

**A PILOT INVESTIGATION OF THE POTENTIAL IMPACT OF
IMPLEMENTING THE NATIONAL QUALIFICATIONS FRAMEWORK IN
INDUSTRY AS PERCEIVED BY ORGANISATIONS, UNIONS AND INDUSTRY
TRAINING BOARDS**

by

CATHERINE BOTES

Submitted in partial fulfilment of the requirements for the degree of MASTER OF SOCIAL SCIENCES (Industrial Psychology) In the Centre for Industrial, Organisational and Labour Studies, University of Natal, Durban.

SUPERVISOR: Ms. Shaida Bobat

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ABSTRACT

South Africa is facing increasing competition as it becomes a more active participant in the "global village". The current South African skills base is inadequate and existing education and training structures are doing little to ensure a high degree of flexibility and multi-skilling. In addition, many people have acquired skills which are not recognised by traditional, formal learning institutions.

Future workforces will require a high degree of flexibility and multiple skills in order to keep abreast of the fast changing workplace and technological innovations.

Furthermore, vocational training is often perceived as less valuable than an academic education qualification.

It is these, and other issues which stimulated some debate around the transformation of education and training in South Africa. The recommended structure to guide this transformation is a national qualifications framework. The National Qualifications Framework (NQF) will form a backdrop for recognition of and awarding of qualifications. The Framework aims to integrate vocational and academic qualifications and maintain internationally comparative standards.

This study focusses on the impact the introduction of the Framework is likely to have on industry. It was discovered that on the whole, organisations, unions and industry training boards are in agreement about the need for such a structure and the potential benefits thereof. However, most retain some reservations about the implementation process and the practical considerations of time and money are hindering the full acceptance of the Framework. While the process is in its infancy in many industries, certain other industries are rather well established in the process of implementation. The Framework is far from finalised, and even once fully implemented, will require ongoing maintenance and adaptation. For this reason most participants in this discussion indicated varying degrees of reservation about the overall success of the National Qualifications Framework.

DECLARATION

I declare that this dissertation is my own, original work, unless it is specified to the contrary in the text. It is submitted in partial fulfilment of the requirements of the degree of Master of Social Science in Industrial Psychology at the University of Natal, Durban. It has not been submitted before for any degree or examination in any other university.

Catherine Botes

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LIST OF ABBREVIATIONS

- ABET - Adult Basic Education and Training
ANC - African National Congress
COSATU - Congress of South African Trade Unions
EPU - Education Policy Unit
HRD - Human Resource Development
HSRC, - Human Sciences Research Council
ITB - Industry Training Board
NQ - National Qualification
NQF - National Qualifications Framework
NTB - National Training Board
NUMSA - National Union of Mine Workers of South Africa
NVQ - National Vocational Qualification
RDP - Reconstruction and Development Programme
RPL - Recognition of Prior Learning
SAQA - South African Qualifications Authority

Throughout the document companies have been referred to as organisations. For this reason where all forms of respondent are being referred to (organisations, unions and industry training boards) the word institutions is used.

CHAPTER ONE

1.1 Introduction

Education and training are rather emotive subjects in the South African context. The *Apartheid* era was characterised by disproportionate allocation of resources in all spheres of life. Education and training were no exception to this harmful discrimination. As a result of this scarcity of resources for education in "non-white" sectors of the population, a large portion of the South African population have had little or no experience of the formal schooling system. A consequence of this is a majority of the adult population who today lack advanced reading and writing skills (Face-to-Face, 1995). To further compound the situation, access to training and career development opportunities were seriously restricted and a large portion of the population can boast only menial job performance and the resultant low-level manual skills. Even where people had access to learning and development opportunities, South Africa has a poor record of learning in practical, technical and scientific arenas (Christie, 1994).

As South Africa moved into international markets and made the adjustments necessary to accommodate the new dispensation in 1994, it became apparent that this lack of skills represented a stumbling block for South Africa's ongoing growth and development. Global competitiveness brings with it the need for quality products and services at competitive rates. Such products and services are usually influenced by advanced technology, the design and operation of which requires vast skills and knowledge.

Within the country, industry is faced with demands for representative workforces and the provision of opportunities that were previously denied. Local markets are restructuring as the spending power of Black consumers increases on the whole (Lombard, 1993) and organisations are being held accountable to the communities in which they operate. The lack of skills in the

country means that efforts to address these challenges are concentrated in the hands of a few and the cost of developing the entire nation to a point where they can make a significant contribution is staggering.

The backdrop to this shortage of work-relevant skills is a context of political uncertainty, as increasing crime rates discourage foreign investment in local economies. The rand weakens as investor confidence dissipates and the unemployment rate rises above the fifty (50%) percent mark (Mashingo, 1994; CSS, 1995).

According to Mashingo (1994) provision of relevant skills to a nationally and internationally recognised standard is argued as a means:

- for equipping the nation to deal with new market pressures;
- providing useful skills to aid individuals in employment;
- acknowledging those who have acquired skills but have not been recognised to this point. The importance of skill development has been recognised by the Government of National Unity (Bird, 1997a) and redressing education and training is listed as a major priority of theirs (Face-to-Face, 1995).

In 1994 the Government of National Unity inherited the flawed education system, lack of facilities and other related problems. Focussing on the skills issue has offered the potential to impact on a number of these problem areas (Bird, 1992). Improved skill levels should positively affect quality and production in South Africa. This should have a positive effect on the overall economy which is likely to improve employment opportunities. More relevant skills should aid people in the securing of employment once the general economy can accommodate these people.

Clearly, restructuring education and training is not a panacea for all ills but it offers an opening to positively effect many spheres of need in the country. After intense negotiation by representatives from government, education and training, business and labour, the recommendation of a National Qualifications

Framework (NQF), administered by both the ministries of Education and Labour, has been adopted as a strategy in transforming education and training in the country and influencing broader social changes.

By including the various stakeholders in discussions around the NQF, an effort to extend the principles of democracy, participation and transparency, embodied by the Government of National Unity, has been made. A national framework of this nature requires significant adjustment of current education and training structures. This transformation process is likely to raise many issues. In all likelihood, some of the issues will be unanticipated as the process is "a first" for South Africa.

By highlighting education and training as a solid foundation for growth and development one is inclined to lose sight of the paradox that:

- a) while improved education and training may result in an increase in economic growth,
- b) education and training cannot be sustained without growth and development in other sectors.

The interrelatedness of these two issues, education and training on the one hand and economic growth on the other, is of vital importance when developing education and training transformation strategies. The inclusion of these strategies, as an integral part, of the overall development strategies of the country is crucial to a holistic approach to growth and development. A detailed analysis of this area would constitute a study in and of itself and, whilst it can't go without mention, it will not be expanded upon here.

It is precisely the need for changing structures in education and training which served as the starting point in this study.

1.2 The Purpose of the Study

This study concentrates on the impact that a National Qualifications Framework is likely to have on industry. The relationships between organisations, unions and industry training boards in their discussion of the NQF and related issues is investigated. It attempts to draw out the concerns and misgivings of these parties and establish any correlation between the experiences of the different parties in dealing with the NQF.

The writer acknowledges that at the time of conducting this research the NQF had not yet been finalised. Results of the study should, therefore, be read with this in mind and regarded as an exploration of views to a prospective national development. Many aspects of the NQF have recently been gazetted but, on the whole, the NQF is an evolving concept which is shaped by the needs of those stakeholders who take the initiative to respond to guidelines provided by legislated authorities (Babb, 1997b). Despite the lack of finalisation of key questions around the NQF there is much agreement on the shape and purpose of such a body and many parties are adapting structures and materials with the intention of aligning themselves with this Framework.

In summary then, the purpose of this study can be expressed as: -

A pilot investigation of the potential impact of implementing the National Qualifications Framework in industry as perceived by organisations, unions and industry training boards.

CHAPTER TWO - THE HISTORY

2.1 Why Transform Education and Training?

Prior to 1994 the education and training systems of South Africa were based on the racial elitism of *Apartheid* which resulted in much devastation in terms of skills and personal development for the majority of South Africans. A number of education departments existed to co-ordinate education for the different population groups, as well as the homelands (Marcum, 1982). South Africa therefore did not "have a single, emergent vision or a set of national priorities to guide the development of education." (Marcum, 1982 p12).

In addition to the blatantly disproportionate allocation of resources, the education and training systems available to advantaged groups, appeared to be operating in a vacuum, and did not provide skills relevant to the workplace. Many "graduates" of this system showed little evidence of developed skills and few were able to make significant contributions in the workplace, without further training (HSRC, 1995; Phillips, 1997a). Also any attempt to change one's field of study resulted in returning to the bottom rung again, without being able to utilise any of the capabilities from the previous areas of learning (Babb, 1997b). Different stakeholders in the economy are effected in different ways by the void created by education and training of little relevance to the needs of industry. The Act relating to the NQF (SAQA Act 58 of 1995) specifically links school education and post school education and training in a total strategy to facilitate workplace relevance. Both labour and employers recognise the impact of these flawed systems on the economy.

For labour, the following have been sources of concern, and hence triggered some discussion on education and training strategies:

- many industries experienced large scale retrenchments due to financial pressure in the organisations which could not compete within the

international markets as sanctions were being removed (Machin, 1993). Currently in the "new democratic South Africa", pressures of global competitiveness are on the increase.

- an abundance of unskilled workers earning minimum wages and performing menial tasks which have been highly specialised and are characterised by low job satisfaction. These same workers are also likely to remain in the same position in the organisation, without prospects of promotion for most of their working lives (Machin, 1993). The issue of progression in the organisation should be seen in terms of increasingly rewarding work, a definite career outline and movement on the grading system.

- workers who have performed a job for many years, have acquired the necessary skills to successfully execute it, but have been denied access to formal qualifications and certification due to racial policies (Bird, 1991).

These issues are closely related to the concerns of employers:

- increased pressure to compete in or with international markets, regarding both quality and cost of goods produced (Mashingo, 1994; IPM Brief, 1995a).

- local and national pressure to be "legitimate" organisations providing real opportunities for previously disadvantaged groups in society (Lombard, 1993).

- rapid advances in technology as the "information age" advances (Phillips, 1997a).

- a relatively small pool of skilled workers to assist in addressing the above concerns (this stands as a concern on its own but is obviously

inter-related with those mentioned above).

Employers and labour have very different frames of reference when viewing the economy, and industry in particular, and it is interesting to emphasise the mutual concern for the growth of the economy through successful production and competition. It may be assumed that positive developments in the economy would go some way to improving the standard of living of the majority of South Africans. Education and training in general, and literacy in particular, are widely associated with improving the lives of individuals by serving as a tool for empowerment, where knowledge and skills are being focussed on social transformation; and also by equipping individuals to function in and serve the changing demands of society (Lyster, 1992).

Literacy as a tool for empowerment is seen as providing the skills necessary for completing documentation and reading information that is presented in various media. Access to information keeps the individual up to date on social developments and being able to read and write enables the individual to actively engage in social movements and political debates. In terms of general life skills the individual is able to engage in a literate society unaided and carry out the activities traditionally associated with being an adult (Spies, 1995). Banking forms and housing applications are excellent examples of this.

It is the emphasis on an overall improved standard of living (impact on economy and people) which brings the transformation of the education and training systems within the broader aims of the Reconstruction and Development Programme (RDP).

“An integrated programme, based on the people, that provides peace and security for all and builds the nation, links reconstruction and development and deepens democracy - these are the six basic principles of the RDP.” (ANC, 1994 p7).

By including Human Resource Development as a major programme of the RDP, the government has asserted its commitment to an education and training programme which develops human capacity to improve all areas of life and encourages maximum involvement of all the people in a system which improves employment opportunities. The ANC believes that the system also needs to focus specifically on an equal role for women, thereby supporting affirmative action. The RDP makes reference to greater flexibility in entrance criteria and broader recognition of prior learning, extending the criteria for acceptance of where learning occurred and what was learned. These, and other, points are underpinned by a belief that "education and training should be available to all from cradle to grave." (ANC, 1994 p8).

The transformation of the education and training systems is clearly accepted by most of the stakeholders as a necessary step in redressing the imbalances of the past and equipping the nation for continued growth and development in the future. Educational development is also "arguably the strongest force for social change in South Africa." (Marcum, 1982 p3).

" The roots of the NQF are to be found in the profound, virtually universal discontent with the nature and quality of education and training in South Africa. The groups and individuals who fought for the establishment of the NQF come from a diversity of backgrounds and have approached the initiative with different priorities. Some are mainly concerned to promote equity and redress, some to promote productivity and economic competitiveness and some to promote quality in learning per se. They all realise, however, that equity, productivity and quality are tightly interwoven. And they want to see, for South Africa and its people, education and training comparable to the best in the world - characterised by openness, efficiency, relevance, vitality and creativity."

(De Villiers, 1997 p 2)

Table 2.1 below, indicates the characteristics of the education and training system of the past as contrasted with the goals of the new transformations within education and training.

Table 2.1 Characteristics of the past and future education and training systems

PAST	FUTURE
No national standards	Registered national standards
Varying quality	National quality management systems
Focus on inputs	Focus on outputs
Learners ranked against each other	Learners assessed against the standard
Ad-hoc reporting	National record of learning database
Examinations	Contextual assessment (moderated)
Institution-centred	Learner-centred
One chance education	Lifelong learning
No recognition of prior learning	Recognition of prior learning
Academic or vocational streaming	Multiple learning pathways

(Phillips, 1997a)

As indicated in table 2.1, the new education and training system is aiming for national recognition of standards with quality management systems in place to monitor and maintain these national standards. A national register of standards allows for learners to be assessed against that standard rather than ranked against other learners. Assessment of learners will be contextualised, moving away from paper and pencil tests where these are inappropriate or provide little evidence of the learners competence in a particular area. Prior learning will be assessed (via appropriate means) and relevant learning will be recognised, allowing learners to move from one field of learning to another, while retaining credit for their learning. This should prevent repetition of learning and allow for

an accumulation of learning as opposed to having to start from the beginning in any new area, provided that the learning is relevant and can be demonstrated. Recognition of prior learning also encourages a system of life-long learning as it encourages learners to continue learning by recognising and allowing for a record of learning. As the process centres around the learner and what he/she has learned the emphasis is placed on outputs, ie resultant learning, rather than inputs i.e. subject matter covered. An emphasis on outputs requires that education or training culminate in an illustration of gained competence. For purposes of discussion here, the following definition of competence is accepted:

“An individual is believed to be competent when they possess the knowledge, skills and attributes necessary to support performance excellence in a particular job.”

(Saunders, 1997 p3)

2.2 What Are the Origins of the Transformation Process?

During the period 1989 - 1994 much attention was paid to the education and training systems and the need for transformation thereof. Contributions were made by various groups such as:

- National Union of Metal-Workers of South Africa (NUMSA) and Congress of South African Trade Unions (COSATU) (1989)
 - National Education Policy Investigation (NEPI) (1992)
 - National Training Board (from 1993)
 - African National Congress (ANC) Draft Policy for Education and Training (1994)
 - Centre for Policy Education Development (CEPD) (1994)
- (HSRC, 1995).

Many of these contributions were combined when the National Training Board process was initiated in 1993. The National Training Board (NTB) was

established under the Manpower Training Act of 1981 (Bird *et al* ,1994). It is composed of representatives from government, employers and trade unions who were nominated by the Minister of Manpower. The main function of the NTB is advising the Minister on training matters and it is heavily involved in research in this area (Bird *et al* ,1994). In the process initiated in 1993, the tripartite body was joined by providers of education and training in an attempt to balance the interests of all major stakeholders.

The major stakeholders and their main issues of contention were:

a) the state - at the time of the NTB process the representatives of the state Department of Education and the Department of Labour had never previously engaged in discussion. This process forced contact and negotiation between the two departments.

ANC and COSATU concerns, while not "state" at the time, dominated the agenda.

b) employers - the major concerns raised by this group were issues of the economy and global competitiveness. Worker training was advocated as a means to improve productivity.

c) labour/union movement - employment growth and security, career progression and an emphasis on Adult Basic Education and Training (ABET), as integral and accredited learning, were the needs emphasised by these players.

d) providers - much attention was drawn to the potential changes in curriculum that would be required and the competence of those currently teaching or instructing to implement these changes.

(HSRC, 1995).

As early as 1991 COSATU representatives were presenting ideas on the new structure and approach to education and training in South Africa which they

considered vital in beginning to redress the “devastation” rendered through *Apartheid* policies (Bird, 1991). Of primary importance in their recommendations is the understanding that education and training must form part of a broader “political and economic strategy for South Africa” (Bird, 1991).

“...education (and other) policies have to be framed explicitly in relation to political and economic development strategies [based on the Freedom Charter] if they are to contribute to the construction of a new South Africa.”

(Wolpe, 1991)

Education and training addresses the needs of the private sector and economy in particular ways (Bird, 1991). It is because of this relationship with the various sectors that education and training must be seen to be congruent with overall construction and development. Neither the economy nor the private sector are neutral entities. They are dictated to by the policies adopted by the government and the interests served. With this in mind COSATU advocated a shift in paradigm to accepting the input and role of the stakeholders other than government (National Party) and employers, such as trade unions and other non-governmental organisations (Bird, 1991). This emphasis on broader participation can be more readily justified when one considers the personal loss experienced by those inadequately educated in the past (Christie, 1994). It becomes essential to look past the major stakeholders to the smaller parties, even individuals, affected by past education and training systems in order to ensure that the restructuring is relevant and meets the needs of those whom it is aimed at assisting.

As discussed above, the transformation of the education and training systems has support from many sectors in the community and aims to impact on economic, social and political development. It is important to draw attention to other requirements of the transformation process which, although they fall outside of the scope of this study, are just as important. Christie (1994), for

example, discusses the weaknesses of a currently "over bureaucratic" education system with limited stakeholder participation. Christie (1994) continues by adding that the matric system as it stood failed more people than it passed and failed to encourage the study of sciences and technology. This clearly feeds into the concerns regarding South Africa's ability, or inability, to meet its current and future skill requirements.

To this point the discussion has been around the education and training systems as systems inextricably linked as one, most parties in the transformation discussion accept the integration of the two components of individual development and there has been much discussion around this integration.

2.3 Why Integrate Education and Training?

The debate surrounding the degree to which education should have a vocational or academic emphasis is a well known one to those in the industrial and educational fields. The debate comprises of two main approaches. On the one hand, those driven by the financial markets, argue that education and training from school level should directly produce the skills required by the labour market. This approach is based on the assumption that vocational education serves as a sound foundation for further training in occupational skills. On the other hand, it is argued by educationalists that, academic skills are the best footing on which to build vocational training (Phillips and Wood, 1992a). This approach claims that academic training or qualifications equip the individual for a range of vocational learning allowing for the flexibility currently favoured in the labour market. Literacy, numeracy and basic science are seen as essential to further vocational development.

Wolpe (1991) claims that both approaches acknowledge the problem that vocational education alone is inclined to produce narrow, rigid skills that are not easily transferable to varying contexts. Further, purely vocational training is

often regarded as inferior in comparison with academic qualifications. These difficulties can be overcome if an integration of the two is considered.

The close relationship between education and training is reflected in the vision statement adopted for research in this area, but this statement is not mere idealism or fantasy, there are real forces which are encouraging the integration and benefits which result from this integration.

The work initiated by the NTB in 1993 was conducted under the following "vision statement":

"A human resource development system in which there is an integrated approach to education and training and which meets the economic and social needs of the country and the development needs of the individual."

(Bird *et al*, 1994).

South African society, as in many Western countries, traditionally affords greater status to education acquired through the formal education system than training or "informal" learning. Thus it is necessary to link education to training inextricably to afford training a similar status (Wolpe, 1991; Bird *et al*, 1994; HSRC, 1995).

Furthermore, efforts at integration are proving relatively successful internationally. The trend towards integration is most noticeable in economically successful countries such as Germany, Australia and Malaysia. In a world context of rapid trade and technological change the value of "generic skills underpinning specialisation" is widely recognised (Bird *et al*, 1994). The flexibility and adaptability of the workforce is strongly linked to its access to core knowledge as well as specific job-related skills.

Apart from the issue of status mentioned above, there are other social and

economic imperatives supporting integration.

✓ "In a society where more than 10 million adults lack basic literacy and numeracy, the notion that training could be addressed without simultaneously addressing the educational backlog is simply not viable."

(Bird *et al*, 1994 p4).

x Education at basic levels is often considered necessary for effective training interventions (van Niekerk, 1996a). However, reform in the educational sphere alone would target only the youth and the current workforce would remain unskilled. This would result in a negative impact on the economy, as well as failing to deal with the issues of social justice and redressing past imbalances (Bird *et al*, 1994).

✓ The HSRC (1995), in its publication, "Ways of seeing the National Qualifications Framework" identifies the major challenges arise out of this integration of education and training. The challenges relate to equity, quality and relevance.

Firstly: The need for an equitable system which is of use to all South Africans. This involves accommodating those in conventional education and training settings (schools, colleges and universities, training programmes) and also recognising the non-formal settings. People previously excluded from formal education must be credited with learning and allowed access to the system.

Secondly: It is not sufficient for these systems to be integrated and extended only, the quality of education and training provided must be of an internationally acceptable standard.

Thirdly: The system also needs to be relevant to and to complement overall economic and political policies. (HSRC, 1995)

An integrated approach implies the acknowledgement of 'learning' in both educational and training spheres. This is the first step in developing a national "culture of learning" (HSRC, 1995; Fenton, 1996). Also it is accepted that this learning includes varying degrees of skills and knowledge as well as "generic abilities such as communication, problem solving and working with people" (Phillips and Wood, 1992b; HSRC, 1995).

Learning is therefore perceived as a combination of being able to do something, having a basic understanding of what you can do and locating this in the broader sphere of the society or workplace. Operating in these spheres requires the acquisition of generic abilities in order to function optimally.

The system proposed to implement and maintain integration is the National Qualifications Framework (Christie, 1994; HSRC, 1995; Fenton, 1996).

CHAPTER THREE - THE NQF - Literature Review

In South Africa the NQF will be a legislated framework (SAQA Act 58 of 1995) which guides education and training.

3.1 Theoretical foundations

Samson and Vally (1996a) identify Human Capital theory, Post-Fordism and outcomes based education as the significant theories underpinning the NQF.

