravaged fabric of our youth's social and economic circumstances by empowering them to engage positively in every aspect of life. The enormity of this challenge has motivated the NMCF to build creative alliances, involving the resources of different sectors, to meet its objective.

Representing **Government**, the Minister of Correctional Services, Dr Sipo Mzimela, has chaired the partnership guiding the development of Ekuseni to create a new model for the rehabilitation of young prisoners.

The **PSI**, the same consortium of 20 South African companies that established the initial funding of R500 million for JET, contributed R33.6 million to Ekuseni. This funding covered the purchase of land





and buildings, construction work on site and supply of equipment, all of which were donated to the NMCF.

When the PSI initiated JET at the beginning of this decade, it recognised the need for an inclusive partnership that would embrace the different perspectives and demands of diverse stakeholders in order to effect fundamental change in the education and training system. It is in the same spirit of partnership that the PSI is involved in Ekuseni, working with government and community organisations in support of innovative interventions that will change the future of our country.

RAU, through its Department of Community Development, has structured the management model and the personal development programmes. RAU and JET are working closely to integrate the different educational and training functions within the management model. Together they will monitor and evaluate the programmes over the pilot period.

JET has been responsible for developing the academic and vocational curricula and training of teachers for these programmes. JET has drawn on its experience with NGOs in various educational sectors, involving: PROLIT, Vaal

Career College, CROP, SLOT (School Leavers Opportunity Training), JEP (Joint Enrichment Programme), CCMR (Community Conflict Management & Resolution) and the AIDS Law Project at the University of Witwatersrand, to put together appropriate curricula.

JET also committed R10 million of its own funds to Ekuseni. JET's experience in project management and grant administration - to ensure accountability, effective delivery and efficient allocation of resources - led to the Trust's also being appointed to control and administer the total of R43.6 million dedicated to the project.

The Learning Programme

In line with the overall approach at Ekuseni, the learning programme developed by JET, in consultation with NGOs, constitutes an innovative learning/teaching model. Conceptually it is based on five key factors:

- * providing the highest quality education to enable the students to rejoin the mainstream of work and/or study;
- * acknowledging the whole person;
- * initiating an active learning methodology;
- * taking account of post-learning job difficulties and the need for post-programme support and placement;
- * being aware of learning and behavioural problems.

The programme is outcome-focused and aims to deliver: literacy and numeracy; communications skills; life skills and 'hard' skills. Through the learning programme the students will become demonstrably trainable. Certificates

awarded will be linked to the NQF so that they are recognised academically and in the work place. The goal is to achieve a significant placement of students into jobs, their own businesses, apprenticeships or higher education.

The curriculum includes two streams of learning: Adult Basic Education and Training to Levels 1, 2, and 3 of the Independent Examinations Board and Vocational Education at N1 Level. Each of these includes a strong employment/income generating emphasis covering courses such as: leather-work, auto-mechanics, office skills, electromechanical technology and building.

The learning programme also involves youth in courses on: entrepreneurship; life skills; sport & recreation; music, art, crafts & drama; computers; in-house production and earning. Options of a formal school curriculum, other technical courses and tertiary education are also available.

Conclusion

It is too early to judge the success or failure of this partnership, to draw its full lessons or to tell its full story. It is clear that active engagement by JET will be necessary for two years or more, for us to ensure the success of the learning programme. A formative evaluation process, which is now under way, provides us with an instrument both for assessment and for engaging with the Department of Correctional Services and the Ekuseni Youth Development Centre over a continuing period. This will make it possible for us to explore the complexities and contradictions of this partnership more fully in future issues of the Bulletin.



EUROPEAN UNION: Assistance to the Department of Education

by Mashwahle Diphofa
General Manager: Projects - JET

In February 1996 the European Union, on request from the national Department of Education (DoE), provided a planning grant for JET to prepare and submit a financing proposal outlining a programme of assistance for the DoE. In the months following the approval of the grant, the Trust worked together with the DoE (Provincial and National), the EU and certain NGOs to put together the proposal. This was informed by a phased process involving:

- * the identification of programme priorities by the DoE;
- * the formulation of broad provincial implementation plans;
- * consultations with the EU and member states to ensure that the programme plans and focus were in accord with their requirements and expectations.