Human capital theory is grounded on the understanding that a direct link between education and economic growth exists. It is assumed that improved technical skills and technology will impact positively on productivity and hence the economy. Education becomes significant as a national investment (Samson and Vally, 1996a). Becker (1993) claims that education and training are the "most important investments in human capital" (p17) and the defence of humans as capital, acknowledges the reproductive power of people and has traditionally involved the following points:

- there are costs associated with the development and formulation of human capital (largely education);
- the output of skilled human resources added incrementally to the national product; and
- expenditures on human resources which increased the national product also increased the national wealth.

(Wykstra, 1971).

However, this theory has been criticised on the grounds that it reduces education to an economic payoff only and fails to recognise the empowering and functional aspects of education, particularly at a basic level (Lyster, 1992). Furthermore, Denison (1971) suggests that formal education is making less of

a contribution to growth than it appeared to in the 1930s. He states that a “sharply accelerated improvement in the quality of education would be needed to prevent the contribution of education to growth from declining.” (Denison, 1971 p49). Although the human capital theory has been discredited by various schools of thought, for these reasons, it is currently gaining favour as it provides a strong argument for requests for funding (Samson and Vally, 1996a). Presenting arguments that investors will see real returns in terms of productivity once education is introduced often provides the necessary incentive for investment. Parnes (1977) believes that it is possible to determine the optimal amount of education for achieving specified growth targets and this is likely to satisfy the need for “more tangible” evidence of returns often required by investors.

Post-Fordism is characterised by a move away from the rigidity and standardisation of mass production in Fordism (Giddens, 1989; Kraak, 1991). Instead, the emphasis is on “smaller production units, relying on a multi-skilled, flexible and problem-solving workforce “ (Marcum, 1982; Kraak, 1991; Samson and Vally, 1996a). Such a workforce is able to adapt existing skills to new situations and is able to learn new skills to keep up with the fast pace of change in the business environment. The need for a more flexible workforce and demands for high quality goods result in a strong link between the human capital theory of investment in people and training and the Post-Fordist approach to production. As the need for more skills and a multi-skilled workforce increases, the motivation to increase spending in the training area is strengthened. Post-Fordism sees investment in education as justifiable if it results in increased productivity, improved quality and economic performance (Samson and Vally, 1996a). With the emphasis on outcomes based education and training the NQF would provide clear evidence of these.

Gough (1993), utilising a Marxist, value perspective argues that “in abstracting from value relations, post-Fordist discourse greatly over simplifies both the conditions under which new production paradigms emerge, and the conditions

for overcoming general economic stagnation.” (P32). It seems that by highlighting the complexity of the relationship between production and economic growth, Gough (1993) is cautioning the view that post-Fordist production methods are the solution to suppressed markets. While acknowledging the value of flexibility in terms of international competitiveness it is crucial that attention be paid to wider social and political environments.

Outcomes based education shifts the focus away from the curriculum of a course to the actual abilities the learner should have at the end of that course. What the learner can do becomes more important than what he/she knows (Samson and Vally, 1996a). This approach has been criticised by some for its failure to see the individual in a holistic manner and for promoting the development of work related competencies at the expense of overall, basic knowledge. It is feared that this will result in high specialisation on the job and restrict the mobility of workers. This criticism highlights an apparent contradiction with the major goals of the NQF (WITS EPU, 1996). Further, outcomes based education might result in situations in which only certain of the competencies or abilities of the worker are valued and his/her broader knowledge goes unvalued and underutilised (Samson and Vally, 1996b).

Within the NQF, outcomes have been categorised according to whether they are:

- a) fundamental - communication and numeracy
- b) core or contextual - also known as generic or socially relevant learning, eg. community studies,
- c) technical or elective - eg. blasting or welding skills (van Niekerk, 1996a).

A shift to an understanding of outcomes and competencies, incorporating both knowledge and skills has occurred (Bellis, 1997). Outcomes and competencies will be discussed in more detail at a later stage.

The theories underpinning the NQF, as outlined above, are reflected in a limited fashion in the principles which underpin the NQF. The principles go some way to supporting the concepts of educating and training in conjunction with development and an emphasis on outcomes and flexibility (as advocated by Post-Fordism).

3.2 Principles Underpinning the NQF

Early discussions influenced by COSATU were dominated by the principles upheld in the COSATU strategy for education and training (Bird, 1991). These principles focussed on three main areas, Training, Women workers and Adult Basic Education (Bird, 1991).

The Training principle was composed of the following:

- linking training to economic planning and restructuring;
- union involvement in training at all levels;
- efforts to avoid the class, race and gender discrimination of the past;
- employer and state duty to train and finance training efforts;
- a workers right to paid leave for training; retraining of retrenched workers;
- life-long training to equip workers for technological change and further self-development;
- clear links between formal schooling, adult education and industrial training;
- training and skills must be linked to grading and pay;
- workers must advance along a career path through training;
- training must be certified at a national or industrial level;
- provision must be made for skills the workers already have;
- training of trainers must be key to the effective functioning of the system.

The principle focussing on women workers included:

- recognition of women's skills;
- recognition of women's rights to equal pay;
- introduction of women into jobs traditionally performed by men;
- providing subsidiary services (eg child care) which would make it easier for women to receive training.

The focus on Adult Basic Education included:

- rationalisation of courses which provide general basic education so that they are based on clear standards with smooth progression from one course to the next;
- formal certification or recognition, allowing for entry into training programmes and further education;
- financing and facilities provided by employers and the state;
- recognition of existing skills;
- more effective use of current facilities eg using school premises in the evening;
- agreed principles for evaluation, selection of trainers/teachers and development of programmes.

(Bird, 1991 p3).

Many of these issues have been incorporated into the current set of principles for the NQF. It is obvious however that the principles have been expressed in more general terms, ie. with less emphasis on the specific needs of worker - employer relations and obligations and more emphasis on the system of education and training as it applies to all South Africans.

The principles formalised in the National Training Strategy Initiative by the NTB (1993) are now widely accepted as the core principles supporting the system. (See table 3.1 below).

Table 3.1: Principles underpinning the NQF

Principle	Definition : Education and Training should
Integration	form part of a system of human resources development which provides for the establishment of a unifying approach to education and training.
Relevance	be and remain responsive and appropriate to national development needs.
Credibility	have national and international value and acceptance.
Coherence	work within a consistent framework of principles and certification.
Flexibility	allow for multiple pathways to the same learning ends.
Standards	be expressed in terms of a nationally agreed framework and internationally acceptable outcomes.
Legitimacy	provide for the participation of all national stakeholders in the planning and co-ordination of standards and qualifications.
Access	provide ease of entry to appropriate levels of education and training for all prospective learners in a manner which facilitates progression.
Articulation	provide for learners, on successful completion of accredited prerequisites, to move between components of the delivery system.
Progression	ensure that the framework of qualifications permits individuals to move through the levels of national qualifications via different appropriate combinations of the components of the delivery system.
Portability	enable learners to transfer their credits or qualifications from one learning institution and/or employer to another.

Recognition of prior learning	through assessment give credit to learning which has already been acquired in different ways, e.g. through life experience.
Guidance of learners	provide for the counselling of learners by specially trained individuals who meet nationally recognised standards for educators and trainers.

[Extracted from HSRC, 1995; also in Bird *et al*, 1994]

While this presentation of the principles extracted from "Ways of seeing the National Qualifications Framework" (HSRC, 1995) is clear and self explanatory it is essential to understand the aim being strived for in adhering to such principles. As discussed earlier, integration of the education and training systems is one of the central aims of this Framework. Linked to this is an emphasis on the relevance and quality of learning which should continue for as long as the learner is willing. Recognition of prior learning feasibly opens the learning structures to individuals who were previously excluded and the principles of progression, portability, articulation and flexibility secure life-long development (both at work and personally) for all involved (NQF1, 19?). The Act (SAQA Act 58 of 1995) adds the aims or objectives of redressing unfair discrimination in an accelerated fashion and the establishing of career development paths for individuals engaging in education and training.

3.3 The Structure of The NQF

The framework suggested for the regulation and maintenance of the integration of education and training is an eight level framework, similar in structure to the education and training frameworks of New Zealand and Australia (Bird, 1991; NTB, 1993; HSRC, 1995; Wits EPU, 1996; NQF1, 19?). The eight levels are broadly categorised into three bands (IPM Brief, 1995a; Wits EPU, 1996,). Whilst these broad bands are closely linked to the current primary, secondary and tertiary divisions in education there is the distinguishing feature that these

bands integrate education and training levels of qualification.

The first band is "General Education and Training" (GET), and General Education certificates would result from either formal schooling or ABET courses. GET correlates with level one of the NQF which includes four ABET levels (see figure 3.1) (HSRC, 1995; WITS EPU, 1996).

The second band is "Further Education and Training". Certificates in this band, which comprises levels 2-4 of the NQF, would be obtained in schools, the workplace, Industry training boards or colleges (Wits EPU, 1996).

"Higher Education and Training", comprising of NQF levels 5-8, forms the third band, and certificates in this band will be awarded at universities, technikons, colleges, employers and employer groups (Wits EPU, 1996). This band extends from level 5 which relates to diplomas and occupational certificates (obtained at the workplace or tertiary institutions), to level 8 which relates to doctorates and further research degrees (awarded by universities or professional institutions) (Wits EPU, 1996, De Villiers, 1997). (See figure 3.1).

Figure 3.1 serves as a summary of the levels divided into bands, and links these to the various potential 'learning contexts' (HSRC, 1995). Most stakeholders were in agreement on the levels even before they were gazetted (Bird, 1991; NTB, 1993; HSRC, 1995; Wits EPU, 1996, NQF 1, 1997). The gazetting served as confirmation and ensured that those with queries could be certain of the form of the Framework.

By structuring the NQF in progressive levels, the advancement of individuals along a life-long learning path is encouraged. However, these divisions may do little to further the principles of flexibility and progression. The levels can be interpreted as guidelines for qualifications, levels of ability required for progression, or as barriers creating difficulty for progression or advancement. If the principle of access to appropriate levels is implemented in its true spirit

NQF level	BAND	Types of Qualifications and Certificates		Locations of Learning		
8	Higher Education and Training Band	Doctorates Further Research Degrees		Tertiary / Research / Professional Institutions		
7		Higher Degrees Professional Qualifications		Tertiary / Research / Professional Institutions		
6		First Degrees Higher Diplomas		Universities / Technikons / Colleges / Private / Professional Institutions		
5		Diplomas Occupational Certificates		Universities / Technikons / Colleges / Private / Professional Institutions / Workplace / etc.		
Further Education and Training Certificate						
4	Further Education and Training Band	School / College / Trade Certificates Mix of units from all		Formal high schools / Private / State schools	Technical/ Community /Police/ Nursing / private colleges	RDP and Labour Market schemes, Industry Training Boards, union, work-place, etc
3		School / College / Trade Certificates Mix of units from all				
2		School / College / Trade Certificates Mix of units from all				
General Education and Training Certificates						
1	General Education and Training Band	Std 7/ Grd 9 (10 years)	ABET Level 4	Formal Schools (Urban/ Rural/ Farm/ Special)	Occupation/ Work based training/ RDP/ Labour Market schemes/ Upliftment programmes/ Community programmes	NGOs/ Churches/ Night schools/ ABET programmes/ Private providers/ industry training boards/ unions/ workplace etc.
		Std 5/ Grd 7 (8 years)	ABET Level 3			
		Std 3/ Grd 5 (6 years)	ABET Level 2			
		Std 1/ Grd 3 (4 years)	ABET Level 1			
		1 year reception				

Figure 3.1 - Diagrammatic Representation of NQF

the latter scenario should be avoidable. By suggesting learning contexts and levels of qualifications, the freedom and reduction of elitism (by recognising informal learning environments) aimed for in the development of the principles are negatively affected.

That the SA national framework is largely based on international frameworks has been the cause for some criticism. Arguing that South Africa has a unique identity, unique problems and relations, the question is raised whether a unique solution wouldn't be more appropriate (Sitas, 1997) "Why have we become the bad imitators of programmes chucked our way?" While acknowledging the "South Africanness" of the situation the writer feels that by adopting successful programmes from elsewhere, time and money (limited as they are) are being saved as the trial and error stage is reduced. The Framework has not been imported from one source, but rather consists of an amalgamation of ideas from Australia, New Zealand, Scotland and other nations (Babb, 1997b). This combination of positive features, and the attempts to locate them in the South African context, should result in a more relevant and comprehensive framework.

3.4 How will the NQF operate?

The South African Qualifications Authority Act passed in September of 1995, defines the body which will oversee the implementation of the NQF (HSRC, 1995; Eberlein, 1993; IPM Brief, 1995b). In May/June 1996 the appointments to the SAQA were made known (Samson and Vally, 1996a; De Villiers, 1997). Appointments were made by the Minister of Education in consultation with the Minister of Labour. Members include representatives of state eg, Deputy Director-General of Education; educational institutions eg, Deputy Vice Chancellor UCT; labour eg, National Training Co-ordinator, National Union of Metal Workers of SA; employers eg, Snr Manager Human Resources Development, Gencor SA Ltd.; and NGO's involved in training/community development, eg, National Director, National Literacy Co-operation.

This list serves to indicate the effort made to involve all interested or affected parties in the process and structures of the NQF (Hosking, 1996). A total of 26 members have been appointed (De Villiers, 1997). The National Training Strategy Initiative of the NTB (Eberlein, 1993) argued that the main functions of the SAQA would be:

1) to implement an agreed framework for national qualifications in education and training in such a way that:

- * qualifications within the framework and the units making up the qualification are represented in a form which enables prospective users and providers to determine the relationship between components of qualifications and between related qualifications

- * both generic components and specific/applied components are clearly indicated

- * there is a flexible system for the gaining of qualifications, with recognition of competency already achieved

2) to develop policies and criteria which will enable institutions and other providers to be accredited as deliverers of education and training courses which can lead to national qualifications

3) to ensure providers of nationally accredited courses have assessment procedures which are valid, reliable, objective and aligned with the required standards

4) to endorse certificates for those courses which meet the accreditation criteria

5) to maintain effective liaison with overseas certifying and validating bodies, so as to be able to recognise overseas

qualifications in South Africa and to achieve recognition of South African qualifications overseas

6) to ensure that the standards and outcomes for qualifications in education and training generated by the appropriate body are established and maintained

7) to provide, where necessary, technical assistance for the generation of standards in consultation with the appropriate standards setting bodies.”

(P110)

The SAQA itself (De Villiers, 1997) summarises its functions in the following way, and the progression from concept to practice is reflected in the development of these functions:

1) to oversee the development of the NQF by formulating and publishing policies and criteria both for the registration of bodies responsible for establishing educational and training standards, and for the accreditation of bodies responsible for monitoring and auditing achievements;

2) to oversee the implementation of the NQF by ensuring the registration, accreditation and assignment of functions to the bodies referred to above, as well as the registration of national standards and qualifications and by ensuring that provisions for accreditation are complied with and that standards and registered qualifications are internationally comparable;

3) to act in an advisory capacity to the Ministers of Education and Labour;

4) to consult with all affected parties.

All of these functions are geared towards operationalising the NQF, and ensuring quality, progression and portability in the system (IPM, 1995b; NQF1, 1997).

The functioning of the SAQA will be supplemented by the following bodies:

a) National Standards Bodies (NSBs): it is envisaged that a number of National Standards Bodies will be established throughout the country. The Department of Education Working Document states that 13 National Standards Bodies will be formed. However, more recent documents indicate that there will be 12 NSBs, one for each field of NQF learning (De villiers, 1997).

The functions of these bodies will include:

- recommending a framework of sub-fields to be used as a guide for the recognition and/or establishment of Standards Generating Bodies;
- recognising or establishing Standards Generating Bodies;
- ensuring that the work of the Standards Generating Bodies meets the SAQA requirements for the registration of unit standards and qualifications;
- recommending the registration of unit standards on the NQF to the SAQA;
- recommending qualifications to the SAQA;
- defining requirements and mechanisms of moderation to be applied across Education and Training Quality Assurance bodies. (De Villiers, 1997).

The twelve fields of learning that have been gazetted are:

1. Agriculture and nature conservation
2. Culture and arts
3. Business, commerce and management studies
4. Communication studies and language
5. Education training and development
6. Manufacturing, engineering and technology
7. Human and social studies
8. Law, military science and security
9. Health sciences and social services
10. Physical, mathematical, computer and life sciences
11. Services
12. Physical planning and construction

The purpose of these fields of learning is to provide a systematic approach to standards development. They are not intended to be treated as mutually exclusive categories (De Villiers, 1997).

b) Education and Training Quality Assurance bodies (ETQAs): these bodies will focus on the maintenance of quality and are also referred to as Education and Training Quality Authorities (HSRC, 1995; Babb, 1997b; NQF1, 1997). While finalisation of the composition and function of these bodies is the responsibility of the SAQA, it is visualised that the functions of the Education and Training Quality Assurers will include:

- verification of the assessment of learners in terms of the standards established by National Standards Bodies;
- a moderating function for examining authorities;
- accreditation of providers' delivery of quality learning in accordance with national standards;
- promotion of quality amongst constituent providers.

ETQAs will adopt an approach to quality management similar to that of the ISO 9000 system (International Organisation for Standardisation). Such a system focuses on the capacity to deliver a product or service rather than the method or means of delivery (SABS, 1994; Babb, 1997b). These are going to replace what was previously known as National Quality Assurance Bodies (HSRC, 1995; Wits EPU, 1996).

Figure 3.2 provides a diagrammatical representation of the quality management feedback loop required for continuous improvement of the system.

c. Standards generating bodies(SGBs): these bodies will determine the number of units necessary for certification (Wits EPU, 1996).

They will update and review standards and recommend unit standards and qualifications to NSBs (De Villiers, 1997).

d) Industry training boards (ITBs): despite criticisms levelled at these bodies in the past, it is vital that their role is expanded to ensure that education and training in their sectors are in accordance with the NQF (Lloyd, 1994).

The SAQA will have the authority to establish other bodies that may be necessary to carry out the successful implementation of the NQF as required over time.

This extensive bureaucracy poses some difficulty for interested parties, especially labour. It is questionable whether this complex system of authorities will be fully understood by and accessible to workers (Samson and Vally, 1996b). Also, co-ordination by the SAQA indicates a top-down approach rather than the participative, all inclusive approach implied in the principles stated earlier. In practice the distinctions between the functioning of the various bodies may be less than clear, but this remains to be seen. Only once they

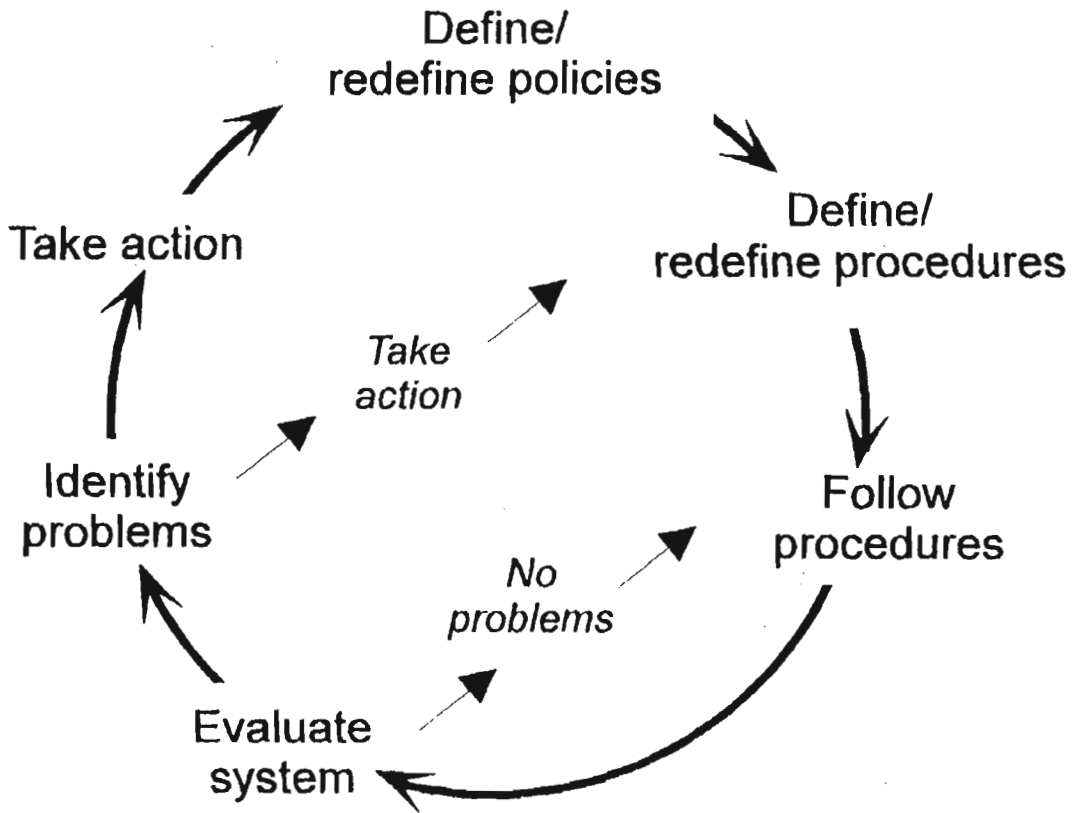


Figure 3.2 Quality Management Feedback Loop

have been implemented, will it be possible to assess the validity of questions and misgivings about these bodies (Wits EPU, 1996).

3.5 How will learning, certification and qualifications be achieved?

As mentioned above, the NQF is focussed on outcomes achieved by the learner. Credit will be given for outcomes, and groups of outcomes. "A learning outcome is essentially a capability developed in the learner reflecting an integration of knowledge and skill which can be understood, applied and transferred to different contexts." (Eberlein *et al*, 1993, p92). It is thus not attendance, per se, or a particular mode of learning that results in achieving a qualification, but rather evidence of pre-determined outcomes (Eberlein *et al*, 1993; Heron, 1994).

By focussing on outcomes, learners are provided with some flexibility within which to move in terms of studying, eg. full or part-time, distance learning or work based learning (Eberlein *et al*, 1993). At the same time providers, in consultation with various organisations (eg. SGB's), are able to modify courses to address specific needs or objectives, i.e. achieve very specific outcomes (Heron, 1994).

Qualifications are likely to be constituted by a number of units, based on outcomes, grouped together into a credit. This reflects a modular approach and places a great deal of emphasis on assessment, especially recognition of prior learning (RPL) (Pickard, 1994).