The financing proposal, requesting a grant of R17,2 million ECUs (± R100 million), was submitted to the EU in May 1996. It was approved by the EU Parliament in July 1996 and the terms of the contract are currently being finalised between the EU, DoE and JET.

The Programme

The programme focuses on Early Childhood Development (ECD) and Adult Basic Education and Training (ABET) as two of the crucial

sectors which require new partnerships between government, NGOs and funders. The overall objectives are to assist the DoE:

- * to build government management capacity in these two sectors;
- * to establish and implement quality assurance mechanisms;
- * to pilot a reception year programme for 5 year old children;
- * to pilot a Level 3 and 4 programme for adult learners; and
- * to develop capacity within the department to access and manage donor grants.

the problem is of serious concern.

The state has always been seen as a significant player in the provision of ABET, although its involvement has in the past been largely criticised for being insufficient and not vigorous enough. However, the new government, through various policy statements, has expressed its commitment to beefing up ABET delivery and providing increased learning opportunities for adults and out-of-school youth.

The DoE issued Interim Guidelines for a National

ABET Framework in 1995. The Guidelines serve as the government's interim policy in the ABET field. To take this a step further, in February 1996 the Department launched the Ithuteng Ready to Learn Campaign to test and implement the Interim Guidelines. The

Campaign seeks to enrol 10 000 Levels 1 and 2 adult learners per province and was given a kick-start budget of R50 million. In provinces where the Campaign is already running, it is tending toward a collaborative approach involving government and NGOs, with state ABET centres being the nuclei of delivery.

The present programme with the European Union seeks to



GISELE WULFSOHN - ABPL

Adult Basic Education and Training

It is common knowledge that there are millions of black South Africans who have had little or no education. Although Aitchison¹ *et al* (forthcoming) have recently challenged the often quoted figure of adults affected by this problem, few would argue that the immensity of

¹ Research commissioned by the Joint Education Trust.

enhance government capacity to build and extend this Campaign and to produce and implement a delivery and assessment framework for ABET Levels 3 and 4. Curricula, materials and an accreditation system that are linked to the NQF will also be



CHRIS LEDOCHOWSKI - ABPL

developed. Thus, instead of cutting across existing initiatives in the sector, the programme will enhance delivery through complementing the efforts of government.

Early Childhood Development

ECD provision has also not been immune to the problems of poor co-ordination and inadequate state involvement, especially at a policy level. Provision in this area has been characterised by discriminatory practices with the African child being disadvantaged. It has been noted, for example, that only between 9 and 11% of South African children (birth to 6 years) have had access to ECD services and that one in three white children as opposed to one in sixteen African children have such access.

To begin to improve this situation, an Interim Policy for Early Childhood Development was issued by the DoE in February 1996. The document identifies, among other points, the need for a Reception Year for all 5 - 6 year olds as part of the government's 10-year compulsory schooling phase. The document further outlines a draft plan for a 3-year pilot project for implementing the Reception Year. The pilot, called the National ECD Pilot Project, seeks to:

- * develop and implement accreditation standards;
- * develop planning and management capacity within the Department at provincial level;
- * develop delivery capacity within community and government centres; and
- * develop and implement a sustainable subsidy system for community-based ECD centres.

Although the pilot will mainly be funded from a government grant of R50 million, the Interim Policy for ECD emphasises the need for additional funds from other donors so as to expand and maximise the impact of the project. Against this background, the present programme proposed to the EU will seek to augment the ECD pilot, providing for the development of provincial implementation plans, accreditation systems, curricula and material, in line with the NQF. Again, the focus is not on duplicating or undermining existing efforts but rather on reinforcing them to maximise the gains.

The Partnership


The partnership will involve the DoE, the EU, NGOs and JET as a project management agency. With regard to the Department, the project will seek to interact with the different echelons including

the national Directorates of ECD, ABET and Project Funding and their counterparts at provincial and district levels. In this partnership, the Department will authorise implementation and monitoring systems in keeping with existing/emerging policy frameworks.