For example, a module would be selected according to the outcomes it is said to achieve, outcomes would be credited and a collection of credits would comprise a unit standard and a number of unit standards would result in a qualification. Babb (1997b) describes unit standards as "measurable chunks of learning". Which can be illustrated as:

Module - outcomes - credits - unit standard - qualification

For clarification, compare this illustration to the more familiar, traditional education terms eg. each course is evaluated at the end of a semester (module and outcome), positive results allow for the accumulation of course credits at the end of each year (credits), sufficient credits at the end of a year allow for progression to the next year of study (units) and accumulated years of study result finally in a degree (qualification).

Course - interim results - yearly results - 3 or 4 years - degree

In line with the principles of integration, relevance, flexibility and portability, and a recognition that learning intrinsically involves abilities such as communication, problem solving and social interaction, it is necessary for qualifications to reflect the interaction between more work-based outcomes and these "broader" skills (HSRC, 1995). For this reason it is envisaged that qualifications will include outcomes from the following areas:

- a) fundamental skills eg. communication and mathematics
- b) core or contextual, also known as generic or socially relevant learning, eg. community studies,
- c) technical or elective eg. blasting or welding skills (van Niekerk, 1996a)

It is suggested that industries use a similar approach, that is:

- a) core standards - industry based, broad ability, eg. store, handle and despatch products;
- b) generic standards - cross-industry standards, eg. solve customers' time delivery problems;
- c) occupational standards - specialised functions, eg. apply

surface treatment;

d) optional standards - organisationally specific, eg. check customer satisfaction one month later.

(from Babb, 1996c)

Once they have been developed, unit standards will be registered by NSBs in terms of the Framework and their position on the Framework will be determined so that their relationship to other unit standards and qualifications will be immediately identifiable. Unit standards will be prepared by each industry. Detailed information regarding unit standards, their form and how to write them is available in " Getting to Grips with - Unit standards in the NQF" (Phillips, 1997b).

The composition of specific qualifications will be determined by the SAQA and is likely to attempt to draw from all three areas mentioned above and aim for consistency between units within a qualification. The SAQA will also have to address issues such as the combination of levels on the NQF that can be incorporated into a qualification.

A major implication of this emphasis on outcomes based learning is the importance of assessment, particularly RPL as this will credit all learning resulting in the required outcomes regardless of learning environment or mode (Babb, 1996c). The importance of this point is reflected in the inclusion of RPL as a basic principle of the NQF.

3.6 Recognition of Prior Learning

At various points in the discussion thus far, recognition of prior learning has been referred to. This reflects the fundamental nature of this principle to the functioning of the NQF and a brief discussion of RPL is therefore required for clarity. Bird (1997b) explains that the concept of recognition of learning outside of the formal setting is an old and established one and believes that the family

relationships, eg. mother passing on skills to daughter, offer the earliest examples of this. Once the notion of apprenticeships within crafts was established, recognition of skill acquisition served to maintain standards within that craft and also to restrict the number of artisans accepted into a craft. Standards that are realistic and relevant are most important in the assessment of prior learning according to the Framework.

Fehnel (1994) defines prior learning as:

“1) learning that was acquired by an individual prior to undertaking new learning activities, and

2) learning acquired in ‘non-formal’ settings - that is, learning acquired informally, such as on-the-job training, or through education and training events offered by organisations not a part of the formal education establishment.” (p.25)

Organisations and other industry-related bodies in the United States of America have been quite receptive to the concept of recognising prior learning, believing that not to do so is wasteful and may result in the learner being exposed to repeated information. This repetition of information could be costly for organisations (Fehnel, 1994). Introducing the recognition of prior learning was also seen as a way of improving individuals’ access to progressive levels of education (Fehnel, 1994).

Bird (1997b) raises the following points to be considered in the implementation of RPL:

- 1) “Gatekeepers of privilege” will attempt to control standards to restrict access to certain skill levels, if they should fail, the skill may become more commonplace and of less value (resulting in a lower usage) to the workplace. In such instances the difficulty will not be in deciding whether or not to implement RPL but establishing levels and setting the standards individuals must achieve.

- 2) Are there enough resources available to assess non-scarce skills? If these skills are assessed will a divide be created between “those with a certificate and those without - without adding any value to the skill itself?”
- 3) Will RPL be used to measure “units” of skill as opposed to full trades, if so, will this be as a measure of their labour market value or as an assessment of level of entry for further learning?
- 4) Will credentialed workers be more productive than non-credentialed ones? Bird (1997b) believes that RPL should be used as an entry point rather than an end point, for this reason.

Despite these unanswered questions and the uncertainty surrounding these issues, there are some benefits to RPL. As mentioned previously, recognising such learning avoids waste and repetition, it results in affirmation of the individual which bolsters his / her self-confidence and empowers him / her in his / her life and work situation. The new ‘no-waste’ approach results in targeting of resources for the state and employers and creates a realm of new opportunities for the individual by acknowledging learning in non-formal settings, which is often the location of learning for working parents for example (Fehnel, 1994).

In South Africa this will impact on affirmative action drives by recognising previously disadvantaged or excluded individuals.

Methods of addressing prior learning are moving away from traditional testing techniques as these sustain the ‘test culture’ most people outside of mainstream education shy away from. Traditional testing techniques also reflect the testers / test writers' perception of how the learning can be measured rather than the learner's abilities and perceptions of what has been learnt (Fehnel, 1994, IPM Brief 1995a). Instead a portfolio technique is

preferred. This is an assessment tool including work samples which allow the learner to illustrate his / her competence in a particular area (IPM Brief, 1995a).

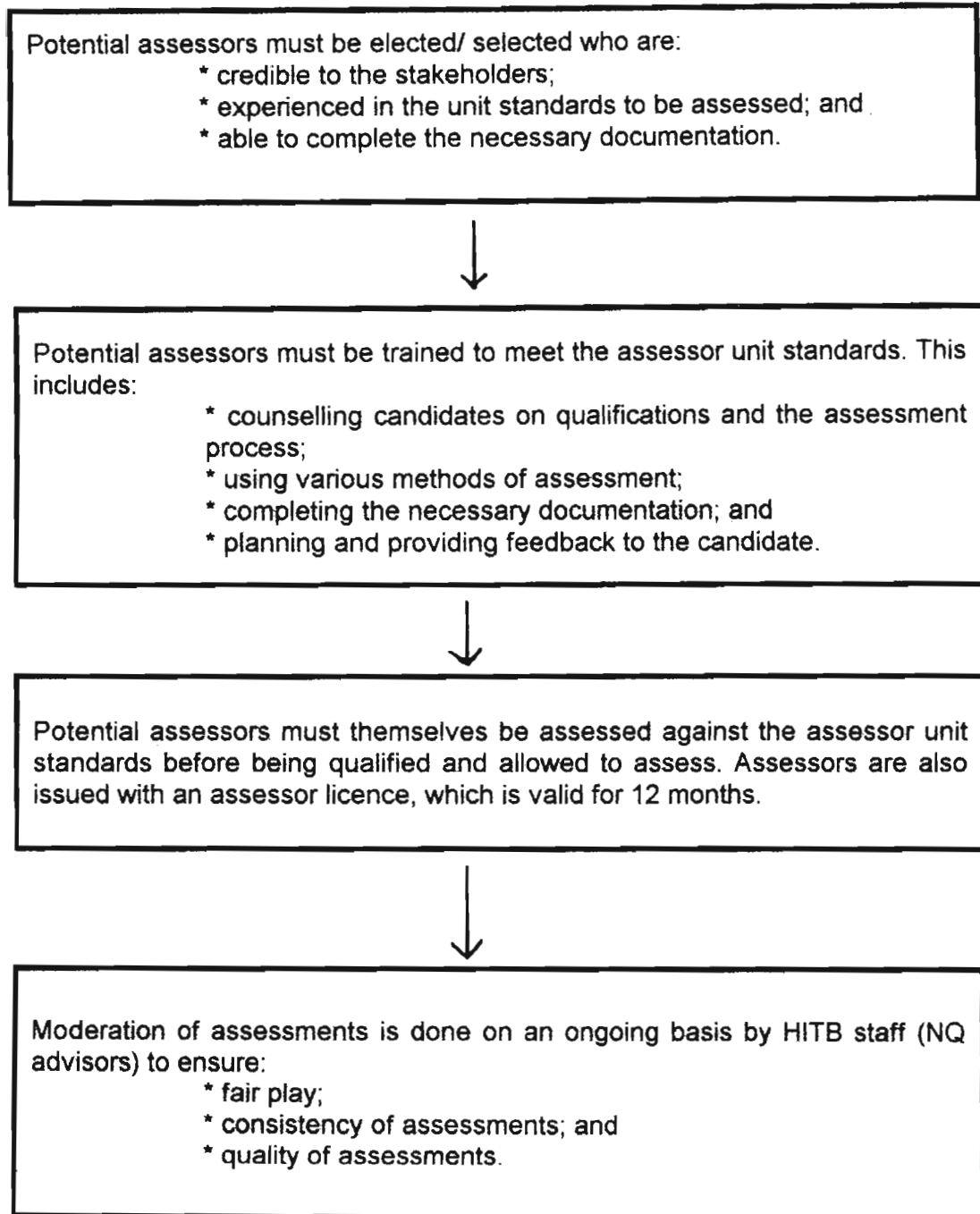
Assessors can be trained in each sector to assess the capabilities of learners. By recognising their skill level assessors would identify the appropriate level of qualification on the Framework for the learner. A detailed discussion of this area represents a separate study, but this representation of data from 'People Dynamics' may provide some basic tools for a fundamental understanding. [See figures 3.3 and 3.4 below]

3.7 Potential Benefits of the NQF

Heron (1994) claims that the National Vocational Qualifications (NVQs) of the British system which is similar to many ideas espoused in South Africa's NQF , provides the following benefits to **employers / organisations**:

- increasingly relevant contribution by the individual as the organisation strives for a "quality and competitiveness culture" necessary for success in international and domestic markets;
- linking of individual development needs with organisational goals;
- the opportunity to establish a systematic approach to human resource development;
- the identification of competencies necessary for effective performance, which allows for targeting of resources to address training and development needs;
- returns on investment in training to be more easily measured;
- providing a tool for constructing job descriptions, recruitment profiles, performance appraisal, training needs analysis, designing pay structures and for "benchmarking with other organisations;"

THE FOLLOWING IS THE PROCESS USED TO PUT ASSESSMENT IN PLACE WITHIN THE HOSPITALITY INDUSTRY:



The HITB has been tempted to change this process in order to speed things up. Certain areas have been streamlined and adjusted where possible, but the process remains one of quality.

Figure 3.3 - Assessment Procedure in the Hospitality Industry (Adapted from NQF Notebook, Babb, 1996d.)

LEARNING OUTCOMES FOR ASSESSORS AND THE ASSESSMENT CYCLE

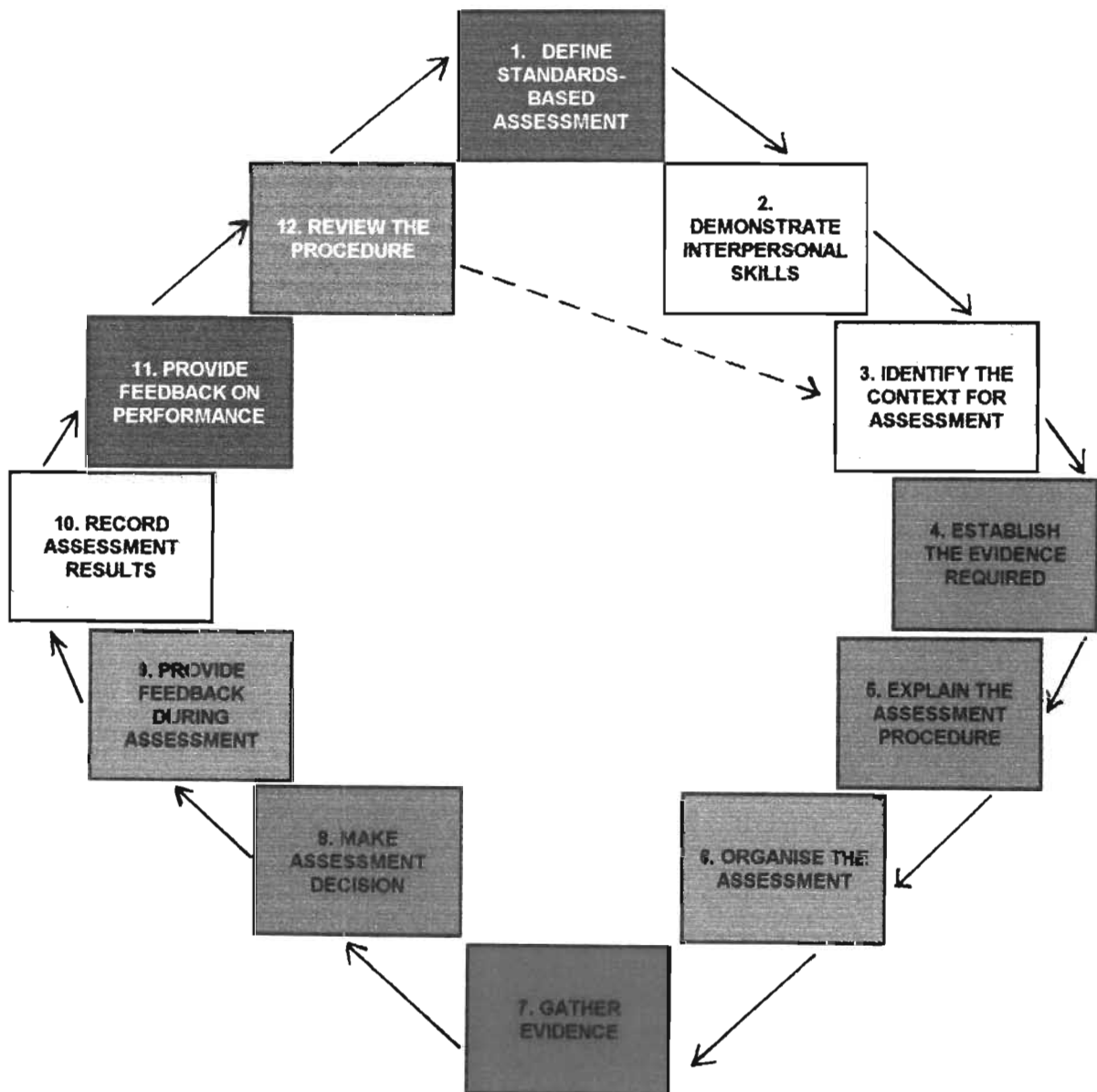


Figure 3.4(Extracted from NQF Notebook , Babb, 1996c).

- reduced turnover and enhanced performance by employees.

Further, the British system assists in the maintenance of employee motivation (indirectly providing benefits to **learners**) by:

- giving independent confirmation of the individual's abilities;
- allowing progression at individual's own rate;
- placing the responsibility for learning solely on the learner;
- recognising prior learning and thereby acknowledging learning in other areas achieved by the individual;
- emphasising lifelong learning and development.

Phillips (1997a) believes that **learners** will also benefit in the following ways:

- " - access to national qualifications where previously there were none;
 - greater choice and flexibility in what, where and how to learn;
 - standards and qualifications that are nationally portable between providers, occupations and employers;
 - recognition of prior learning;
 - greater transparency in the standards and qualifications being acquired;
 - increased opportunities to continually build on credit towards national qualifications;
 - formal listing on a national database - the Record of Learning."
- (Pp14 -15)

While the NQF differs from the National Vocational Qualifications in a number of ways (see International Comparisons below) certain of the above benefits should also exist in the NQF. Whether these benefits are perceived in this way is to be investigated in this study.

Phillips (1997a) consider the following to be benefits accruing to industry as a whole, via the NQF:

- “ - on-the-job training and assessment;
- standards-based training with measurable outcomes;
- clearly identifiable training and professional development needs;
- an accurate skills and knowledge profile of the labour force;
- training that is responsive to new products, services and technologies;
- training that is closely aligned to existing and emergent business objectives and thus an investment with clear benefits, rather than a cost;
- the creation of a multi-skilled workforce;
- education and training designed by industry for industry.”

(Pp15 -16)

The Framework also offers benefits to providers and the Government. These can be outlined as follows:

Benefits to providers:

- “- unit standards leading to nationally recognised qualifications;
- opportunities to develop programmes which meet a wider range of learner needs and preferred learner styles;
- provision for credit transfer between sectors and providers;
- opportunities to expand the range of programmes in response to industry training needs;
- access to more learners through the recognition of prior learning;
- ongoing professional development.”

Benefits to **Government**:

- greater transparency in the outcomes of the education and training it is buying from providers;
- a means for comparing overseas qualifications with South African ones;
- greater competition on the international education market by showing upfront the standards of South African qualifications;
- an accurate profile of the labour force;
- the potential for new players to enter the market and offer comparable standards.” (P16).

3.8 International Comparisons

Many countries are facing similar problems, albeit in different contexts to South Africa, particularly the need for a “qualified, flexible and competent world-class workforce” (Heron, 1994). A major contributory factor in all of these situations is an apparent education and training crisis. Corney (1995) claims that “...what is wrong with education and training systems all over the world [is] that they were designed in a previous age for previous needs.” In an effort to address this many countries have begun their own transformation processes and have introduced their own national frameworks of qualifications.

For this reason South Africans were able to consider international examples when deciding on an appropriate framework. The Framework as it stands currently in discussion documents, draws largely on the New Zealand Qualification Authority (Wits EPU, 1996). Initial discussions also drew from the Australian, Canadian and the British systems. While the international experience is useful as a learning tool, implementors must however be cautious and avoid transferring such systems in their entirety to South Africa (Wits EPU, 1996). They must also ensure that they fully analyse the disadvantages and the contexts of the systems.

Samson and Vally (1996a) express disappointment at the apparent lack of interest in the international experience. "In Canada, for example, competency-based training has resulted in an erosion of workers' know-how, which has been fragmented into discrete chunks." (Samson and Vally, 1996a p.13). They continue by saying that fragmentation of tasks has been an issue used in the past by employees to resist employers and pressurise them to initiate improvements in working conditions. It is only when considering the international experiences holistically that South Africa can attempt to avoid similar difficulties.

In 1992 The National Framework for the Recognition of Training (NFROT) became law in Australia. NFROT has started the process of training reform in the country in an effort to equip Australia for global competitiveness (Phillips, 1997a). It has highlighted the importance of training that addresses the needs of industry and attention has been drawn to restructuring awards systems. The Australian concern regarding the system of competency-based training is that the system could serve as a model for manipulating and controlling behaviour. Assessment of learning focuses only on external, observable changes in behaviour and disregards the values and goals that underpin the behaviour. The learner only progresses if he / she can conform to the requirements of the assessor (Samson and Vally, 1996a). As the NQF promotes an integration of skills and knowledge certain safeguards will have to be put in place to avoid these pitfalls. It is of pressing importance that this is done as the Framework is being implemented.

In Britain, the introduction of the National Vocational Qualifications framework in the mid-1980s called attention to the vocational or work-based training needs of the individual and attempted to afford training qualifications the equivalent status of educational qualifications (Ashman, 1995). The framework has failed to achieve the latter and Ashman (1995) believes that individuals without an academic background are still regarded as "second class citizens." The British system has also had limited acceptance by organisations and only

a minority of organisations are “buying into the system.” (Johnson, Pers. comm., 1996). This poor reception is due in part to the development of National Vocational Qualifications in isolation from the context of the workplace, for which they are ultimately designed (Phillips, 1997a). This places enormous pressure on the ability of the South African Framework to (a) elevate the status of training in the country, and (b) encourage all institutions to become involved in and committed to the process.

New Zealand’s experience appears to have been more positive.

“The quality improvement in one of the most effective education and training systems in the world has been marked and, with the bulk of the required standards now registered, the NZQA is making the change from development mode to maintenance mode in its New Zealand operations.”

(Phillips, 1997a p53 -54)

By considering these few international scenarios some potential problems with the NQF have been raised. Clearly there are also South African criticisms and misgivings about the system and these will be raised below.

3.9 Criticisms and Potential Drawbacks

Many of the criticisms or points of uncertainty have been touched on in earlier discussion. Writers raise criticisms against the bureaucratic functioning of the proposed Framework (Samson and Vally, 1996b) arguing that this will contribute to uncertainty and misunderstanding of the roles of various parties in the process (HSRC, 1995).

Samson and Vally (1996a), drawing on their material on international experiences, believe the system may result in a fragmentation of work and a further de-skilling of workers by separating distinct modules of learning. Such

an outcome would contradict the broad aims of reducing the division of labour by enhancing worker skills and addressing gender divisions at work.

Kell (1995) criticises the basic assumption that workers will wish to participate in all areas of the Framework without delay or suspicion. She argues that this participation may not be automatic, especially in ABET related matters, where assessment by the Independent Examinations Board through exams will mirror school-like practices.

Formulators of the NQF have also been criticised for the apparent neglect of curricula-related issues (Wits EPU, 1996). Whilst the administrative aspects of the Framework have been paid a great deal of attention, comments about how material will be structured to achieve the aims displayed in the principles have remained vague. This will be addressed by the relevant bodies in each field of learning and monitored by the SAQA, but there is still no indication of what steps will be taken to reduce sexism and racism in the Framework (Wits EPU, 1996). While a focus on competence and outcomes directly reduces the possible impact of race and gender on job performance and hence selection, no explicit measures have been listed to ensure that this is the case. However, this may not necessarily be required in the NQF, as it is covered in the Labour Relations Act (66 of 1995).

A further concern of the writer is the general avoidance of discussion around the issue of a time frame. In his article on NVQs, Heron (1994) discusses how the British system seems to be beginning to make excellent progress after eight years of gradual transformation. The time frame has allowed for the smoothing over of some of the problems mentioned on page 44. South African intentions seem to indicate a much shorter period for effective implementation (Johnson, 1996, pers. comm.), and do not dispel fears of unrealistic assessments of the resources and infrastructure necessary for effective, widespread implementation (Johnson, 1996 pers. comm.).

The HSRC (1995) presents a number of criticisms which have been addressed to them about the NQF. The majority of these indicate concern with issues of flexibility and institutional or sectoral autonomy, also, the effects of integrating education and training.