Where appropriate, NGOs will be subcontracted to assist with policy development, planning, capacity building, materials development and programme implementation. JET will manage the project, in close co-operation with the EU and the DoE.

Conclusion

The proposed programme has a lot of potential to pilot an innovative and sound model of collaboration between government, funders and NGOs. It reflects quite clearly the roles of *intermediary organisations* as described by Nick Taylor in the opening article of this edition. This partnership should provide insightful lessons regarding joint ventures especially at this time when a number of funders are said to be revising their grant-making strategies in favour of working through government.

Finally, the programme will be significant in terms of injecting much needed resources into educational development and if launched timeously, will capture the wealth of expertise that abounds in NGOs before this is wasted as a result of lack of funds. 

KATHORUS YOUTH SERVICES SUPPORT PROGRAMME: The RDP in Operation

by Zo Mbelle
Project Manager - JET

Kathorus Youth Services Support Programme (KYSSP) is managed by a partnership involving the Gauteng Department of Local Government and Housing, the Transitional Local Councils of Alberton, Boksburg and Germiston, and JET. It focuses on Youth Development and is part of the Kathorus Special Presidential Project.

The partnership is responsible for directing an allocated R2.1 million of RDP funding to support youth organisations in Kathorus. As such, it represents a new approach to RDP delivery: forging the connections from national to regional to local government who in turn are interacting with local providers with the assistance of an intermediary organisation - the Joint Education Trust.

The project was launched in May and will run for one year, to the end of May 1997.

The main objectives of the KYSSP are:

- * to develop services that enhance the life chances of young people within Kathorus
- * to enable growth and development of a diverse spectrum of youth service organisations currently operating in Kathorus
- * to facilitate access by such organisations to RDP resources via

once-off grant support * to facilitate the development of youth in general as a key resource in the three communities.

Kathorus was chosen for this pilot initiative on the basis of its history: youth in Kathorus have not only witnessed the brutal slaying of friends and family, but have themselves committed acts of extreme violence. Many youth found a sense of purpose in the SDUs and SPUs but the disbanding of these formations left most members feeling betrayed, bitter and isolated, without any direction. Hence the need for organisations that can provide them with skills

and/or occupations so that they can retrieve some sense of purpose and value in their lives and contribute productively to their communities. The success of the KYSSP intervention in Kathorus will determine whether or not it will be replicated in other areas.

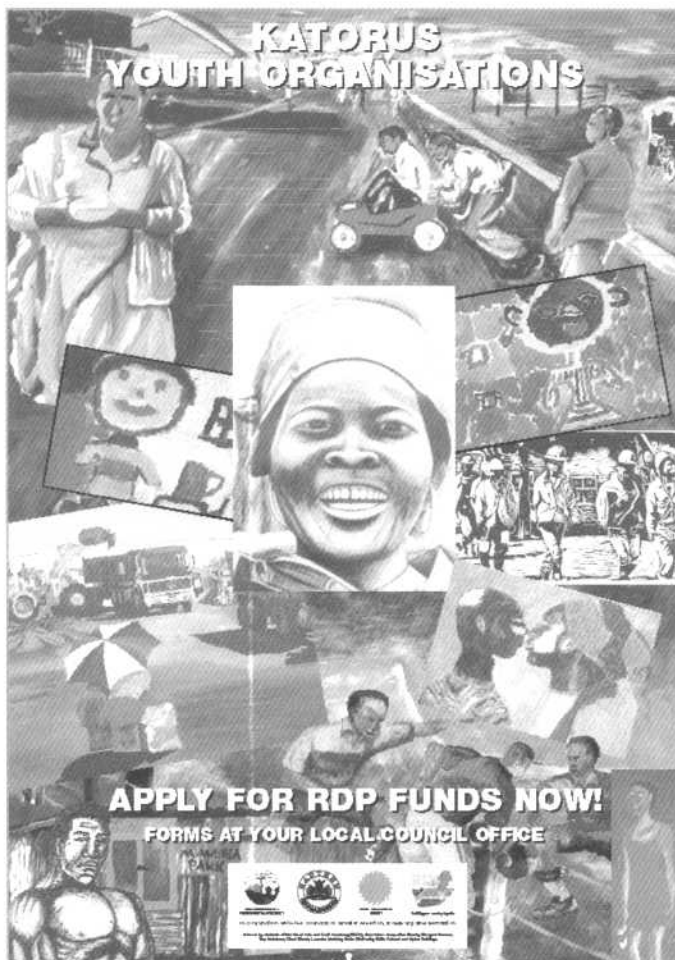
There have been attempts by a number of organisations in Kathorus to deal with youth problems, but they do not have the capacity to handle all community needs. For this reason government chose to intervene with the donation of RDP funds to increase services for youth in these communities.

Funding is being disbursed to youth organisations concerned with provision of the following services: Sports, Arts and Culture, Small Business Support/ Job Creation and Life Skills, Basic Education and Social Services.

JET's responsibilities

JET was appointed to act as secretariat for the programme. It was identified as an ideal partner because of its expertise in project management and effective delivery and its reputation for sound financial administration, as well its experience in the field of Youth Development.

JET was responsible for formulating the





HENNER FRANKENFELD - ABPL

grantmaking procedures, establishing relevant criteria for applications and calling for proposals from potential beneficiaries. The ongoing responsibilities of the secretariat, which is based at JET and is appointed specially for this project, include: assessment of applications for funding; sourcing of additional information where required; recommendations to the Steering Committee for grant approval; monitoring of projects' progress and expenditure with reports compiled for presentation to the Steering Committee.

The Steering Committee decides on the approval or otherwise of funding. Projects with approved applications are issued with contracts (Letters of Agreement), to be signed and returned to JET before funds are released from the respective Mayoral offices.

Selection Criteria

In order to give clear guidelines as to who should apply for grants, and to assess project applications fairly and consistently, selection criteria were developed by JET and distributed with the call for proposals.

- * The service must meet the aims of the KYSSP (as identified).
- * The service must be clearly described and motivated. It must be clear what is to be done and who will do it.
- * It must be clear what the results of the service are - we must be able to measure outcomes and performance.
- * The grant will fund all or part of a specific programme.
- * Grants are for a year maximum but should preferably be spent within 6 months.
- * Grants will be closely monitored. Regular reports are expected on both administration and financial aspects.
- * Political organisations are not eligible.
- * Maximum of 1% on refreshments and 4% on administrative costs.

Applications approved

To date 181 applications have been received from diverse organisations. Of these, 86 have been tabled to the Steering Committee and 36 have been approved, with R486 558 of funding committed. There is a strong indication that this RDP fund

can satisfy only a small portion of the need: in total requests for more than R7 million have been received from projects.

The first six projects were presented with their grant cheques in October. The services they offer are outlined below. It is envisaged that monitoring will effectively begin at the start of 1997, once all approved projects have received their funds.



PROJECT St Antony's Adult Education Centre

St Anthony's is a well known and credible organisation in the East Rand offering a number of programmes, one of which is adult literacy provision which has been funded by JET since 1994. It also provides basic skills training to 40 out-of-school and out-of-work youth who were recruited from all three areas of Kathorus. The year long programme offers courses in: bricklaying, computers, electrical installation and maintenance, upholstery, plumbing and welding. Besides imparting skills, the project hopes to restore motivation, dignity and self-esteem among youth.



PROJECT DEAFSA Gauteng Provincial Office

Deafsa targets 84 deaf young women in Kathorus. The project focuses on life skills and sports. Discussions about the establishment of the project started in May 1996. It is now up and running.



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 **PROJECT**

**Katlehong
Ecological Teenagers Club**

This project aims at providing information that will raise awareness among youth about hazards that affect their environment adversely and the consequences thereof. Health issues like AIDS and TB are also addressed. Drama and workshops are used to reach both youth and adults.