The following serve as examples of these criticisms:

- "a) the National Qualifications Framework imposes a single viewpoint on all education and training
- b) the National Qualifications Framework is a way of lowering standards by forcing the vocationalisation of education
- c) the National Qualifications Framework could devalue the standard of learning to the lowest common denominator in the field
- d) the National Qualifications Framework is a plot by labour to collapse the difference between mental and manual labour
- e) the National Qualifications Framework could rob any institutional sector of its identity or 'academic freedom'
- g) the National Qualifications Framework is a means of devaluing formal education and training
- h) the invention of National Qualifications Framework means that only government will issue qualifications
- i) Quality Assurance is another term for 'thought policing'"

In answer to these concerns, and in some instances, misunderstandings, the HSRC (1995) responds by drawing and expanding upon the principles underpinning the Framework. Firstly, it is important to point out that the system aims for nationally recognised qualifications, not government awarded ones, and hopes to integrate all structures in an attempt to improve the status of training without lowering that of education.

Secondly, by acknowledging learning outside of the formal sector the

Framework aims to increase the value of such learning without devaluing formal sector training.

Thirdly, and finally, the Framework, whilst instituting regulatory or monitoring bodies, allows for freedom within fields of learning for the relevant stakeholders to reach agreement on the “values, knowledge, skills and insight” applicable in that field of learning (HSRC, 1995).

Criticisms have also been raised around the difficulty of “identifying equivalent outcomes for education in the classroom and training in the workplace.” This difficulty exists because of the fundamental difference between learning a specific work-based skill, through a modular, outcomes-based approach, and developing a broad understanding of art, social sciences and the humanities in a classroom (Wits EPU, 1996).

It is also noted that clearly divided competencies and outcomes are contradictory to the holistic development of the individual aimed for in the integration process (Wits EPU, 1996). This may result in individuals having highly specialised skills in their jobs but not being able to easily transfer these to other situations and this would seriously limit their mobility, another underlying principle of the Framework. (Wits EPU, 1996).

Babb (1997b) tells of the Australian Wine-Makers’ resistance to share their standards with South Africa when many other sectors were doing so. The reason given for this refusal was that the introduction of industry standards had improved the general quality of the wines and productivity so much that Australia did not wish to help South Africa to make similar improvements. Competition between wine-makers being what it is this can be forgiven, but the significant point is the raising, rather than the lowering, of the industry’s results by the implementation of the national standards.

Many of these criticisms may prove to be related to feelings of uncertainty and

resistance to change (Barker, 1993) and may fade away as the Framework is implemented. On the other hand these criticisms should not be ignored as they may prove to be stumbling blocks to the successful implementation of the NQF. In this instance, only time will reveal the relevance of these criticisms to the final implementation of the NQF .

3.10 **Implications of the NQF**

The NQF and its implementation will have implications for many individuals and organisations (HSRC, 1995) but for the purpose of this study the emphasis will be on implications for industry. Industry will be understood to comprise of industry training boards, business organisations, (in their role as providers as well as participants), and unions (Bellis, 1994).

Bellis (1994) outlines some of the questions that the NQF should raise within industry. Firstly, the question of the consistency of internal qualifications with National Qualifications and standards; secondly, whether the qualifications offer job development and career development opportunities; thirdly, whether the qualifications combine 'practical' and 'theoretical' learning in such a way that "the award is for more than just job-task performance"; and, fourthly, "are there structures and processes in place to work towards the modifying of existing courses?" (Bellis, 1994 P.34).

He continues by drawing out the implications in some detail as they relate to the principles underlying the NQF. These are presented in table 3.2 below.

Table 3.2 : Principles of the NQF and their implications

THE PRINCIPLES	SOME IMPLICATIONS
1. INTEGRATION: form part of a national human resources development strategy which provides for the establishment of an integrated approach to education and training (expressed in a National Qualifications Framework (NQF)).	1. Does the organisation have an HRD strategy , as distinct from a set of procedures? 2. Does that strategy encourage the integration of training and education that can , wherever possible, lead to a nationally recognised qualification?
2. PARTICIPATION: provide for the structured participation of all significant stakeholders at the appropriate level, in planning and co-ordination, thereby ensuring transparency.	1. Who is involved in ET&D (Education, Training and Development) policy formulation? 2. Who helps in formulation of standards of job competence? 3. What stakeholders are part of the ET&D decision-making processes?
3. RELEVANCE: be and remain relevant to national development needs ; individual development needs and needs relating to the advancement of knowledge, science and technology in general.	1. How does the organisation define needs? 2. Are needs related to the community from which employees are drawn, profits are made, to whom services are provided? 3. Are T&D needs seen as wider than narrowly defined job competence? 4. Are needs seen as relating to those educational needs which, if not met, mean there is no sound basis for development?
4. TRANSPARENCY: ensure that access routes, prerequisites and opportunities are clear, simple and understandable to all.	1. Is mystery removed from nomination procedures, optional routes to competence and qualification, the basis for funding ET&D within the organisation? 2. Are decisions taken jointly? 3. Is there openness of process and of commitment from all parties?

<p>5. COHERENCE AND FLEXIBILITY: adhere to principles and a framework for qualification which may be established at national level, but allow the flexibility required to meet the needs of learners, providers, industry and service sectors.</p>	<ol style="list-style-type: none"> 1. Is there movement away from the ad hoc or even random creation of 'certificates' and 'courses' towards elements that hang together, which build towards a genuine and recognised qualification? 2. Is the organisation making committed input to industry, regional or national bodies to help give 'shape' to qualifications relevant to their business sector? 3. Are private sector providers offering 'courses' and 'certificates' that have meaning as part of or as a full qualification at a national level, or are they content to offer 'certificates of attendance'!? 4. Are business concerns, private sector providers and educational bodies making positive input both to the coherence in terms of qualifications, standards, etc and the flexibility of modes of delivery, resources, etc?
<p>6. CREDIBILITY: have international acceptability and acceptability for all key stakeholders in terms of achieving the nationally agreed aims for education and training. These aims should be broadly consistent with economic and social development priorities.</p>	<ol style="list-style-type: none"> 1. Are HRD practitioners and departments keeping in close touch with national developments and international standards in the same or similar enterprises or industries? 2. Are the HRD policies and practices of business organisations and private providers constantly kept moving in relation to economic or social development (such as major government-initiated work and training schemes)?

<p>7. STANDARDS: be expressed in nationally agreed and internationally accepted outcomes.</p>	<ol style="list-style-type: none"> 1. Are all stakeholders being involved in working hard to establish/confirm/generate standards of job and learning performance? 2. Are organisations (business providers or private 'vendors') making input to the relevant Education and Training Boards or to the SAQA (South African Qualifications Authority)? 3. Are standards being determined in terms of the outcomes of learning in the first place, rather than simply in terms of what items of content should be included in courses or what experience/exposure individuals should have?
<p>8. ACCESS: provide access to appropriate levels of education and training for all prospective learners in a manner that facilitates progression.</p>	<ol style="list-style-type: none"> 1. What routes are planned and open for employees/trainees? 2. Who decides who will get access to training, education and development opportunities? Managers and supervisors? T&D department? All relevant parties? 3. Are barriers to access (eg not enough background in...) purposefully addressed with support and remedial/bridging options?
<p>9. RECOGNITION OF PRIOR LEARNING: through assessment, give credit to prior learning obtained through formal, nonformal and informal learning and/or experience.</p>	<ol style="list-style-type: none"> 1. As so many employees have skills and competencies acquired informally and through work experience, are there mechanisms in place or being worked out to undertake RPL as a means of: <ul style="list-style-type: none"> - moving individuals into formal training/qualification routes? - identifying what is lacking in the range and depth of task capability and understanding of the task, its implications and the 'theory' that underpins it?

<p>10. ARTICULATION: provide for learners, on successful completion of accredited prerequisites, to move between different providers within the education and training system.</p>	<p>1. Is work being done both internally and with other providers (vendors, distance learning institutions, community colleges) to ensure that the various components (or subsystems) of provision interface logically and clearly?</p> <p>2. Are outcomes of levels of qualification being formulated or confirmed so that exit from the level offered at a particular institution may be an acceptable entry at the next level at another institution or sector of provision?</p>
<p>11. PORTABILITY: provide for learners to transfer their credits or qualifications from one provider and/or employer to another.</p>	<p>1. Are businesses preparing employees for qualification/certification that not only 'enhances' performance in the job but also has wider, national acceptance?</p> <p>2. Are private providers examining their own products to see that they enable the learner not only to obtain a certificate, but also to acquire greater mobility?</p>
<p>12. NONRACISM AND NONSEXISM: actively promote nonracist and nonsexist practices.</p>	<p>1. Are all organisations examining and, if necessary, changing policies and practices to ensure nondiscriminatory ET&D?</p> <p>2. Where redress is necessary, is this being tackled in a manner that is not just narrowly politically acceptable but also educationally sound?</p>

Extracted from "Blending Education and Training; A new set of acronyms or fundamental change?" Bellis (1994).

These implications are far reaching and many, and this study reveals that many of the respondents are beginning to grapple with these areas as they align themselves with the NQF.

Many organisations, unions, and ITBs, are having to reassess their training strategy as a component of their overall HR policy. This involves a long term commitment to individual development as it contributes to the ongoing success of the organisation. Further, the content of training courses has to be re-

evaluated and structured according to standards and outcomes defined by the NQF levels. As the NQF is not yet finalised, it is likely that many organisations are uncertain about the route to take in terms of establishing standards and aligning their training appropriately.

An IPM member brief (1995b) concluded that the major implications facing industry (business) and human resources management are:

- 1) developing training courses accredited by the SAQA to complement credits and qualifications and locate them in the Framework;
- 2) developing effective techniques for recognising prior learning in order to comply with Framework requirements and utilising this information to the benefit of the organisation;
- 3) implementing the Framework as part of a programme of participating in the RDP.

Fenton (1996) argues that this culminates in the overall challenge of complying with NQF requirements on the one hand and maintaining a focus on developing a learning culture within organisations on the other. The writer feels that the two are not necessarily mutually exclusive but recognises that the structure and formality of the NQF may hinder such a culture in some instances. Some learners may view the requirements to be met before progressing to other areas of learning as restrictive, however, without prerequisite levels education would be chaotic and learners would find themselves ill-equipped for the learning they were engaging in.

The major implication of all of this is the need for a well informed, up-to-date co-ordinator of education and training activities in the organisation (IPM Brief, 1995b).

Of major concern are the foreseeable benefits to organisations as many international studies indicate a lack of involvement by organisations because

they perceive the system to be of little benefit to them (D. Johnson, 1996 pers. comm.). By examining the principles such as portability, flexibility and guidance of learners, benefits to learners appear clear and numerous. Benefits to organisations, however, are less evident. This may result in apprehension on the part of organisations. The effect of this is to be investigated in this study.

CHAPTER FOUR - METHODOLOGY

4.1 Qualitative Research Approach

The exploratory nature of this research and the relative lack of awareness, in industry, around the details of the NQF meant that a qualitative research approach was most appropriate. A qualitative research approach is preferable when “attempting to uncover and understand any phenomenon about which little is known” (van Maanen *et al*, 1982 p53).

As the NQF is an evolving structure its full implications are not yet realised and a qualitative research approach allows for the emergence of insights and perceptions of the Framework. It will also provide useful insight into points of consideration for future research.

The combination of exploratory and descriptive research aims in this study further reinforces the use of a qualitative approach (Hakim, 1987; Bless and Achola, 1988).

Maykut and Morehouse (1994) characterise qualitative research as having:

1) An exploratory and descriptive focus: this characteristic has been touched on above. It is important to understand that qualitative research is guided by a “general focus of inquiry” and rather than directing the research, allows for the data to emerge in the study.

2) Emergent design: this is closely linked to the above point. Qualitative research allows for changes to research design as features emerge which were not originally considered.

3) Purposive sample:

“In qualitative research, participants...are carefully selected for inclusion, based on the possibility that each participant will expand the variability of

the sample” (p45).

In this study the sample were purposively selected on the basis of some knowledge of the NQF in order that they might add to the information rather than have nothing to contribute to the study. Preliminary discussions had revealed that the NQF was not widely known at the time of the study.

4) Data collection in the natural setting: qualitative research emphasises the importance of context in the understanding of respondents contributions. This was not possible in this study, given location, time and finance constraints.

5) Emphasis on ‘human-as-instrument’: the researcher has the responsibility of not only gathering information, in the qualitative framework, but also extracting meaning from the information which is presented in the form of people’s words (in this study). Recognising the role that the researcher plays in the research process is a crucial element and all data should be reviewed with the understanding that it represents a process of interpretation on the part of the researcher.

6) Qualitative methods of data collection: traditional qualitative methods allow for observation of respondents actions and behaviour. In this study while not directly observing actions or behaviour, respondents were located in their own surroundings and answered the questions in their individual styles and patterns.

7) Early and ongoing inductive data analysis: researchers allow patterns and data to “reveal themselves” rather than impose limitations upon them. The open ended questions allowed for freedom of presentation of individual thoughts and opinions. Themes and patterns emerged from these answers.

“These initial leads are followed by pursuing the relevant persons, settings, or documents that will help illuminate the phenomenon of interest.”

(Maykut and Morehouse, 1994 p46)

8) A case study approach to reporting research outcomes: results of qualitative research are often best presented in a “rich narrative, sometimes referred to as a case study.” (P47) The actual words of respondents can be provided to give the reader more insight into the respondents contributions. This has been adhered to in some instances in the presentation of these results.

Qualitative research differs from quantitative research in the amount of emphasis placed on the respondent's own view of what is taking place (Hakim, 1987). van Maanen (1983) supports the position that qualitative and quantitative methodologies are not mutually exclusive but rather it is the “form, focus and emphasis of study” that differ. The emphasis in qualitative research is therefore on the context and the description of events (as understood by the respondent) rather than an imposition of expected events and effects as determined by the researcher (Ribton-Turner, 1995).

Qualitative research has as its aim to disclose and reveal and not merely to order and predict. The issue of commonality and things shared in the social world appears to be of more importance than differentiation and things not shared (van Maanen, 1983).

Data gathered via qualitative methodologies are regarded positively as they are “rich, full, earthly, holistic, real; appear to offer sound face validity; require minimal construction of complicated instruments and reduce the researchers incapacity, bias or narrowness and arrogance: their results have a quality of undeniability” (Miles, 1983 p75).

Despite this presentation of the positive aspects of qualitative data, there are some cautions raised by Miles (1983). He points out that researchers should be aware that such data is often gathered as reams of incoherent information. The information is usually also vast and this negatively impacts on the time needed for analysis of such data. Methods of analysis are also not clearly formulated and the resultant process is a creative one, with writing up of the data being a discovery process. “It is open-ended and change may be introduced at any

phase; the discovery of the unexpected being the crux of the method.”

Qualitative data requires the researcher to interpret the “real” world from the perspective of the subjects of the investigation.

4.2 **Research Design**

As the NQF is in the infancy of its implementation phase, it is necessary to examine the phenomenon through the eyes of those it impacts upon. The data in the study are therefore experiential. Respondents provided data purely by utilising their own awareness, perceptions and experiences.

Mouton and Marais (1990 p32) explain that the aim in research design is “to align the pursuit of a research goal with the practical considerations and limitations of the project.”

This study required a research design that aided in finding, questioning and obtaining data from individuals in industry with knowledge of the NQF. Analysis and interpretation of the data required further decisions about research design. Maximum validity was a major consideration, providing the context for the process of research design.

* **Choice of a research topic:** the area of investigation was not well documented and this exploratory research aimed at understanding the field and the related perceptions thereof.

* **Research strategy:** In this study for reasons of geographical location and the time constraints of the respondents, a questionnaire was utilised for data collection. Respondents were located in offices around the country and contacting the various respondents proved to be rather difficult. Gathering data would have been rather lengthy if personal contact had been attempted.

* **Data collection:** A semi-structured method of data collection was indicated since the study required the collection of non-observable behaviour within the constraints mentioned in the paragraph above.

* **Analysis and interpretation:** Thematic analysis (Bless and Achola, 1988) was selected for the analysis of the data. An inductive process was indicated for the complex nature of the qualitative data, supporting statements lending gradual support to the conclusion. Data were coded into categories or themes and recorded in a manner that would expand on the understanding of that category.

4.3 Research method

In choosing a research method, Bless and Achola's (1988) view that 'self administered questionnaires' may provide valuable results where respondents are literate, in a position to return the questionnaire and are familiar with the area of investigation, is considered. Respondents in this study comply with all three criteria.

The finalised questionnaire was divided into six sections.

- * Section one served as a background information gathering exercise, providing basic biographical details of respondents.
- * Section two focussed on how information around the NQF had been introduced to respondents and their respective institutions.
- * Section three highlighted the implementation process and related concepts.
- * Section four investigated future plans and developments in line with the NQF.
- * Section Five asked respondents for their personal opinions.
- * Section six offered respondents the opportunity to provide any additional information they felt needed to be included in the

study.

All three versions of the questionnaire (Appendix 1, 2, and 3), for each respondent group, followed an identical format and contained the same questions with minor variations, where necessary, to accommodate the differences in these institutions.

The questionnaire, while containing some closed-ended response questions was composed largely of open-ended questions, in an attempt to allow respondents the opportunity to answer without limitations. While retaining the value of questionnaires in terms of being directive and standardised, the provision of an opportunity for respondents to make additional comments and answer questions in a non-restricted fashion drew on the benefits of unstructured interviewing to a limited degree. The research method is similar in format to a semi-structured interview schedule in that specific questions are asked, but the respondent is free to deviate to what he/she perceives as related data (Bless and Achola, 1988).

While the questionnaire focussed on areas believed to be most relevant, it did allow for the emergence of new areas of interest. The initial areas covered by the questionnaire were formulated in an inductive manner after discussion with many parties in the field.

4.3.1 Open-ended Questions

Open-ended questions "leave the participants completely free to express their answers as they wish, as detailed and complex, as long or as short as they feel is appropriate." (Bless and Achola, 1988 p 102). Open-ended questions in this instance, were used to avoid predetermining the options available to respondents and prevent the creation of expectation as far as answers go (Schuman and Presser, 1981). This was particularly important given the recency of NQF talks and the still unfinished structures being initiated. The way in which answers were phrased also supplied important information which is not

present in the more structured questions.

As respondents are free to provide their own responses an analysis of such answers can only be undertaken after all the answers have been coded. The coding process begins after all questions have been answered and is an attempt to allow trends in the answers to emerge of their own accord, i.e with no prior imposition by the researcher (de Vaus, 1986). Once coding into categories has taken place, answers can be sorted accordingly and categories dealt with. With the limited number of respondents in this study there tended to be a wider range of categories with few answers in each.

4.3.2 Closed-ended or structured questions

Closed-ended questions give a limited choice of answers (Bless and Achola, 1988) or provide guidelines indicating how the respondent should answer the question. Both of these options were present in the questionnaire in this study. Certain questions required YES/NO answers i.e giving the respondent a choice of answers. Other questions required the respondents to rank the elements listed i.e indicated how to answer the question. No coding of structured questions is required as the categories are predetermined by the structure and content of the question itself.

de Vaus (1986) explains that closed-ended questions do not prejudice respondents who may be less able to express themselves but this is not of particular relevance in this research as respondents recorded their answers in writing. One major advantage of closed-ended questions in this study is the minimal time required to answer them as compared to open-ended questions. This can be seen towards the end of the questionnaires where answers became shorter as respondents obviously felt their time constraints become more pressing.

In order to cover as wide a range of information as possible a combination of these questions was used in the questionnaire.

4.4 **Sampling and Respondents**

4.4.1 **Sampling**

Respondents were sampled in two ways - purposive and stratified (Bless and Achola, 1988).

Firstly, the one Industry Training Board was selected after initial, informal discussions with people in the field who acknowledged the progress being made by this industry training board in respect of the NQF. Certain organisations within this industry were recommended by the industry training board and contacted accordingly. Related Unions were contacted to provide their perspective on the issues raised.

This sampling was purposive because it reflects judgements made by the researcher regarding the potential contribution of each respondent to the study. This avoided the inclusion of related organisations with little knowledge of the area and this will obviously impact on the perception created in the results (Bless and Achola, 1988; Maykut and Morehouse, 1994).

The sample is also stratified (Bless and Achola, 1988) and targets three different types of respondents:

- those representing organisations,
- those representing industry training boards; and
- those representing unions.

In order to broaden the study beyond the one industry, a list of accredited Industry Training Boards was requested from the Department of Labour. From this list two additional training boards were purposively selected to participate and each of these was contacted to gather contact details for major organisations in the industry and the respective unions.

Where possible three major organisations were selected in each industry. Major

organisations were selected because initial research indicated that due to resource limitations (time and money) smaller organisations were unable to devote sufficient time to NQF issues.

One industry was targeted directly through the organisations since they have not yet established an Industry Training Board, but are in the process of doing so. This sampling was purposive as initial discussions revealed people in this industry to be most helpful and willing to participate. This industry also provided the very early perspective of the processes involved, which was considered a valuable contribution to the study.

A further organisation was selected purely on the grounds that in the initial telephone conversations most respondents made mention of their progress and willingness to assist others entering the field.

In sum, 20 questionnaires were distributed to industry training boards (3), organisations (13) and unions (4). For the sake of confidentiality no details of which of the above institutions are from which industry will be provided, instead a list of the industries investigated is provided. It should be remembered when viewing this list that the industries were represented in a limited fashion only and were involved in transformation at the time of the investigation, it is therefore quite possible that their positions may have changed on certain of the issues.

Industries targeted in the study:

- Dairy Industry
- Fast Moving Consumable Goods
- Hospitality Industry
- Sugar Industry
- Also an individual organisation in the manufacturing sector.

All respondents were contacted, by phone, before they received the questionnaire, however despite this, not all respondents completed the

questionnaire as agreed. The impact of this is especially noticeable in the size of the sample and reduces, even further, the ability of the researcher to generalise the results of the study. The final data was gathered from nine (9) organisations, three (3) unions and three (3) industry training boards. A total of fifteen (15) respondents.

Despite the inability to generalise from the study, the data has been able to describe the impact of the NQF on these respondents and serves as a starting point for more in depth, quantitative studies, with more statistically significant samples. In this sense it serves as a valuable pilot study for further investigations.