 **PROJECT**

**Kathorus
Literacy and Employment
Creation Organisation**

KLECO's literacy programme is one of those supported by JET. Under KYSSP, KLECO promotes job skills by providing computer literacy and information technology awareness programmes. The aim is to enskill unemployed youth so that they have access to a wider range of job opportunities.

 **PROJECT**

**Bheka
Artist Productions**

This project focuses on drama, music and dance performances for communities in Kathorus. Some of its activities are geared towards introducing acting and singing at primary schools. Competitions are to be run at the end of the year and awards will be presented to participants.

 **PROJECT**

**Thokoza
United Dance School**

At this school youth are engaged in ballroom and other kinds of modern dance to keep them occupied, interested and away from trouble. Trophies and certificates are awarded to winners in dance competitions.

Conclusion

During the more than four years in which JET has been funding youth development projects we have been exposed to positive and negative factors affecting youth problems. As a result, JET believes that South African youth need the kind of support provided by this intervention, because, as Graeme Bloch - formerly the Project Manager of JET's Youth Development portfolio said: "... they are the future muscle of the nation that will carry the hopes and aspirations of the young and the elderly. We should therefore not miss the opportunity of being part of the reconstruction of their lives."

The role played by JET in this partnership is threefold. First and foremost, JET is concerned with project development, management and evaluation. A secondary role is brokering partnerships between Kathorus communities, organisations that service youth in the three townships, and government. KYSSP is, by nature, a pilot that may be replicated in other parts of South Africa. This means that research and development are an implicit and essential component of the project, a further responsibility which will be undertaken by JET. 

GAUTENG DEPARTMENT OF EDUCATION

Early Childhood Development Initiative

*by Hugh McLean
Project Manager- JET*

The Dutch-based Bernard van Leer Foundation, renowned for its leading work in children's programmes across the world, has provided a grant of R100 000 to JET to support the Gauteng Department of Education's (GDE's) initiatives in Early Childhood Development (ECD).

The GDE's approach involves the Departments of Welfare and Health, establishing working partnerships with local government. It has implications for every Department from Culture to Safety and Security. Yet it is not a 'government-based' initiative. It is an approach which will attempt to provide an interconnecting web of communication and support between centres, clinics, schools, communities and families.

According to the GDE, appropriate government intervention in ECD needs to be coordinated and cross-sectoral, rather than 'department-blinkered' and it needs to be wider in its social scope than the Reception Year formula allows.

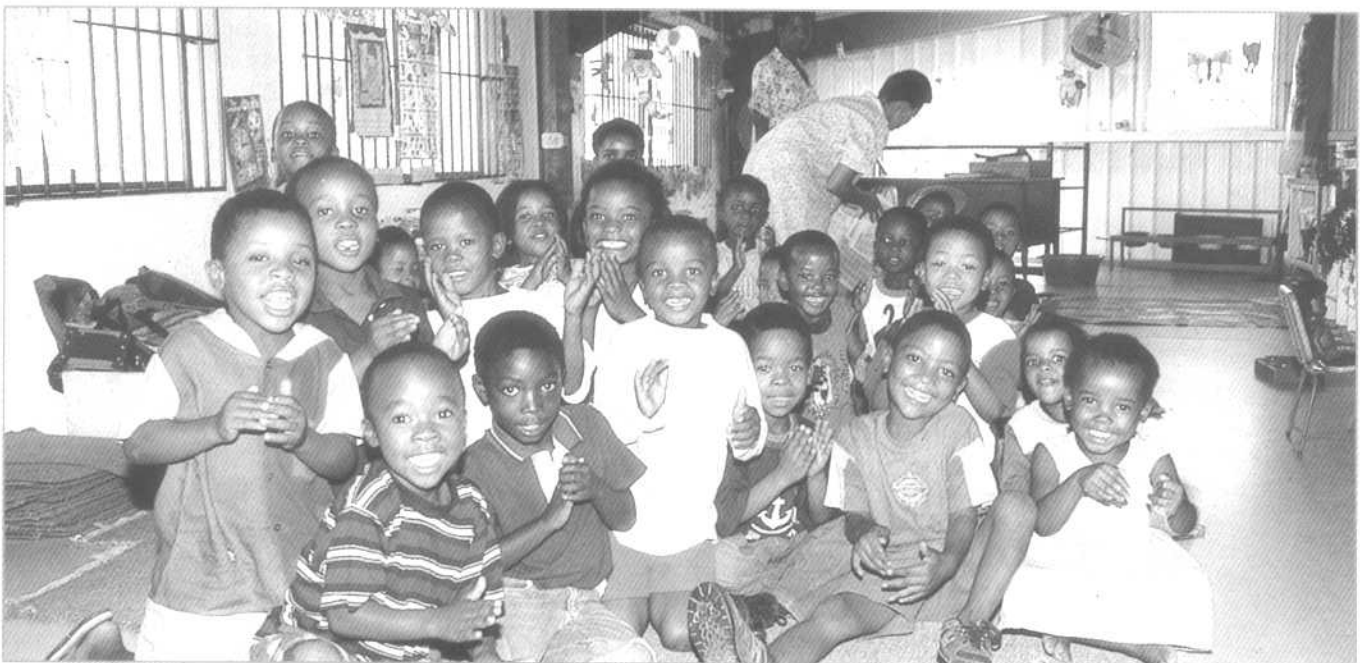
Many would argue that a curriculum-centred and centre-based emphasis in ECD is quite appropriate for an education department. Yet even the Reception Year attempts to locate these emphases within a broader and more rationalised social framework.