4.4.2 **Respondents**

Within the institutions the questionnaires were completed by individuals in management or co-ordinating positions e.g. Human Resource consultants and managers, heads of training boards and regional secretaries and organisers.

Respondents were located around the country and had head offices in a number of major cities (eg. Durban, Johannesburg, Port Elizabeth etc.)

4.5 **Research Procedure**

Initial informal discussions were held with members in related education and training fields and the question areas selected for the questionnaire. Potential respondents were contacted by telephone and their co-operation requested. The questionnaire was hand delivered to some respondents in the vicinity and posted or faxed to respondents further afield.

Responses were either collected or returned by fax and most respondents were understanding of time constraints and assisted in any way possible. Certain respondents completed the questionnaire in the presence of the researcher but in these instances the researcher gave very little input and seemed to serve

purely as a motivating presence for respondents to sit down and complete the questionnaire in one sitting and return it timeously.

Clarifying follow-up telephone calls were made to certain respondents. These calls were for the purpose of gathering extra information, clarifying given information and investigating new areas that might have been touched on by the respondents in the questionnaire.

4.6 **Data Analysis**

Data analysis is intended to organise the information so that it becomes manageable. The analysis of qualitative data "is a process of making sense, of finding and making a structure in the data and giving this meaning and significance for ourselves, and any relevant audiences" (Jones, 1994).

Content analysis, a common interpretive technique in qualitative research, allows for identification of characteristics of the message or data received (Krippendorff, 1980). Central to the process of content analysis is categorisation. The researcher determines the importance of various segments of information and develops a corresponding categorisation system. Broad categories may contain sub-units of analysis, identified as themes. Themes emerging from the data provided by the respondents must be drawn together in conjunction with the superordinate concepts as determined by the researcher's own insight and other critical thinkers in the field.

Connections between the superordinate concepts and emerging data served to confirm, elaborate or reject those concepts or themes which are indeed prevalent in the perspective of the respondents. The connections served as evidence of the extent to which the literature and "on the ground realities" merge.

4.6.1 **Reliability and Validity**

The quantitative view of reliability is inapplicable in qualitative data collection because:

“certain kinds of reliability must be intentionally violated in order to gain a depth of understanding about the situation (i.e the observer’s behaviour must change from subject to subject, unique questions must be asked of different subjects... there is an inherent conflict between validity and reliability - the former is what fieldwork is specially qualified to gain, and increased emphasis on reliability will only undermine that unique function).

(Sieber, 1976 in Miles, 1983 p126)

This does not imply that every effort to improve reliability should not be made in a qualitative study. In order to positively affect reliability research should be “rigorous, systematic and transparent” (Walker, 1994, p191).

Validity in qualitative research requires the following procedures to be followed:

- record accurately
- include primary data in the final account, i.e. let readers see for themselves the raw data
- report fully
- be candid
- seek feedback
- write accurately.

(Wolcott, 1994 p 348).

CHAPTER FIVE - RESULTS

In this chapter, the results are discussed in terms of the broad emergent themes. In appendices 4, 5, and 6, a summary of the raw data is presented. The raw data is sorted according to the sample institution (organisations, unions or industry training boards) and is presented in the same order as the questions in the questionnaire

5.1 Awareness

In regard to the issue of familiarity with the NQF and its implementation proposals, it is acknowledged that the sample was selected because of an established awareness of the NQF, and is therefore not likely to be representative of the general population's awareness of the Framework. However, even within this informed group of respondents much uncertainty exists. One of the respondents clearly indicated that he was only partly familiar with the NQF proposals. Responses such as "What's happening?" and "Unknown at this point" and "We have not yet started with that, we are awaiting clarification" given to some of the questions, are further evidence of this uncertainty.

Having accepted that detailed knowledge of process and structures was not yet available, it is interesting to note the lack of consistency regarding when and how these players were introduced to the concept of a NQF. Two respondents sum up this problem in their claim that the NQF has been poorly marketed.

Regarding when respondents were introduced to the NQF, no apparent pattern emerged. Some respondents had been considering the NQF for a number of years while others had only become aware of it "6 months ago". Similar inconsistencies emerge regarding how respondents were introduced to the NQF. Most respondents became familiar with the concept through their own investigations, as they took the initiative to address literacy issues within their organisations. (See tables 4.3; 4.4; 4.5; 5.4; 5.5; 5.6; 6.3; 6.4; 6.5)

Literature from other countries also served as a source of information for some respondents and the fact that South Africa's Framework differs in some respects (albeit in some cases only slightly) from these frameworks may result in further lack of clarity and incorrect implementation in some arenas. A number of respondents indicated the British National Vocational Qualifications (NVQ's) as their first contact with the concept of a national qualifications framework.

The lack of a co-ordinated mobilisation of stakeholders has resulted in many of the respondents having been considering a framework and possible implications for almost five years but not having acted on any of them. Such time delays in taking steps to develop the education and training requirements of the country highlight:

- that it is not an easy process, and due consideration is necessary before finalisation in legislation;
- that some stakeholders may be aware but not committed to the process;
- that the process is continuing, but without communication with the group from which the sample was drawn;
- that some stakeholders are aware and committed but are not certain of the direction to take, which results in the dampening of enthusiasm.

5.2 Stage in The Process

The differences between various institutions in their implementation of the NQF reflects a similar pattern to that seen in the inconsistency in the areas of when and how people were introduced to the NQF. Certain respondents were actively involved in engaging the union in planned developments, accrediting assessors and writing unit standards, while on the other extreme, respondents

claimed that they were "trying to familiarise ourselves with the proposals". (See tables 4.6; 5.7; 6.6)

For many of the respondents their starting point with the NQF was in attempts to address already existing education and training issues. Lack of recognition of skills and ABET needs were listed as the areas first influenced by the concept of the NQF in organisations. Also the need for career planning has served as a driving force for implementation of the NQF. Career paths encourage and shape development, providing clear targets for individuals and ensuring that organisational requirements are met. Skills, abilities and competencies can be attached to established career paths and training and education can be provided accordingly. (See tables 4.5; 5.6; 6.5)

5.3 **Intentions**

All respondents stated that they would monitor developments in the NQF rather closely over the next year. Where possible they would fine tune areas in their own institutions and a few stated that they would strive to make education and training a priority in terms of institution focus. Encouraging learners to "get involved" was seen as an important area for attention in the next year. On the whole, further alignment, when the opportunity arose, would be the priority of most respondents. (See tables 4.24; 5.28; 6.25)

In terms of a five year plan of intentions, the unions stated that the process would be yielding benefits in terms of productivity at this stage, while the industry training boards stated that their emphasis would be on becoming more flexible and cost effective in line with the NQF. Organisations viewed their five year plan as the achievement of growth and promotion of individuals within their organisations. They would be working towards more nationally recognised standards and accreditation. (See tables 4.25; 5.29; 6.26)

Regarding the time frame needed for full implementation of the NQF, answers ranged from one to fifteen years. Despite this lack of consensus, the majority of

respondents stated that the time frame would depend on the extent to which parties willingly participated or deliberately retarded the process. Also, many respondents agreed that the Framework would require ongoing maintenance and adjustment as the demands of the economy and industry change. (See tables 4.26; 5.30; 6.27)

5.4 Personal Participation

When respondents were asked about their participation in SAQA and related bodies, many claimed indirect contact with SAQA via the other bodies to which they belonged eg. industry working groups, NQ Fasttrak Committee. The relative influence of these various discussion groups was not investigated further and it is therefore not possible to say if respondents were playing a key role in the process as a whole or not. It is important to note that only five of the fifteen respondents had had contact with South African Qualifications Authority and that for four of those five, contact had been only indirect, i.e. via larger bodies etc. (See tables 4. 29; 4.30; 5.34; 6.31; 6.32; 6.33)

Almost all the respondents were involved in discussion groups of one form or another. These groups were largely mutual sources of information and support amongst similar institutions, that met to discuss developments as they were uncovered. This erroneously implies a reactive approach by many of the institutions questioned. Although some of these groups were not party to development and implementation at a national level, within their own spheres they were addressing concerns and developing strategies to enhance the use of the NQF once it was fully implemented. The questionnaire did not investigate the areas of influence of each of these bodies.

5.5 Conformity

Respondents generally felt that they would conform to the NQF on the whole, as it affected their sector. The full implications for the various sectors are not yet known. (See tables 4.17; 5.8; 6.7)

Those respondents who claimed they would be participating and conforming fully also stated that this would be continuous as the field of training and development was constantly evolving and the needs it was addressing, constantly changing. They believed that the Framework was itself an evolutionary process and that this was necessary in order to ensure continued relevance and applicability.

Where respondents felt that their participation might be limited, they listed costs and the availability of resources as their major hindrances. Most would prefer to limit their conformity to the NQF to the lower level jobs of the organisation.

5.6 Reception and Resistance

Regarding the question of informing other members and levels of the institutions, it appeared that the word on the NQF was carefully guarded by the Human Resource Department or the individual responsible for the training portfolio. In certain organisations information was forwarded to more senior management structures eg. the Board of Directors, in order to keep them abreast of developments. Managements generally portrayed a cautious "wait and see" approach to the Framework.

In-house literature was listed as a source of information for employees at one organisation, however, the content and form of that literature was not further explained. (See tables 4.7; 5.9; 6.8)

Considering the general lack of involvement of people at all levels of the organisations, unions or training boards, the question regarding general reception of the concept of the NQF yielded rather limited findings. Respondents indicated a rather mixed bag of reactions from those with whom they had discussed the Framework. Many people are non-committal about the NQF and its implications at this stage, believing it is too early in the process to discuss its ramifications, and potential impact or meaning for them.

Respondents indicated that many people introduced to the concept believed it would have no impact on them personally and were therefore somewhat disinterested. This is a rather short-sighted stance to adopt as the intention of the Framework is to ultimately regulate all qualifications in the country. This could have serious implications for presentation of qualifications in employment applications, for instance. Reception by many was tempered by concerns around resources and bureaucracy. This is a reference to the resources of the individual institutions and the bureaucracy which is being put in place with the introduction of bodies to oversee various stages of the process (e.g. ETQA's ; SGB's etc.). Despite these reservations most respondents indicated a generally positive reception with rather high expectations of the entire process. On the whole, the outlook seems "cautiously optimistic". (See tables 4.8; 5.10; 6.9)

Regarding resistance from informed members, union respondents indicated that they had encountered no resistance. There are a number of possible reasons for this, one being the fact that to date the NQF is being dealt with at national level amongst union officials only. Another possibility is that as the NQF is largely a union initiated programme it is bound to have majority support from this sector.(See table 6.9)

Industry training boards on the other hand experienced some resistance from managers who were resentful of the prescriptiveness of the NQF and felt that the focus of business was being forced to shift from business to training. Respondents suggested that voluntarism would go some way to reducing the resistance and the writer feels that this might also place ownership and responsibility of the NQF in the hands of the major stakeholders. Resistance was also voiced regarding the costs and extra work involved in implementing the NQF. The potential benefits of the NQF need to be widely discussed and certain respondents felt that tax incentives might serve as encouragement to become involved despite the reservations. (See table 5.10)

Respondents from organisations seem to have encountered resistance from a number of parties. (See table 5.1 below).

Table 5.1: Areas of resistance and details thereof. Table extracted from questionnaire.

COMPANY A

Which groups? Exec, managers, staff etc.	To which areas of concern? Recognition of prior learning etc.	Possible reasons.	Ways to address it.
Senior managers	Competency based pay.	Perception that Personnel costs will rise further.	Work with specifics, establish actual impact in Rands.
HR practitioners	ABET levels.	Ill-informed or changes in approach.	Introduction of specialised and core modules cause for new frustrations.
Management	RPL.	Having a "std 8" is meaningless in SA.	Individuals must demonstrate skill, knowledge and competence.
Training and development personnel	Establishing standards.	Extremely difficult to be consistent over a range of sectors.	Not certain.

COMPANY B

Which groups? Exec, managers, staff etc.	To which areas of concern? Recognition of prior learning etc.	Possible reasons.	Ways to address it.
Management	NQF in general.	Viewed as bureaucratic.	Persuade Cajole Threaten.

COMPANY C

Which groups?	To which areas of concern? Recognition of prior learning etc.	Possible reasons.	Ways to address it.
Exec, managers, staff etc.			
Artisans	Skilling of operators	Fear of losing their jobs	Determine higher levels of problem solving and clear career paths for artisans

COMPANY D

Which groups?	To which areas of concern? Recognition of prior learning etc.	Possible reasons.	Ways to address it.
Exec, managers, staff etc.			
Some shop stewards	Implementation of NQF.	Want a grading system first.	Full time shop stewards and most colleagues are committed to the process so we are going ahead.
Some managers	Implementation	Too much work	They have to do it, its part of their job.
Some workers	Implementation	They think they are too old.	We don't force them, adopt a wait and see attitude.

From the tables above, it seems that there is frequently resistance from management due to the pressures of other work, the need to keep costs to a minimum and the general change in attitude required in some instances (eg. RPL moving away from formal qualifications)(Phillips and Wood, 1992c). Managers may be threatened by the requirements of them, and feel ill-equipped to carry out these duties. This would correlate with the world competitiveness indicators in terms of our management skills (World Competitiveness Yearbook, 1997).

It is also important to note the resistance listed by one organisation from the shop stewards and workers, as this seems to contradict one of the main ideals, that of a specific focus to develop opportunities for previously disadvantaged groups. It also questions the perception that the NQF, has a large union based support. In fact one organisation noted that they had been thanked by shop stewards for introducing the information, of which the shop stewards were not yet aware.

When asked to indicate the nature of the relationship between themselves and other institutions such as organisations, industry training boards and unions, regarding the NQF the majority of organisations stated that they perceived their relationships as co-operative. Organisations stated that the unions and industry training boards were, on the whole, already rather active in the area and hence were not resistant or unco-operative. Organisations also made reference to the change in relationship with some of their major competitors. Previously hostile relations were improved by discussions around the NQF. The NQF provides "common ground where interaction supercedes competition; it provides a common purpose". (See table 4.16)

Industry training boards, however, claimed a more neutral set of relationships with the emphasis on reaching a compromise. (See table 5.19)

Union's responses indicated relationships to be far more conflictual with a minority listing their relationships with certain employers as being based on compromise. (See table 6.16)

5.7 **Motivation**

When questioned on their motivations for involvement with the NQF, the following perceived benefits within the Framework were mentioned:

on an **individual** level -

- recognition of competency, acknowledgement of less traditional

- forms of learning and a recognition that skills can be acquired in a number of ways and should be utilised and rewarded;
- increased opportunity for development and mobility which will assist in the overall empowerment process and the democratisation of South African society;
 - career pathing which further assists in development and empowerment;
 - the creation of a culture of lifelong learning, essential to continued growth and development.

On an **organisational or industry** level -

- involvement in the process increases the influence to be had on the final outcome, and ensures that industry needs are met rather than reduced in importance;
- a quality training system, with consistent curricula and modes of recognition will avoid money being wasted on repetition of training;
- an anticipated increase in productivity and performance, through increased competencies, empowerment and commitment;
- competency based pay, rewarding individuals for their contribution to the economy/industry/organisation;
- improved performance appraisals with an emphasis on outcomes, as linked to training;
- pooled resources focussed on creating a large skilled workforce which should contribute to growth at organisation, industry and national level.

At a **national** level -

- increased skills acquisition should aid in reducing unemployment by equipping people to perform jobs with the necessary skills required;
- the increased skills and flexibility of such a skilled workforce should serve as a powerful tool in meeting new challenges and

- should enable the country to adapt and respond as the global market changes and introduces new demands;
- the Framework is the key structure in overall human resource Development;
- education and training will be standardised, aiding regulation within the country, as well as offering a point of comparison against international qualifications and standards.

Despite these many advantages (See tables 4.10; 4.33; 5.12; 5.37; 6.11; 6.35) of the Framework, respondents still caution about the limited opportunities available for workers. Even if the competency level is increased there is no guarantee of a better job or career advancement.

5.8 Misgivings

In contrast to the areas perceived as beneficial, respondents discussed the following as misgivings (See tables 4.11; 4.34; 5.13; 5.38; 6.12; 6.36) about the process:

on an **individual** level -

- at this point the NQF appears rather complex, which immediately excludes workers from full participation, due to the very lack of skills and competencies which the Framework is aimed at addressing;
- workforce expectations are anticipated to be unrealistic initially, and this could result in distrust when these expectations are not met, and a general rejection of the Framework;
- literature makes little reference to the possibility that workers may not wish to engage in further training and development. Yet employees responding to the questionnaire reported cases of workers not wishing to participate due to factors such as age,

security, self-esteem and pride.

On an **organisational or industry** level -

- pressure to comply with the legislated requirements of the NQF may absorb resources that were focussed elsewhere and may push aside other priorities for industry success;
- because the process is to include assessment, Human Resource Department functions will increase, requiring more people and time, again further detracting from the training itself, consuming limited resources and reducing the organisations' ability to comply and participate fully;
- resistance to change, particularly on the part of managers reluctant to lose control or deviate from the bottom line evaluation of business, could hinder the expansion of the Framework.
- unions perceived themselves as having limited power in driving the process, and were concerned about the possibility of disputes and lack of commitment.

On a **national** level -

- respondents raised concerns about the perceived incompetence of those leading the process and the existence of this perception raises serious alarms as respondents may be unwilling to comply or might "sabotage" the process;
- the teething problems experienced by the SAQA in establishing itself and the effect this has had on the process from thereon;
- the very diverse needs and interests of all the stakeholders which are potential hindrances in the effectiveness of the Framework;

- driving the process with legislation forces the process which will undoubtedly lead to window dressing by some rather than real commitment to the NQF;
- to this point the various bodies, and other important terms of reference are not clarified;
- political agendas of those involved in the NQF establishment and implementation are hindering the process as a whole;

One can see from this list that the misgivings are many. A common trend throughout, however, is a lack of clarity and understanding. This suggests poor communication of concepts. The recent publication of the SAQA Bulletin (De Villiers, 1997) may address this by publishing frequent notifications of developments and the arguments behind them. Many of the misgivings presented above may not have basis in truth, yet these perceptions are true reflections of the fear and resistance that many respondents either experience personally or encounter frequently as they introduce others to the concept of the NQF.

5.9 **Legislated Participation**

Most parties felt that participation was not an issue of choice and that conformity and participation within NQF structures would be legislated; that is forced rather than encouraged. Mixed feelings emerged regarding the legislation of participation. Some respondents felt that without "forced" participation many parties would not get involved and as a result would hinder the process. Also enforced participation allows for formalisation of the system. Others felt that unless participation was voluntary, commitment to the process would be limited and the overall effectiveness impeded. (See tables 4.36; 5.40; 6.38)

However, as the aims of the new Labour Relations Act and Employment Equity

Bill are congruent with the aims of the NQF, forced participation would be inevitable in any case.

5.10 **Integration of Education and Training**

Respondents were required to indicate whether NQF discussions formed part of overall education and training strategies or tended to be sidelined in their institutions. The majority of respondents indicated that they use the Framework as a guide for their policies. Long term goals and strategies in education and training were established with the aim of being totally in line with NQF structures and requirements. (See tables 4.18; 5.21; 6.19)

The corporate mission of one respondent expressly mentions the NQF in its training and development objectives.

“ By the end of 1997, all employees will have been assessed and certified in accordance with the National Qualifications framework, having been provided with the necessary skills and adult basic education training;
By the end of 2000, all employees with promotional aspirations will have been assessed for suitability, and will have been provided with the necessary training to meet their promotional aspirations and placed into vacant positions in accordance with their skills.”

In contrast to this total commitment and inclusion of the Framework, one respondent felt that the process of integrated education and training was unattainable and could not be applied throughout their organisation. It is probable that within these two extremes a range of possibilities exist for reshaping existing education and training policies. That this reshaping should benefit the previously (and currently) disadvantaged sections of the population is key to ensuring viable economic growth and development, through skills attainment and international competitiveness.

Some of the respondents indicated such a middle of the road approach in their responses as they balanced the need to align with the NQF with the existing realities of the labour market and education and training fields.

The NQF, as an attempt to integrate education and training, aims at linking job skills training and educational development. This proved to be a very complicated concept for most respondents and the current emphasis appears to be primarily on job skills. While ABET provision is regarded as very important by almost all respondents, the cost thereof is clearly a deterrent for effective provision. ABET serves as a first step to further training for some respondents and lack thereof creates a “glass ceiling” for those among the disadvantaged South African who are hoping to develop and improve their career opportunities. Unions were very supportive of the integration initiative but offered no suggestions as to how this should happen.

5.11 Related Concepts and Resistance to Them

Discussion around NQF related business does not appear to touch on new issues within organisations, but the NQF seems to have provided a new backdrop to such discussions. Questions of remuneration and training are key industrial concerns dating from earliest industrialisation (Bendix, 1989), however, now the question of pay linked to competencies (as identified by NQF levels) is a central focus and training in line with the levels of the Framework allowing for greater mobility and promotability of workers comes under the spotlight. (See tables 4.14; 4.15; 4.18 -23; 4.27; 5.15 - 17; 5.21 - 27; 5.31; 6.15; 6.19 - 23; 6.28)

ABET

ABET is being discussed very seriously by most institutions for a number of reasons;

- ABET is seen as a first step in further development, in that it will provide basic literacy and numeracy which would allow for the

use of existing training programmes with only minimum adaptation;

- ABET is considered a "safe" area of development with tangible benefits for both the organisations and the individuals concerned.;

- ABET is identified as a priority need for the country, with statistics indicating illiteracy rates as high as 50% in some areas in South Africa. International comparisons refer to the impact that high rates of literacy have on development and growth of a country. It is clear that South Africa cannot hope to achieve its growth goals until its literacy levels begin to approach the high rates of developed countries (Lyster, 1992).

It therefore comes as no surprise that most organisations started with ABET initiatives as they engaged in the new education and training process.

The emphasis on ABET in many organisations, within the ambit of the NQF, has raised concerns, among respondents, relating to the relevance of current curricula and the expertise of those who are providing the training. These are especially worrying as the ETQAs and SGBs are not yet functional.

CAREER PATHING:

Provision of career pathing, linked to NQF unit standards and levels, is the source of much debate in organisations currently. The feeling that mechanical and process skills are clearly visible in the lower level positions and therefore clearly reveal a career path is commonly held. Higher level positions requiring evidence of problem solving or team leadership skills do not have career paths as clearly mapped out and this is where many organisations are focussing their debate.

For industry training boards and unions the provision of career paths is not a

priority. Skills audits and grading systems are considered more valuable areas of focus at this point by these respondents.

CREATING STANDARDS/ QUALIFICATIONS:

This is an area of priority for industry training boards who have bought and adapted international standards in some industries. This is not a significant change in focus for the industry training boards as they played a large part in the training of and establishing of standards for artisans in the past. Unions see themselves as providing an advisory or monitoring function in regard to standards and qualifications.

For organisations the process is rather new and almost all respondents were utilising external consultants in order to make progress in this area. Some respondents had participated in workshops where competencies had been identified and the process would continue from there. The use of external consultants was again increasing costs for NQF alignment.

COMPETENCY BASED PAY:

Competency based pay was viewed positively as a motivator not only for increased productivity but also for increasing the desire to undergo further training. The general consensus appeared to be that by rewarding individuals for their skills, employees would be motivated to become multi-skilled, thereby improving their capabilities and the value they could add to the organisation.

The more contentious issue appeared to be whether to pay for competency when it was acquired or only once it was utilised. A competency based system was further complicated by the inflated incomes of some employees currently (particularly management) which would retard the process of achieving balance between skills and salary/wages. Cost was a factor that many organisations stated as being their reason for hesitancy in implementing such a system.

RECOGNITION OF PRIOR LEARNING:

Recognition of prior learning is seen as an excellent indicator of current

competence level. It will, on the one hand, reduce repetition of training and, as a result, save money and on the other hand, facilitate a pay-for-skills approach. It is seen as more credible because it uses job performance as a direct criterion for selection or further training. Recognition of informal learning that has taken place in a variety of settings is also expected to have a positive impact on the self-esteem of individuals excluded from more traditional learning settings.

The unions commented that it will also shift the emphasis from years of experience to range of experience. "It is possible to do the same thing for five years, gaining little experience, and be regarded as an experienced individual. Whereas the person who may have had one year of experience has had that experience in a variety of areas and is in reality more experienced".

METHODS OF ASSESSING RECOGNITION OF PRIOR LEARNING:

Little clarity emerged around the most appropriate methods of assessing prior learning. Some respondents felt that methods would not differ from those currently used, except to include verbal assessment for illiterate individuals.

Where methods had been considered, observation, simulations, role plays and product sampling were listed as proposed methods of assessment. The shift is clearly to more of a job content focus but respondents also raised the need to assess underpinning knowledge through questioning and exam-like assessments where necessary.

ALTERING OF BUSINESS PRACTICES:

Most respondents claimed that wages/pay and recruitment and selection would be altered by adherence to the NQF. This would filter into the provision of objective measures for disciplinary and performance management purposes. Major transformation in the area of training could be anticipated and this would link to the areas raised above, namely multi-skilling, career pathing (succession planning and promotion) and competency based pay.

5.12 **Practical and Implementation Considerations**

The majority of organisations felt that they would only need to make limited changes to become aligned with the NQF but that budgetary constraints were the largest factor hindering complete alignment. Amongst the other respondents, the need to create and manage a skills database, and the need to redesign courses in line with national standards and competency based assessment were seen as major changes in business practice needed to function within the sphere of the NQF. Cost implications and workload considerations were voiced as stumbling blocks for industry training boards in their alignment with the NQF. Unions gave no indication of changes needed on their part in order to meet the structures and requirements of the NQF. Rather they indicated only the outcomes that they expect to enjoy as a result of the introduction of the NQF. The basic premise being that implementation is not a responsibility of the unions, but will provide many advantages to them. (See tables 4.14; 4.28; 5.15; 5.32; 6.15; 6.29)

Regarding anticipated problem areas in the implementation of the NQF, cost and bureaucracy were undoubtedly the main areas of concern for all respondents. The complexity of the system and the perceived inflexibility thereof were believed to have a negative impact on the participation of parties and it was believed that these problems would hinder comprehensive implementation of the NQF. Marketing of the system effectively to those who were resistant to the concept was listed as an area requiring much thought and planning. Respondents stated that there was a strong need for decentralisation and a spirit of voluntarism around the NQF for implementation to run more smoothly.

5.13 **Perceptions of the intentions of the NQF**

Respondents providing their own perceptions of the intentions of the NQF depended, to a large extent, on those stated in the literature, where personal perceptions were provided these included, in the respondents' own words:

- adding value to the people,
- building our country quicker than in other countries,
- creating a culture of lifelong learning. (See tables 4.31 - 34; 5.35 - 38; 6.34 - 36)

The main aims of standardisation, national recognition, flexibility and portability were stated. The system was also seen as a means of "forcing education and training as a part of the RDP".

Respondents were required to discuss whether or not these intentions would differ from the result in reality. Few respondents believed that intention and reality would differ, and their reasons for believing this focussed on resources available. They argued that implementors might look for short cuts (to save time and money), but argued that short cuts don't exist for such a process. One respondent felt that unrealistic standards might further disadvantage already disadvantaged individuals. A minority of respondents felt unable to comment on this issue at this point in time.

In response to the question regarding the perceived positive and negative aspects of the NQF the following answers were received:

Table 5.2: Positive aspects and why

POSITIVE ASPECT	REASON
1. STANDARDS 2. ENCOURAGE MORE PEOPLE TO PARTICIPATE IN TRAINING AND DEVELOPMENT 3. MONITORING BODIES 4. RPL	1. NATIONALLY ACCEPTED STANDARDS WILL ALLOW FOR COMPARATIVE QUALIFICATIONS, QUALIFICATIONS WILL HAVE SPECIFIC MEANING 2. CRITICAL SHORTAGE OF SKILLED PEOPLE 3. PART OF SYSTEM AND CONTROL IS ESSENTIAL 4. ELIMINATE WASTE AND ACCELERATE RATE OF INDIVIDUALS PROGRESS.
1. SELF DEVELOPMENT FOCUS 2. RECOGNITION OF SKILLS	1. LEARNER DRIVEN 2. NATIONALLY RECOGNISED, SELF ESTEEM, ABLE TO GENERATE A CV
1. SKILLS BASED PAY 2. FOCUS ON TRAINING AND DEVELOPMENT	1. RECOGNISES COMPETENCE AND REWARDS FOR DEMONSTRATED COMPETENCE 2. STRATEGIC ISSUE FOR ECONOMIC DEVELOPMENT

1. STANDARDS 2. FORMAL QUALIFICATIONS 3. SYSTEMATIC	1. IMPROVE COMPETITIVENESS 2. RECOGNITION IS GOOD, PEOPLE LIKE CERTIFICATES, ALLOWS FOR MOBILITY 3. ALLOWS FOR CAREER PATHING
1. EASILY CATEGORISE PEOPLE TO BE MEASURED AGAINST A NATIONAL FRAMEWORK.	
1. RPL 2. STANDARDS OF LIVING 3. CAREER PATHING	
1. EXPERIENTIAL LEARNING 2. LIFELONG LEARNING AND INTEGRATION OF EDUCATION AND TRAINING.	
ALL POSITIVE	NEEDED FOR INTERNATIONAL COMPETITIVENESS OF COUNTRY

A number of respondents answered that the system was all positive and a minority of respondents did not answer the question.

In terms of negative aspects of the NQF the following responses were received:

Table 5.3: Negative aspects and why?

NEGATIVE ASPECT	REASON
1. TIME TO GET SYSTEM UP AND RUNNING 2. PUTTING INTO PRACTICE ALL PLANS 3. POOR MARKETING HAS BEEN DONE	
1. TIME CONSUMING 2. BUREAUCRATIC	
1. EMPLOYER LACK OF COMPLIANCE	LACK OF UNDERSTANDING ON THEIR PART
1. MAY LEAD TO UNNECESSARY BUREAUCRACY	
1. DRAWING THE LINE WHEN PAY FOR SKILLS (UNUSED SKILLS)	
1. UTOPIAN - TOO MASSIVE TO BRING ABOUT A TOTAL SYSTEM CHANGE FROM EXISTING ONE.	
1. DIFFICULT TO GET A CLEAR VISION. 2. DIFFICULT TO FIND WORKABLE MECHANISM - TOO MANY STAKEHOLDERS REQUIREMENTS AND AGENDAS - IRRECONCILABLE. 3. EDUCATIONALISTS INVOLVED WITH A TOO TRADITIONAL MIND SET - BUREAUCRACY WILL REINVENT ITSELF.	

1. MONEY AND TIME TO EMPLOYER. 2. CLASH BETWEEN EMPLOYERS AND EMPLOYEES IN SETTING STANDARDS.	
1. DOCUMENTING LAID DOWN PROCEDURES 2. ABET CRITERIA NOT INCLUDED 3. DOES NOT PROVIDE FOR ALL JOB POSITIONS	1. TIME CONSUMING AND COSTLY 2. IS NECESSARY FOR SOME POSITIONS 3. NOT ALL EMPLOYEES CAN TAKE A FULL NQ

Six respondents did not answer this question although misgivings and problem areas discussed in other sections of the questionnaire reflect negative aspects so respondents may have felt it unnecessary to provide further information here. It is also possible that respondents recognised problems that will have to be addressed but don't regard any aspects of the NQF initiatives as negative.

5.14 **Relevance, Applicability and Suitability of the NQF for SA**

All respondents felt that the NQF was relevant, applicable and suitable for SA. The system goes some way to addressing unemployment and the skills shortage and also to improving the relevance of education and training. Many respondents felt that the system provides a means of empowerment to "the people" and meets both the needs of the employer and the employee. The NQF was claimed as a key component of strategic Human Resource Development. (See tables 4.35; 5.39; 6.37)

CHAPTER SIX - DISCUSSION

This discussion is presented within the context established in the literature and discussed in chapters 2 and 3. It will present the perceptions and attitudes of various stakeholders in the process of the implementation of the NQF, in terms of the broader social, economic and psychological perspectives.

The discussion will be organised according to the following sub-headings:

- Internationalism
- Standardisation
- Participation
- Resistance to change/ Caution
- Benefits
- Implications
- Practical Considerations
- Integration of Education and Training
- Where to now?

6.1 Internationalism

There appears to be a mixed response to the concept of national qualification frameworks internationally. In certain instances the frameworks have been responsible for improving standards and international competitiveness (Babb, 1997b), while in other instances there has been poor support for the system which has resulted in almost complete failure of the framework as part of an entire system (Ashman, 1995; Samson and Vally, 1996a).

Respondents stated that they believed that the NQF would address current skill levels and standards of education and training by providing a formalised, cross industry context for developments in these areas. The major concern appeared to be around improving South Africa's current skill base and the issue of international competitiveness was secondary to this issue. Flexibility and multi-skilling were listed as aims of the skills base development and one respondent

commented that this would have a direct impact on their ability to be “world class competitors”.

As South Africa moves into international markets and is challenged by rising labour costs and crippling exchange rates (Phillips, 1997a) it seems that the transformation of education and training is viewed as an important means to counter these difficulties. Most respondents stated that increasingly relevant training, recognition of skills acquired (through whatever means) and objective standards of measurement would substantially improve the self-esteem of workers, which (it is hoped) would encourage improved productivity and performance. Coupled with this individual growth, the acquisition of more advanced and flexible skills would go some way to ensuring organisational, and ultimately industrial growth. Post-Fordism and Human Capital notions clearly underpin this emphasis on flexibility and individual development, resulting in overall economic development (Kraak, 1991; Becker, 1993).

While reference was made to improving South Africa’s international competitiveness this was perceived as a “by-product” of broader skills development. It seems therefore that respondents are striving to get their own “shops in order” before venturing further afield.

6.2 Standardisation

The NQF aims at standardising education, training and the related qualifications on a national level (HSRC, 1995). By locating unit standards and credits on various levels of the Framework, learning can be recognised and rewarded according to a national standard. Candidates will no longer be assessed against each other but rather against an objective, national standard (Phillips, 1997a). Such national standardisation is also aimed at allowing for portability of skills and articulation between different providers of education and training (HSRC, 1995). A focus on outcomes provides a basic unit for measurement, comparison and articulation (Samson and Vally, 1996b).

Objectivity was seen as a very positive element of the NQF recognition of skills. Respondents stated that this would result in more fair work practices in a number of areas. Performance management and promotions were mentioned as two areas where objective criteria of performance would be beneficial. The benefits are linked to the need for openness and non-discriminatory practices as stipulated in the Labour Relations Act 66 of 1995.

In conjunction with the promotion of openness and fairness, standardisation of education and training encourages the mobility of skilled staff, not only between organisations but also between different industries. Where skills have been acquired and work-related competence demonstrated, candidates will not be required to undergo similar training again. Instead they will continue to build their list of credits without returning to the bottom rung of the ladder, as is currently the case in many areas (Babb, 1997b). This posed a concern for some of the respondents as they believed that their staff who had been trained and credited in terms of the NQF could be poached by other organisations. This has created the need for a re-evaluation of current reward and incentive systems for these organisations.

It is not only the national recognition of standards that is beneficial to organisations and individuals, but also the national management of quality. Many respondents stated that the monitoring of providers and course content by the ETQA's was a very positive step in the process and should further aid the drive for internationally accepted standards. The writer feels that this focus on quality, while essential for South Africa's comparative success, creates some of its own difficulties. For example, it is possible that as more of our human resources become better skilled to an international standard, our rate of emigration might increase and the "brain-drain" reach catastrophic proportions. That there needs to be some consideration of how to attract and retain those with skills to the country is an important point for deliberation.

On the whole the NQF is seen as having a positive impact on the quality of education and training in the country. The standardisation of credits and

qualifications goes a long way to stabilising the system and ensuring sustainable development.

6.3 **Participation**

The South African Qualifications Act 58 of 1995 establishes the constitution of SAQA in the law and awards the body certain powers in terms of the NQF. Despite this legislation, participation in the Framework is not currently dictated by legislation and is purely voluntary. When asked about legislated participation most respondents felt that without the legislation, participation would be minimal and the system would not be formalised. A minority of respondents felt that enforced participation would negatively affect commitment to the process.

Both sides of the dispute raise valid considerations; if participation is voluntary the bulk of the responsibility will be borne by the larger, more "socially concerned" organisations, letting smaller, disinterested parties "off-the-hook". Participants in this scenario, are however, committed to the process (for whatever personal or organisational reasons) and are more likely to wish to see it succeed and continue to guide education, training and development in the future.

In the scenario where participation is "forced", the contribution of all parties would create a concentration of resources, which should ultimately result in more effective and cost efficient education and training. However, the potential opposite of this is a general lack of commitment, reflected in "sabotage like" actions and lack of real participation.

The question of legislated participation is not yet finalised and further comment cannot be made at this time.

Participation was also discussed in terms of participation by the various parties in discussions and action groups related to the development and

implementation of the NQF. Most respondents were, themselves, involved in some discussion groups but when they were asked the extent to which the rest of their organisation/union/training board were involved in such discussions the results were rather negative.

The writer acknowledges the difficulty in involving everyone in the direct process of development and strategising, however, it is firmly believed that a more active "marketing drive" would have resulted in greater awareness and hence greater commitment and participation. Those affected by the introduction of the NQF would have been given an opportunity to air their opinions and since the programme is ultimately aimed at individual development within a sphere of economic growth, the true relevance thereof could be tested and adapted as required.

By reducing participation to involvement in already determined projects the process appears to be merely imposed on those whom it is envisaged as being designed to benefit. This imposition seems to reflect the patronising approach adopted in the fields of education and training previously (Gerwel, 1993) and does little to engage the learners in their "learner driven" process (HSRC, 1995). That economic development is a central focus of this restructuring of education and training is not questioned, however, exclusion of the learners may sway the development purely in terms of market forces, reducing the attention paid to the basic life skills and broader learning needs of adult individuals (Lyster, 1992; Parker, 1996). This broader based learning is a long term investment in a flexible, adaptable and multi-skilled workforce. It is also arguable that life skills and learning skills enrich life and increase an individuals' control over his/her own life and may be a major contributor to improving quality of life in South Africa on the whole.

The lack of involvement of individuals at the lower levels of the work hierarchy is a fault that not only management in organisations can be accused of, but also the executive of unions. Information regarding the NQF and its potential for all people's development seems firmly seated within the realm of union

"management", and officials can be brought to task on their apparent exclusion of their members which has denied them the opportunity to contribute to the process. It is not being suggested that each member be given a chance to speak, the writer fully recognises the impracticality of such a notion, however, the unions have made little effort to inform their members and thereby ensure that when initiatives are introduced within their organisations they may engage fully in these.

An underlying scepticism and hesitancy must surely accompany this reluctance to share information and foster hope amongst people who have been excluded from formal education, training and development in the past.

The proposed levy on payroll in the Skills Development Bill (Sykes, 1997) is undoubtedly placing pressure on employers to train in accordance with the NQF. It is planned that one to one-and-a-half percent of payroll will be levied by the National Training Board and will be distributed according to areas of need in the country, including rural communities. Organisations that are training in line with the NQF structures will be able to request the return of a percentage of their contribution but the major portion will be devoted to training on a national level. Organisations are being coerced into spending training money and a portion of that money will be used to train unemployed and rural people, with no direct connection to the organisation. In time the pool from which organisations recruit could be increased. An increased pool improves choices, enabling organisations to pick the best wish will ultimately result in more competitive functioning in organisations. Perhaps "training levy" is a misnomer for the fund and "social development levy" might be more accurate. The broader social, political and economic factors eg. how does this attract international corporate investment? Are beyond the scope of this discussion but do provide interesting fuel for debate.

6.4 Resistance to change / Caution

Barker (1993) discusses the difficulty people have in changing from old "mind

sets" or "rules of the game" to newly established parameters. This is evident in the commentary received via the respondents from many managers. Managers are adopting the position that the skills development is required at the lower levels in the country only and therefore the NQF has little application for themselves.

By focussing on lower level jobs only, the real opportunity for continued progression is denied and little attention is paid to the growth and development of our managers. World competitiveness reports indicate that this is an area South Africa can ill afford to ignore (World Competitiveness Yearbook, 1997). Even without considering the current management standing, consider the growth and development of the workforce without the corresponding growth and capability building of managers. As employees become more skilled and able to assume responsibility and accountability for their own work, managers roles will change and new competencies will be required of them (Quinn *et al* 1990). The trend to self directed work teams on the international front provides evidence of this (Orsburn, *et al* 1990; Fisher, 1993). Furthermore, most development takes place on the job (Muchinsky, 1993). The development of managers is therefore crucial to produce managers with the skills necessary to coach and develop their staff (Quinn *et al*, 1990; Muchinsky, 1993).

Older members of the work force have also been reported as resistant to the concept, as many of them are unwilling or don't see the need to learn new skills before they retire. They are adopting the attitude "why change what works?" Skilled groups such as artisans express some concern that their jobs will be taken by other people, and even more threatening, these people will not have to undergo the same training that they had to undergo. Misunderstanding is clearly the major reason for these fears. The NQF is not aiming at replacing people currently performing well with people who have acquired the skills elsewhere. On the contrary, the NQF is aiming at recognising the skills acquired, including the necessary underpinning knowledge, on a national framework that will afford the learning some credit and improve the opportunities of employment and advancement of those who have learned in

less traditional methods (HSRC, 1995; Babb, 1997b).

Belasco (1995) offers some valuable insight into preparing organisations for change and removing the resistance to such change. The principles could be applied similarly across the various institutions in the country.

“Use the change process: build a sense of urgency, create a clear tomorrow, develop a migration path, and reinforce the new behaviour. This process underlies all [organizational] change.”

(P19)

The first step is to create an awareness of the need to change by outlining the potential crisis and establishing a sense of urgency for the change to happen. South Africa has been building to this state of urgency for a number of years (Gerwel, 1993). It is then vital to “create a clear tomorrow” which spells out where the change is going to take all involved and the benefits it will have for them. Once parties know where they are headed it is necessary to plot out the “migration path” which will outline the route to be taken and the stages in the process towards reaching the final goal. Finally, it is essential to reward changes in behaviour which further the shift from the old way of doing things towards the new way. As explained, the writer feels that this four stage process may prove useful in countering the resistance from various groups in the transformation required for the introduction of the NQF.

6.5 **Benefits**

The benefits for the individual, institution and country, as perceived by the respondents, have been provided in some detail in chapter 5. There is a strong correlation between these and the benefits as outlined in the literature.

For the individual the major benefits appear to have their foundation in the psychology of recognition and motivation. RPL and nationally accredited qualifications are seen to bolster individual esteem and are likely to result in

the desire to continue learning for a longer period in the life span, hence the creation of a culture of lifelong learning. The individual should also benefit from the improved quality of education and training and the increased flexibility should make the individual more "marketable" and increase his/her opportunities for employment and development (improved access to learning and various routes of learning).

Improved competence leads to increased job mastery which is a fundamental factor in worker empowerment (feeling in control of your job and being good at it). Empowered workers are more motivated, more productive and more likely to have innovative, quality improvement ideas (Reid, 1992).

The benefits for individuals result in benefits for industries as the workforce becomes more productive as a consequence of their increased skill, flexibility and motivation. Education and training can be tailored to be more relevant to industry and the quality systems ensure that standards are maintained. A well co-ordinated system should result in savings, of time and money, as training need not be repeated if job-related competence is displayed. Ultimately a pool of skilled workers should exist upon which industry can draw to improve its products and services. The creation of objective, job related criteria for measurement of performance should reduce difficulties in terms of discrimination. Such criteria will create the opportunity for cross-industry comparisons and organisational and national bench-marking.

Nationally, the questions of unemployment, economic growth and international competitiveness are seen as being addressed, to a certain extent by the NQF. The NQF is seen as influencing unemployment to a limited degree, however, as employers are seen as one of the major providers (of funds, facilities and other resources) they cannot be expected to assume total responsibility for the development of the unemployed. With current unemployment rates estimated at approximately 50% (CSS, 1995) will the pool of skills required force employees to address training and development in the unemployed sector, or will such individuals become further marginalised and place further strain on an already

taxed economy? Should the unemployed remain outside of the realm of training and development, the effect on the country is likely to be one of an ever increasing lack of skills, and an ever increasing body of unskilled or semi-skilled workers. Currently, RDP projects, Non-Governmental Organisation projects and community projects are providing development for sectors of the unemployed community. Two major areas which South Africa must seriously address if it is to improve its economic standing internationally.