Through its ECD initiative 'Impilo', the GDE is seeking cost-effective and sustainable solutions to the urgent needs of young children, their families and the communities in which they will grow. It

acknowledges that these elements cannot always be neatly separated.

The GDE approach is thus inter-sectoral and non-institutional, it acknowledges the centrality of families and communities in the strategy to impact on young lives and the necessity for government support on a number of fronts.

For JET, this partnership entails a dynamic working relationship with a government department that is prepared to think laterally about its responsibilities. It opens up a new front for ECD and broadens the scope for collaborative effort to include not only the whole early childhood sector but also that expanse of society that so far has managed to get by with thinking they somehow have nothing to do with children.



Naledi Pandor appointed Vice Chair of JET



"In its work JET has developed relationships with NGOs operating at a range of levels in education, from the most basic to the more sophisticated."


Ms Naledi Pandor, MP, was appointed Vice Chair of the JET Board of Trustees in October. This follows her nomination by the nine community partners on the Board (ANC, AZAPO, COSATU, FABCOS, IFP, NACTU, NAFCOC, PAC, SADTU).

Ms Pandor is a prominent educationist who currently serves on the Parliamentary Select Committee on Education. She has a MA degree from the University of London and is currently pursuing a MA through the University of Stellenbosch. She has taught at both secondary and tertiary levels in London, Botswana, Mmabatho and Cape Town.

Ms Pandor recognises the nature of JET, as a partnership, as particularly important. "With the injection of funds from business and the creation of a partnership with stakeholders from the 'progressive movement' JET has been able to cover a broad spectrum of education initiatives - reaching from the private sector to the grassroots of communities. In its work JET has developed relationships with NGOs operating at a range of levels in education, from the most basic to the more sophisticated. It has had an important impact on education and, more significantly, on good practice in education, particularly at community level.

"As a newcomer to the Board I will need some time to evaluate all the work of JET, but it is clear that the Trust has considerable skills, knowledge, data and experience. These are resources that we should not lose. I see a possibility for closer interaction between JET and government. In the past JET's emphasis has been on working with communities; with the new government in place, a more open policy in education and the development of the NQF, there are greater opportunities for JET to work more closely with government.

"In policy development we have a lot of good thinkers and theoreticians but there is a great need for good evaluators - to tell us what works and what doesn't. JET has particular strengths in this area.

"Another asset of the Trust is its experience of assisting projects on the ground, it has a valuable understanding of implementation. I see JET as an active future player in implementation at provincial level. However, much will depend on the continuing commitment of business to the JET initiative." 

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