The benefits of the Framework which have served as motivation for supporting the Framework will depend upon genuine attempts at redress and full implementation for success. Lip service in this area, as in most others in business, could result in frustration and failure of the Framework.

Many respondents stated that expectations of the Framework and employees are unrealistic. Even if the competency level is increased there is no guarantee of a better job or career advancement. Such a caution highlights a need for a paradigm shift within South African business. The control paradigm, of hierarchical progression and task oriented production will become a thing of the past as individuals assume responsibility for their work and are rewarded for their contribution, rather than position in the organisation. By shifting to a commitment paradigm, the need for upward progression is replaced by the opportunity for horizontal development and skills acquisition, and the need to move people up the ladder is replaced by the need to become process oriented and value people for their skills and use thereof. Process orientation focuses people on the entire production or service provision process and encourages multi-skilling, rewarding autonomy of action and thought. Through this paradigm shift the need for upward progression is decreased, and as people are rewarded for their skills and experience greater job satisfaction they assume responsibility, and ownership, to a certain extent, of their work (Durcan and Oates, 1994).

The benefits are not without their "side effects" and it is important to look at the implications of the system.

6.6 Implications

The introduction of the NQF has created a need to refocus education and training in institutions. General education and training policies are being structured in such a way as to incorporate the new guidelines. The NQF is playing a large role in putting education and training on the national agenda.

All parties will be required to commit to the process and a great deal of perseverance will be necessary to see the full implementation of the NQF. Parties in the process are establishing relations with other institutions with which they have not interacted in the past. Certain organisations are now communicating with competitors around the NQF and related issues when previously only hostile relations existed. Such revolutionary changes have implications for organisational strategic Human Resource Development and ultimately the national Human Resource Development strategy will be influenced by these developments.

While education and training provision will be altered to incorporate an outcomes-based focus the interesting implications for industry form around the issue of business practice. Recruitment practices will eventually review qualifications in terms of their place on the NQF. This location on the Framework will spell out exactly what the applicant will be capable of doing. As specific skills are introduced to the organisation the shift to pay for skills (competency/ skills based pay) will become increasingly important in order to reward individuals for their development in the extent to which it benefits the organisation. Career paths will emerge as unit standards indicate what qualifications are required for each step and where the learner can progress to from there. Generally, the NQF offers objective, standardised measurements for processes already being undertaken, but often in an *ad hoc* way, within organisations. As one respondent stated the NQF should "tidy up" education, training and development in industry.

The writer feels that a crucial factor in the process is the inclusion of all parties

in the developments. Inclusion of all affected parties will improve the relevance of the system and should aid in the reduction of resistance and fear (as discussed earlier). The implications of attempting to include all parties are a more lengthy process and a more relevant and applicable system in the end. It is also probable that, if those affected feel involved in the process, their participation will be smoother, with fewer complications and less negativity.

One of the major trends emerging from a series of pilot projects was "the need for all stakeholders to participate in the standard-setting process to ensure its legitimacy and the easier acceptance of standards generated." (HSRC, 1995 p 130)

6.7 Practical considerations

A range of practical considerations temper the enthusiasm around the NQF. Cost considerations around the development of new training material, extra staff to manage the process and the indirect cost of time involved are serious hindrances to the implementation of the NQF. Time is an area of concern as the bureaucracy of bodies created to monitor and maintain the NQF will inevitably slow the process of registration of unit standards and accreditation of providers etc. The time of line management, as potential assessors, is becoming even more stretched and the time dedicated to training might initially present serious problems for productivity as the question of time-off for learning is debated. On the other hand, these constraints could influence creative solutions eg. the use of training technology; coaching; flexitime etc.

In attempts to include all parties in the implementation process the time frame estimated by the respondents for full implementation is almost fifteen years. This extended period has caused some concern around the ability to retain enthusiasm and commitment for such a long period, particularly when the full benefits would not be reaped during this period.

The fact that the concept of a framework has been considered for about five

years, but not acted upon, by some, further raises concerns over the time period needed for full implementation of the NQF.

Principles such as transferability and portability may be negatively affected by these time lags, simply because organisations will be at different stages of development and implementation. Creating a pool of skills or skilled people for an industry to draw from may become the responsibility of a few "progressive" organisations and the remainder may simply draw from that pool, being too far behind to contribute to the learning initiative. That organisations may be required to pay a training levy (Sykes, 1997) would hopefully ease the pressure on those organisations that are ahead in the process. Such a levy could bring with it its own trouble spots, not least of these being the bureaucracy and administration attached to allocating such funds successfully. The way in which this proposed fund is to be controlled becomes a vital issue for industries which may not fall into the "high priority category". The writer feels that tourism, for instance, must be a priority in the country, however, this cannot be at the expense of already established industries. For the fund to be most effective, the decentralised control, by each individual industry, rather than a national training fund must be supported. By placing control within the hands of an industry one would be allowing for the targeted development within "need" areas of each industry and hopefully this would place a greater emphasis on overall growth within that industry and therefore the economy in general. It is not disputed, by the writer, that spending would have to be monitored and an advisory body established to assist industries in determining the best areas in which to invest, both for maximum return in terms of profit and in terms of people development. SAQA and the Department of Labour might prove effective in such roles.

This issue is still under discussion and while it proves interesting food for thought it does little to correct the imbalance that is emerging amongst different organisations and industries in regard to NQF implementation.

These are two important concerns that should be considered here. Firstly,

forerunners may not be completely in line with the finalised NQF, as they are putting initiatives in place without final legislated guidelines. This may retard the process by creating the need for changes to already established projects. Forerunners may be playing a costly game of snakes and ladders (Samson and Vally, 1996a) rushing ahead in some areas only to find stumbling blocks or developments which return them to earlier stages in the process. This may be their prerogative but surely a more focussed and consistent drive would yield better results, and eventuate in less disenchantment and hence greater and more long term commitment. Secondly, haphazard development creates a tangential impression of the NQF initiatives, with all parties going their own route. The potential benefit of this is the increased relevance of application within each sector, but the related inconsistency and lack of focus are apparent. The new Human Resource Development Strategy may go some way to imposing or directing the focus.

The creation of a national database of credits and qualifications, to which organisations and individuals would have access, is seen as an "administration nightmare" and the question of cost is again the main issue for organisations who are beginning to feel "all paid out". Such a system has proved very effective in countries such as New Zealand where learners now carry a "qualification passport" listing their credits (Babb, 1997b; Phillips, 1997), however, little attention is paid to how they have managed such a programme.

6.8 Integration of education and training

One of the intentions of the NQF is to afford training equal status to education and foster an integrated approach that encourages a holistic approach to development (Eberlein *et al*, 1993; HSRC, 1995; Phillips, 1997a).

This is a concept that is fraught with complications in practice. Many institutions have a focus on job-skills training and feel that the returns on this training are more tangible. Within the Human Capital perspective, it is clear that job skills training offers real benefits to the organisation, while being

somewhat positive for the individual (Wykstra, 1971). Other institutions have devoted much time to Adult Basic Education. These may initially appear to be vastly different, however, the ABE is often seen as providing numeracy and literacy necessary for advanced job skills training (HSRC, 1995). Where broader education, in terms of life skills and cultural knowledge, is concerned, few organisations see the need to integrate this into their education and training programmes.

The resolution of this matter is likely to emerge from an economies of scale analysis of the situation. Where training facilities and resources are available and perhaps underutilised, industry collaboration could result in the provision of broad-based education to large numbers of learners. Further, organisations could conduct cost analysis of the training including the effect on motivation and productivity often experienced when individuals are encouraged to develop. Where results are positive further investment should be provided.

Pilot projects are the best means available for determining the true value of this integrated approach. The HSRC (1995) provides a number of lessons already learnt through pilot projects, and two of these are listed below:

- “- Attempts to remove barriers to education and training opportunities are being made in order to give wider access to learning for all.
 - Alternative routes to qualifications are being provided, not just formal pathways.”
- (P130)

It is likely that employers will have to co-operate with other providers to enhance integration and establish means of assessing learning in non-formal settings.

Integration is proving to be a complex issue requiring co-operation from institutions within the education field, the training field and industry itself. Such co-operation is unprecedented and the varying needs of the different parties

will inevitably result in some conflict and potentially a slow and tedious process. This progress might provide some interesting material for future studies, but the full repercussions of it cannot be discussed here.

6.9 Where to now?

To date the final touches of the NQF are not in place. Rather the process is evolving as it strives to meet the needs of the various stakeholders (Babb, 1997b). For this reason, many respondents are rather cautious and are adopting a "wait and see" approach, monitoring developments and making only minor adjustments at this point. Only one respondent made mention of the fact that the NQF might never become a reality and therefore, no changes needed to be made at this point. Given the legislation surrounding the NQF (SAQA Act, Skills Development Bill and sections of the Labour Relations Act) and the amount of time and money already invested, this is indicative of an "ostrich with its head in the sand" scenario.

In contrast to the cautious approach of some respondents, a minority of respondents have chosen to be innovative and take the lead within their sectors in terms of NQF developments. These respondents are key in writing unit standards and accrediting assessors and some are forming consortiums to act as ETQA's in their sectors (Babb, 1997b).

Babb (1997b) uses the analogy of a bus trip when discussing the NQF and asks the question, "why be a passenger when you could be the driver?"

While the fields of learning, constitution of structures and form of unit standards have been finalised (De Villiers, 1997) certain of the bodies must still be constituted or elected. Incorporation of the educational sphere into the Framework is in its infancy and the widespread acceptance of the Framework, necessary for successful implementation, is only just beginning.

Within industry, the development of unit standards, registration of credits and

accreditation of assessors, as well as co-operation between the various stakeholders remain the priorities for NQF implementation.

CHAPTER SEVEN - CONCLUSIONS, LIMITATIONS AND RECOMMENDATIONS

7.1 Summary of Conclusions

On the whole the NQF has been positively received by stakeholders as a means of addressing education and training crises, particularly in industry. While unions, organisations and industry training boards show different areas of focus, in this study all respondents appear committed to the concept as a whole. Despite this positive reception, there are many reservations regarding the cost and time factors for implementation and maintenance. The implementation of the NQF is not a once-off transformation but will require ongoing maintenance and adaptation for increased relevance.

For most respondents in the study the NQF provides guidelines on the standardised practice for many issues currently being faced by organisations. It allows for objective and nationally recognised criteria for measurement, development and reward. As a result, the NQF is not merely bringing a set of new problems to industry but is also providing a tool for standardisation and improved relevance of current systems.

The degree of participation intimated in the literature has not been achieved. Many stakeholders are not only lacking information but must also actively engage in gathering further information, on their own initiative, as the dissemination of developments appears rather lacking. For many respondents it appears that the lack of participation culminates in a feeling of caution regarding the process. Conservative and reserved participation are indicative of a certain reluctance and scepticism regarding the final success of the Framework.

The Framework is currently being perceived as having a limited application, and is focussed on lower levels of education and training and lower level positions in the institutions affected. Final success is likely to be negatively

influenced by this narrow approach. Many of the related concepts that have emerged around the introduction of the NQF will depend on full implementation in order to be of value to industries.

In conjunction with the concerns of limited applicability throughout institutions, the time period taken to get to the point of legislating the NQF and starting to put the necessary bodies in place alludes to an even longer time period for full implementation. A delay that the South African economy can little afford. While it may be argued that some progress is more beneficial than stagnation in the area of education and training, it must be noted that only limited benefits will be reaped before the NQF is fully operational and widely accepted and implemented.

Industrial Psychologists have a role to play in the management of the change process and the inevitable stress resulting from such change. Furthermore, training provided by Industrial Psychologists will have to be outcomes based and afford individuals credit on the NQF. The motivational aspects of recognition of learning and the consequent effects on self-esteem are areas in which Industrial Psychologists can provide valuable insight. The introduction of the NQF affords opportunities and challenges to the Industrial Psychology profession, and the response to these challenges might prove an interesting area of further research.

7.2 Limitations of the Study

While every attempt has been made at an extensive and thorough investigation in this area, the following points emerge as limitations of the study.

The need to focus specifically on the impact of such a framework on industry has necessitated that areas of curriculum and social redress be minimised in the presentation. This is by no means a reflection of a belief in the perceived value of each of these areas but rather a limitation imposed by time, space and purpose.

Similarly, the purpose of this study has been to highlight the numerous areas that will be affected by the introduction of the Framework, and as a result in-depth, detailed discussions on certain of the issues have not been provided.

The limited number of responses received impacts on the results of the study. An under representation of Unions, Industry Training Boards and Employers, provides only a narrow snapshot of the issues faced by these bodies and limits generalisation of the results to other representatives of the same institutions.

Knowledgeable and willing respondents were difficult to find as the NQF is still only a discussion point in a number of industries. It should be noted, however, that even during the process of preparing the research for presentation the writer had contact with organisations that were making some progress in the introduction of the NQF and related concepts. It is therefore likely that future research could be conducted on larger, more significant samples.

The form of the data gathering, while methodologically acceptable, was found to have its own set of problems. Misinterpretation of certain questions by respondents, avoiding certain questions or simply supplying only brief outlines rather than detailed input in certain areas, are examples of this. The researcher is aware of valuable lessons in selecting respondents, instructing them in procedure and formulating constructive questions that have been learnt in this research.

7.3 Recommendations

After consideration of the lessons learned during this study and with careful consideration of the limitations herein, the writer makes the following recommendations:

1. Further research should focus more closely on only one aspect at a time out of the many raised in this study, this would meet a clear requirement for in-depth investigation in specific areas. RPL serves as an excellent example of an

area that could be studied in much more detail in isolation from the other areas covered in this study.

2. The information in this study could provide a basis for a wider reaching study of a more quantitative nature. In such a study, sampling could be undertaken on a much larger scale. As the knowledge of and exposure to the NQF is on the increase it is probable that the process of finding sufficient respondents with knowledge of the NQF could become easier.

3. Research in a similar area could utilise more quantitative methods, such as highly structured questionnaires, in order to increase the amount of data collected and improve the ability to generalise from the results.

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APPENDIX ONE
ORGANISATIONAL QUESTIONNAIRE

The questionnaire as completed by respondents from organisations.

**NATIONAL QUALIFICATIONS FRAMEWORK QUESTIONNAIRE
ORGANISATION PERSPECTIVE**

1. INTRODUCTION/BACKGROUND:

1.1 Name of organisation: _____

1.2 Position of person answering questionnaire: _____

1.3 Length of time in this position: _____

1.4 Size of organisation (number of employees): _____

1.5 Location of offices (national and regional): _____

1.6 Additional details about the organisation which you feel are relevant to a NQF discussion:

2. NQF - INTRODUCTION OF PROCESS:

2.1 Are you familiar with NQF proposals?

YES	NO
-----	----

If YES:

2.2 When and how were you introduced to the concept of a NQF?

2.3 How long have you been considering aspects of the NQF ?

2.4 What was the starting point for your organisation, in terms of NQF related education and training issues?

2.5 According to these broad categories, where would you place your organisation at the moment:

Please mark the appropriate block.

1. Familiarising itself with the NQF	2. Establishing building blocks eg. Considering competencies	3. Liaising with Industry Training Board	4. Negotiating with unions	5. Developing standards, training assessors etc.

YES	NO
-----	----

2.6 Does your organisation intend to conform to the NQF?

2.7 Would this be in totality or in a limited way? Please specify the limitations, if any.

2.8 How have you informed your employees of the NQF?

2.9 How would you describe the general reception of the concept of an NQF by the majority of those informed? Please mark the appropriate block.

Non-committal; not committing themselves to a firm opinion.	
Rejecting concepts and suspicious of framework.	
Acknowledge framework has merit but will not affect them personally.	
Framework has merit but suspect that implementation will bring its own stumbling blocks.	
Believe best possible system, with great potential, and will allow for personal development.	

2.10 Which levels in the organisation are involved in discussions relating to the NQF? Eg. Supervisors, managers etc. Fill in on table for question 2.11.

2.11 Describe this participation, eg. Meets weekly with training board etc.

LEVEL	PARTICIPATION	TOPICS COVERED

2.12 What are the motivations for your involvement in the NQF structures, i.e. what are the perceived benefits for your organisation?

2.13 What are the misgivings for involvement in the NQF structures i.e. what are the perceived disadvantages for your organisation?

2.14 Do NQF discussions and strategies form part of your overall education and training policy? If so, explain how they fit into this overall policy.

3. ADDRESSING NQF RELATED CONCEPTS:

3.1 What are key areas of concern regarding education and training, as linked to the NQF, in your organisation? If possible, please attempt to prioritise these areas by placing a number next to each area listed.

Please use the space provided to list other relevant issues.

ISSUES	RANK
Recognition of prior learning	
ABET levels and provision	
Competency based pay	
Skills based training	
Career development paths	
Establishing standards and competencies	

3.2 Briefly outline the reasons for these particular concerns, i.e. why is it an area of concern, the impact of such on your organisation and the steps taken to address it.

3.3 Have you encountered resistance from certain groups within your organisation to certain areas mentioned above?

YES	NO
-----	----

Which groups? Exec, managers, staff etc.	To which areas of concern? Recognition of prior learning etc.	Possible reasons.	Ways to address it.

3.4 How would you describe the relationship between yourself and the relevant union around NQF issues? Please mark the appropriate block.

Conflictual , almost no agreement on key issues.	Compromising , able to meet each other "in the middle" on key issues.	Co-operative , almost complete agreement on key issues.

3.5 Have discussions around the NQF brought you into contact with organisations you may previously not have co-operated with e.g. Competitors in your industry?

YES	NO
-----	----

3.6 If so, please explain the nature of your relationship prior to these discussions and during or after these discussions.

3.7 Has aligning yourself with the NQF involved major transformation for your organisation or have current structures been largely compatible with the NQF?

3.8 Provide some detail on changes, if any, that were necessary.

3.9 The NQF places much emphasis on the integration of education and training, including ABET and job skills in the same framework, how is your organisation addressing this challenge? A number of possibilities from ABET only to job skills only are possible, please explain the decision of your organisation in this regard.

3.10 Discuss, in some detail, steps being taken to create career paths in relation to education and training. If this has not yet been discussed in your organisation please state this and mention any intentions in this matter.

3.11 If your organisation has been involved in creating standards or qualifications in any way, please discuss the process involved and the implementation of such in your organisation.

3.12 Is your organisation discussing the implications of competency based pay?

YES	NO
-----	----

3.13 What are the perceived advantages and disadvantages of such a system?

3.14 Discuss the use of Recognition of Prior Learning as an assessment technique in your organisation.

3.15 What methods would you/do you use in the assessment of prior learning? Describe in some detail.

4. THE FUTURE OF THE NQF:

4.1 What are the intentions of your organisation, regarding the NQF, in the next year?

4.2 What are the intentions of your organisation, regarding the NQF, in the next five years, if different from above?

4.3 What would your estimate be for the time frame necessary to fully implement the NQF in all areas effectively? Briefly explain your projection.

4.4 Discuss the areas where you believe the NQF will alter business practices in the future eg. Recruitment practices using new qualifications etc.

4.5 What do you foresee as problem areas in the introduction and implementation of the NQF?

4.5.1 Why?

4.5.2 What would your recommendations be?

4.6 Have you had any contact with the co-ordinating bodies of the NQF eg South African Qualifications Authority (SAQA) ? If yes please specify.

4.7 Should this be changed to benefit your organisation? (E.g. would more or less contact be beneficial?) How would you change it?

5. PERSONAL VIEWS OF THE NQF:

Recognising that your personal views may differ from the demands or requirements of the organisation, please express your own views as developed through your experiences.

5.1 Are you participating in any task or discussion groups concerning the NQF?

YES	NO
-----	----

5.2 If yes, please list the groups and stipulate your position or role in such.

GROUP	POSITION OR ROLE

5.3 Describe what you believe the intentions of the NQF are.

5.4 Do these intentions differ from what will result in reality?

YES	NO
-----	----

5.5 If YES, what are these differences and why will they occur, in your opinion?

DIFFERENCE	REASON THEREFORE

5.6 List those aspects of the NQF which you regard as positive and state why you feel this.

POSITIVE ASPECTS	WHY?

5.7 List those aspects of the NQF which you regard as negative and state why you feel this.

NEGATIVE ASPECTS	WHY?

5.8 Discuss, briefly, whether or not you regard the NQF as relevant, applicable and suitable to the South African situation. Provide reasons for your answers.

5.9 Do you foresee NQF participation becoming a legislated issue?

YES	NO
-----	----

5.10 Briefly discuss your view.

APPENDIX TWO
INDUSTRY TRAINING BOARD QUESTIONNAIRE

The questionnaire as completed by respondents from industry training boards.

**NATIONAL QUALIFICATIONS FRAMEWORK QUESTIONNAIRE
INDUSTRY TRAINING BOARD PERSPECTIVE**

1. INTRODUCTION/BACKGROUND:

1.1 Name of ITB: _____

1.2 Position of person answering questionnaire: _____

1.3 Length of time in this position: _____

1.4 Extent of representation (percent and/or numbers of employers, employees etc.):

1.5 Peculiarities of the industry eg. Seasonal work
Small providers
Highly mechanised industry or labour intensive
(Please provide any background information to your industry which you think affects its approach to NQF related issues).

2. NQF - INTRODUCTION OF PROCESS:

2.1 Are you familiar with NQF proposals?

YES	NO
-----	----

If YES,
2.2 When and how were you introduced to the concept of a NQF?

2.3 How long have you been considering aspects of the NQF ?

2.4 What was the starting point for your training board, in terms of NQF related education and training issues?

2.5 According to these broad categories, where would you place your training board at the moment:

1. Familiarising itself with the NQF	2. Establishing building blocks eg. Considering competencies	3. Negotiating with employers and unions	4. Providing information and support to interested parties	5. Developing standards, training assessors etc.

Please mark the appropriate block.

2.6 Does your training board intend to conform to the NQF?

YES

NO

2.7 Would this be in totality or in a limited way? Please specify the limitations, if any.

2.8 How have you informed your members of the NQF?

2.9 How would you describe the general reception of the concept of an NQF by the majority of those informed? Please mark the appropriate block.

Non-committal; not committing themselves to a firm opinion.	
Rejecting concepts and suspicious of framework.	
Acknowledge framework has merit but will not affect them personally.	
Framework has merit but suspect that implementation will bring its own stumbling blocks.	
Believe best possible system, with great potential, and will allow for personal development.	

2.10 Which staff members in the training board are involved in discussions relating to the NQF?

Eg. Supervisors, managers etc. Fill in on table for question 2.11.

2.11 Describe this participation, eg. Meets weekly with employers etc.

LEVEL	PARTICIPATION	TOPICS COVERED

2.12 What are the motivations for your involvement in the NQF structures, i.e. what are the perceived benefits for your training board?

2.13 What are the misgivings for involvement in the NQF structures i.e. what are the perceived disadvantages for your training board?

2.14 Do NQF discussions and strategies form part of your overall education and training policy? If so, explain how they fit into this overall policy.

3. ADDRESSING NQF RELATED CONCEPTS:

3.1 What are key areas of concern regarding education and training, as linked to the NQF, in your training board? If possible, please attempt to prioritise these areas by placing a number next to each area listed.

Please use the space provided to list other relevant issues.

ISSUES	RANK
Recognition of prior learning	
ABET levels and provision	
Competency based pay	
Skills based training	
Career development paths	
Establishing standards and competencies	

3.2 Briefly outline the reasons for these particular concerns, i.e. why is it an area of concern, the impact of such on your training board and the steps taken to address it.

3.3 Have you encountered resistance from certain groups within your training board to certain areas mentioned above?

YES

NO

Which groups? Exec, managers, staff etc.	To which areas of concern? Recognition of prior learning etc.	Possible reasons.	Ways to address it.

3.4 How would you describe the relationship between yourself and the relevant organisations and unions around NQF issues? Please mark the appropriate block.

Organisation or Union name	Conflictual , almost no agreement on key issues.	Compromising , able to meet each other "in the middle" on key issues.	Co-operative , almost complete agreement on key issues.

3.5 Has aligning yourself with the NQF involved major transformation for your training board or have current structures been largely compatible with the NQF?

3.6 Provide some detail on changes, if any, that were necessary.

3.7 The NQF places much emphasis on the integration of education and training, including ABET and job skills in the same framework, how is your training board addressing this challenge? A number of possibilities from ABET only to job skills only are possible, please explain the decision of your training board in this regard.

3.8 Discuss, in some detail, steps being taken to create career paths in relation to education and training. If this has not yet been discussed in your training board please state this and mention any intentions in this matter.

3.9 If your training board has been involved in creating standards or qualifications in any way, please discuss the process involved and the implementation of such in your industry.

3.10 Is your organisation discussing the implications of competency based pay?

YES	NO
-----	----

3.11 What are the perceived advantages and disadvantages of such a system?

3.12 Discuss the use of Recognition of Prior Learning as an assessment technique in your industry.

3.13 What methods would you/do you use in the assessment of prior learning? Describe in some detail.

4. THE FUTURE OF THE NQF:

4.1 What are the intentions of your training board, regarding the NQF, in the next year?

4.2 What are the intentions of your training board, regarding the NQF, in the next five years, if different from above?

4.3 What would your estimate be for the time frame necessary to fully implement the NQF in all areas effectively? Briefly explain your projection.

4.4 Discuss the areas where you believe the NQF will alter business practices in the future eg. Recruitment practices using new qualifications etc.

4.5 What do you foresee as problem areas in the introduction and implementation of the NQF?

Why?

What would your recommendations be?

4.6 Have you had any contact with the co-ordinating bodies of the NQF eg South African Qualifications Authority (SAQA) ? If YES please specify.

4.7 Should this be changed to benefit your training board? (E.g. would more or less contact be beneficial?) How would you change it?

5. PERSONAL VIEWS OF THE NQF:

Recognising that your personal views may differ from the demands or requirements of the training board, please express your own views as developed through your experiences.

5.1 Are you participating in any task or discussion groups concerning the NQF?

YES	NO
-----	----

5.2 If yes, please list the groups and stipulate your position or role in such.

GROUP	POSITION OR ROLE

5.3 Describe what you believe the intentions of the NQF are.

5.4 Do these intentions differ from what will result in reality?

YES	NO
-----	----

5.5 If YES, what are these differences and why will they

occur, in your opinion?

DIFFERENCE	REASON THEREFORE

5.6 List those aspects of the NQF which you regard as positive and state why you feel this.

POSITIVE ASPECTS	WHY?

5.7 List those aspects of the NQF which you regard as negative and state why you feel this.

NEGATIVE ASPECTS	WHY?

5.8 Discuss, briefly, whether or not you regard the NQF as relevant, applicable and suitable to the South African situation. Provide reasons for your answers.

5.9 Do you foresee NQF participation becoming a legislated issue?

YES	NO
-----	----

5.10 Briefly discuss your view.

6 GENERAL COMMENTS:

6.1 Any items not covered in the questionnaire which you wish to address or mention, please do so in some detail providing an understanding of the reasons for your inclusion of such topics.

APPENDIX THREE
UNION QUESTIONNAIRE

The questionnaire as completed by respondents from unions.

**NATIONAL QUALIFICATIONS FRAMEWORK QUESTIONNAIRE
UNION PERSPECTIVE**

1. INTRODUCTION/BACKGROUND:

1.1 Name of union: _____

1.2 Position of person answering questionnaire: _____

1.3 Length of time in this position: _____

1.4 Range of industries in which represent members: _____

1.5 Extent of representation (percent and/or numbers): _____

1.6 Additional details about the union which you feel are relevant to a NQF discussion:

2. NQF - INTRODUCTION OF PROCESS:

2.1 Are you familiar with NQF proposals?

YES

NO

If YES,

2.2 When and how were you introduced to the concept of a NQF?

2.3 How long have you been considering aspects of the NQF ?

2.4 What was the starting point for your union, in terms of NQF related education and training issues?

2.5 According to these broad categories, where would you place your union at the moment:

Please mark the appropriate block.

1. Familiarising itself with the NQF.	2. Establishing building blocks eg. Considering competencies	3. Liaising with Industry Training Board	4. Negotiating with organisations	5. Participating in training of assessors and developing standards

2.6 Does your union intend to conform to the NQF?

YES	NO
-----	----

2.7 Would this be in totality or in a limited way? Please specify the limitations, if any.

2.8 How have you informed your membership of the NQF?

2.9 How would you describe the general reception of the concept of an NQF by the majority of those informed? Please mark the appropriate block.

Non-committal; not committing themselves to a firm opinion.	
Rejecting concepts and suspicious of framework.	
Acknowledge framework has merit but will not affect them personally.	
Framework has merit but suspect that implementation will bring its own stumbling blocks.	
Believe best possible system, with great potential, and will allow for personal development.	

2.10 Which levels in the union are involved in discussions relating to the NQF?
Eg. Supervisors, executive etc. Fill in on table for question 2.11.

2.11 Describe this participation, eg. Meets weekly with training board etc.

LEVEL	PARTICIPATION	TOPICS COVERED

2.12 What are the motivations for your involvement in the NQF structures, i.e. what are the perceived benefits for your union?

2.13 What are the misgivings for involvement in the NQF structures i.e. what are the perceived disadvantages for your union?

2.14 Do NQF discussions and strategies form part of your overall education and training policy? If so, explain how they fit into this overall policy.

3. ADDRESSING NQF RELATED CONCEPTS:

3.1 What are key areas of concern regarding education and training, as linked to the NQF, in your union? If possible, please attempt to prioritise these areas by placing a number next to each area listed.

Please use the space provided to list other relevant issues.

ISSUES	RANK
Recognition of prior learning	
ABET levels and provision	
Competency based pay	
Skills based training	
Career development paths	
Establishing standards and competencies	

3.2 Briefly outline the reasons for these particular concerns, i.e. why is it an area of concern, the impact of such on your union and the steps taken to address it.

3.3 Have you encountered resistance from certain groups within your union to certain areas mentioned above?

YES	NO
-----	----

Which groups? Exec, managers, staff etc.	To which areas of concern? Recognition of prior learning etc.	Possible reasons.	Ways to address it.

3.4 How would you describe the relationship between yourself and the relevant organisations around NQF issues? Please mark the appropriate block.

Conflictual , almost no agreement on key issues.	Compromising , able to meet each other "in the middle" on key issues.	Co-operative , almost complete agreement on key issues.

3.5 Has aligning yourself with the NQF involved major transformation for your union or have current structures been largely compatible with the NQF?

3.6 Provide some detail on changes, if any, that were necessary.

3.7 The NQF places much emphasis on the integration of education and training, including ABET and job skills in the same framework, how is your union addressing this

challenge? A number of possibilities from ABET only to job skills only are possible, please explain the decision of your union in this regard.

3.8 Discuss, in some detail, steps being taken to create career paths in relation to education and training. If this has not yet been discussed in your union please state this and mention any intentions in this matter.

3.9 If your union has been involved in creating standards or qualifications in any way, please discuss the process involved and the implementation of such in your industry.

3.10 Is your union discussing the implications of competency based pay?

YES	NO
-----	----

3.11 What are the perceived advantages and disadvantages of such a system?

3.12 Discuss the use of Recognition of Prior Learning as an assessment technique in your industry.

3.13 What methods would you/do you use in the assessment of prior learning? Describe in some detail.

4. THE FUTURE OF THE NQF:

4.1 What are the intentions of your union, regarding the NQF, in the next year?

4.2 What are the intentions of your union, regarding the NQF, in the next five years, if different from above?

4.3 What would your estimate be for the time frame necessary to fully implement the NQF in all areas effectively? Briefly explain your projection.

4.4 Discuss the areas where you believe the NQF will alter business practices in the future eg. Recruitment practices using new qualifications etc.

4.5 What do you foresee as problem areas in the introduction and implementation of the NQF?

4.5.1 Why?

4.5.2 What would your recommendations be?

4.6 Have you had any contact with the co-ordinating bodies of the NQF eg South African Qualifications Authority (SAQA) ?

4.7 Should this be changed to benefit your union? (Eg would more or less contact be beneficial?) How would you change it?

5. PERSONAL VIEWS OF THE NQF:

Recognising that your personal views may differ from the demands or requirements of the union, please express your own views as developed through your experiences.

5.1 Are you participating in any task or discussion groups concerning the NQF?

YES	NO
-----	----

5.2 If yes please list the groups and stipulate your position or role in such.

GROUP	POSITION OR ROLE

5.3 Describe what you believe the intentions of the NQF are.

5.4 Do these intentions differ from what will result in reality?

YES	NO
-----	----

5.5 What are these differences and why will they occur, in your opinion?

DIFFERENCE	REASON THEREFORE

5.6 List those aspects of the NQF which you regard as positive and state why you feel this.

POSITIVE ASPECTS	WHY?

5.7 List those aspects of the NQF which you regard as negative and state why you feel this.

NEGATIVE ASPECTS	WHY?

5.8 Discuss, briefly, whether or not you regard the NQF as relevant, applicable and suitable to the South African situation. Provide reasons for your answers.

5.9 Do you foresee NQF participation becoming a legislated issue?

YES	NO
-----	----

5.10 Briefly discuss your view.

6 GENERAL COMMENTS:

6.1 Any items not covered in the questionnaire which you wish to address or mention, please do so in some detail providing an understanding of the reasons for your inclusion

APPENDIX FOUR
SUMMARY OF ORGANISATIONAL RESULTS

Presented in table form in the order of the questions in the questionnaire (see Appendix one).

TABLE 4.1 : POSITION OF RESPONDENTS

POSITION	NO.
TRAINING/AND DEVELOPMENT MANAGER	5
HUMAN RESOURCE DEVELOPMENT MANAGER	2
GENERAL HUMAN RESOURCE MANAGER	1
SPECIFIC PROJECT MANAGER	1

TABLE 4.2 : TIME IN THIS POSITION

LENGTH OF TIME	NO. OF RESPONDENTS
0 - 48 MONTHS (< 4 YEARS)	5
48 - 96 MONTHS (< 8 YEARS)	2
96 - 144 MONTHS (< 12 YEARS)	1
144 - 192 MONTHS (< 16 YEARS)	1

TABLE 4.3: WHEN INTRODUCED TO NQF

WHEN	NO. OF RESPONDENTS
1990 - 1994	1 ANSWERED "SOME YEARS"
1994	3
1995	2

TABLE 4.4: HOW LONG CONSIDERING THE NQF?

ORGANISATIONS	TIME CONSIDERING NQF
5	0 - 3 YEARS
2	4 - 6 YEARS
2	7 PLUS YEARS

TABLE 4.5: STARTING POINT FOR NQF RELATED EDUCATION AND TRAINING ISSUES

ORGANISATION	STARTING POINT
A	LITERACY TRAINING AT ABET LEVEL 2
B	PRESENT THE FRAMEWORK TO ALL MANAGEMENT, SHOP STEWARDS AND AGREE ON SHORT AND MEDIUM TRAINING AND DEVELOPMENT OBJECTIVES
C	1. PROVISION OF A NATIONALLY RECOGNISED CERTIFICATE OF COMPETENCE 2. INTERNAL RECOGNITION OF COMPETENCE
D	DEVELOPED WORKS INSTRUCTIONS FOR ALL LEVELS OF OUR PEOPLE AND SKILL OR CAREER DEVELOPMENT LADDER
E	WORKING TOWARDS NATIONAL RECOGNITION OF TRAINING COURSES
F	NOT ANSWERED
G	PUTTING TRAINING POINTS IN PLACE WHICH WILL ULTIMATELY TIE IN WITH THE NQF
H	ABET LEVELS 1, 2, 3, 4 - PROVISION OF TUITION AND CERTIFICATION THROUGH IEB
I	FAMILIARISED SELF WITH LITERATURE

TABLE 4.6: STAGE IN THE PROCESS

1. FAMILIARISING ITSELF WITH THE NQF	2. ESTABLISHING BUILDING BLOCKS EG. CONSIDERING COMPETENCIES	3. LIAISING WITH INDUSTRY TRAINING BOARD	4. NEGOTIATING WITH UNIONS	5. DEVELOPING STANDARDS, TRAINING ASSESSORS ETC.
4	3	1	3	3

IMPLEMENTING THE NQF (IN TOTAL) - 1 [RESPONDENT CREATED OWN CATEGORY]

TABLE 4.7: HOW EMPLOYEES IN THE ORGANISATION ARE BEING INFORMED

HOW INFORMED	NO OF RESPONDENTS
STAFF BRIEFINGS	2
HR PERSONNEL MEETINGS	4
IN-HOUSE LITERATURE	1
CURRENTLY NEGOTIATING WITH UNION	3
TOO VAGUE TO INFORM	1

TABLE 4.8: TABLE EXTRACTED FROM QUESTIONNAIRE

NON-COMMITTAL; NOT COMMITTING THEMSELVES TO A FIRM OPINION.	1
REJECTING CONCEPTS AND SUSPICIOUS OF FRAMEWORK.	
ACKNOWLEDGE FRAMEWORK HAS MERIT BUT WILL NOT AFFECT THEM PERSONALLY.	
FRAMEWORK HAS MERIT BUT SUSPECT THAT IMPLEMENTATION WILL BRING ITS OWN STUMBLING BLOCKS.	4
BELIEVE BEST POSSIBLE SYSTEM, WITH GREAT POTENTIAL, AND WILL ALLOW FOR PERSONAL DEVELOPMENT.	4

TABLE 4.9 : BENEFITS OF THE NQF

BENEFIT	NO. OF RESPONDENTS
NATIONAL RECOGNITION OF COMPETENCE	2
EMPLOYEE DEVELOPMENT/ EMPOWERMENT	5
CAREER PATHS	4
QUALITY SYSTEM FOR TRAINING	3
IMPROVED PERFORMANCE AND PRODUCTIVITY	1
NATIONAL STRUCTURE/ STANDARDISATION	2
COMPETENCY BASED PAY/ PAY STRUCTURES	1
PERFORMANCE APPRAISAL TOOL	1

TABLE 4.10: MISGIVINGS FOR INVOLVEMENT IN THE NQF

MISGIVINGS/ PROBLEM AREAS	NO. OF RESPONDENTS
LACK OF LAID DOWN PROCEDURES	1
TIME CONSTRAINTS OF BUSINESS PRESSURE/WORKLOAD	4
EXCESSIVE BUREAUCRACY	4
IMPLEMENTED MERELY TO COMPLY WITH LEGISLATION	1
WORKFORCE EXPECTATIONS	2
HEAVY POLITICKING	1
EXPENSE	1
CONFUSION OVER BODIES AND TERMS OF REFERENCE	1
LOGISTICS OF PASSING ALL EDUCATION AND TRAINING THROUGH SAQA	1

TABLE 4.11 NQF AS PART OF EDUCATION AND TRAINING POLICY

NQF INCORPORATED		HOW?
YES	8	INFORMED BY NQF PROPOSALS
		HAVING E & T POLICIES STRICTLY IN LINE WITH THE NQF IS LONG TERM GOAL
NO	1	NOT YET FORMALISED INTO POLICY

TABLE 4.12: TABLE EXTRACTED FROM QUESTIONNAIRE

ISSUES	RANK
RECOGNITION OF PRIOR LEARNING	
ABET LEVELS AND PROVISION	
COMPETENCY BASED PAY	
SKILLS BASED TRAINING	
CAREER DEVELOPMENT PATHS	
ESTABLISHING STANDARDS AND COMPETENCIES	

ONE RESPONDENT ADDED THE FOLLOWING AS CONCERNS:

- ASSESSMENT
- COMPUTER SYSTEM TO ACCOMMODATE ALL INITIATIVES
- LIFE EXPECTANCY OF A UNIT STANDARD
- BUY-IN OF WORKFORCE
- INCORPORATING BEST PRACTICE.

TABLE 4.13: LIST OF CONCERNS, THE IMPACT THEREOF AND STEPS TAKEN TO ADDRESS THEM

CO	RANK	ITEM	IMPACT AND STEPS TAKEN
A	1	ABET	ABET- TOO MANY ILLITERATE OR SEMI LITERATE EMPLOYEES, MUST BRING TO STARTING BLOCKS, USE THEIR EXPERIENCE.
	2	SKILLS BASED TRAINING	TRAINING IS EXPENSIVE, BASED ON SPECIFIC NEEDS AND FOCUSED, SKILL BASED TRAINING IGNORES "NICE TO HAVES"
	3	ESTABLISHING STANDARDS AND COMPETENCIES	ONCE SET STANDARD MUST REMAIN AS IS, CAN'T MAKE A MISTAKE IN THIS AREA.
B	1	RPL	SHOULD BE A RECOGNITION OF PRIOR COMPETENCE NOT NECESSARILY LEARNING.
	2	ESTABLISHING STANDARDS AND COMPETENCIES	STANDARDS SHOULD BE WRITTEN AND NOT CONVEYED VERBALLY.
	3	SKILLS BASED TRAINING	MANAGEMENT FACE TIME CONSTRAINTS IN DOING THE TRAINING THEREFORE USING EXTERNAL SOURCES.
	4	ABET	ORGANISATION IS GEOGRAPHICALLY DIVERSE, ABET PROVISION IS EXPENSIVE.
	5	CAREER DEVELOPMENT PATHS	CAREER DEVELOPMENT PATHS ARE CURRENTLY IN PLACE AND NOT DEPENDANT ON NQ'S.
	6	COMPETENCY BASED PAY	HAS NOT BECOME AN ISSUE WITH THE UNIONS YET.
C	1	ESTABLISHING STANDARDS AND COMPETENCIES	ESTABLISHING STANDARDS AND COMPETENCE INVOLVES LOTS OF WORK AND CONFLICTING PRIORITIES, ONCE IN PLACE WILL GIVE FOCUS TO MANAGEMENT PERFORMANCE AT THIS STAGE THE ONLY STEPS TAKEN HAVE BEEN TO GIVE STAFF THE SKILLS TO ESTABLISH STANDARDS.
D	1	ABET	CRITICAL BECAUSE OF HIGH ILLITERACY RATE (40%).

CO	RANK	ITEM	IMPACT AND STEPS TAKEN
D	2	ESTABLISHING STANDARDS AND COMPETENCIES	PROPER STANDARDS AND COMPETENCIES ARE NECESSARY FOR US TO FACE COMPETITIVE CHALLENGES.
E			NEED NATIONAL RECOGNITION FOR OUR EDUCATION AND TRAINING.
			PORTABILITY OF SKILLS, PARTICULARLY IN TERMS OF OUR INDUSTRY SECTOR WITH REGARD TO PENDING CENTRALISED BARGAINING
F	1	ESTABLISHING STANDARDS AND COMPETENCIES	ALREADY IN PLACE
	2	CAREER DEVELOPMENT PATHS	ALREADY IN PLACE
	3	ABET	ALREADY IN PLACE
	4	SKILLS BASED TRAINING	ALREADY IN PLACE
	5	RPL	CURRENTLY FAMILIARISING SELF WITH NQF PRINCIPLES TO IMPLEMENT THESE.
	6	COMPETENCY BASED PAY	CURRENTLY FAMILIARISING SELF WITH NQF PRINCIPLES TO IMPLEMENT THESE.
G		NO ANSWER	
H	1	SKILLS BASED TRAINING	JOB EVALUATION NO LONGER CREDIBLE.
	1	INCORPORATING BEST PRACTICE	NO USE DOING UNIT STANDARDS UNLESS THEY RECORD BEST PRACTICE.

CO	RANK	ITEM	IMPACT AND STEPS TAKEN
H	2	RPL	ESSENTIAL IN PROCESS
	2	COMPETENCY BASED PAY	
	2	CAREER DEVELOPMENT PATHS	ESSENTIAL IN PROCESS
	2	ESTABLISHING STANDARDS AND COMPETENCIES	ESSENTIAL IN PROCESS
	2	ASSESSMENT	DEBATES OVER ASSESSORS AND CREDIBILITY AND FAIRNESS ETC.
	2	COMPUTER SYSTEM	ESSENTIAL FOR WHOLE PROCESS.
	3	BUY-IN OF WORK - FORCE	
	4	ABET	
	4	LIFE EXPECTANCY OF UNIT STANDARD	
I	1	ABET	MANY EMPLOYEES ARE ILLITERATE ESPECIALLY IN THE RURAL AREAS WHERE NO ABET FACILITIES ARE AVAILABLE, WE HAVE BOUGHT AN ASSESSMENT TOOL AND ARE RESEARCHING A BASIC LITERACY PROGRAMME.
	2	ESTABLISHING STANDARDS AND COMPETENCIES	VERY TIME CONSUMING AND COSTLY.

TABLE 4.14: AREAS OF RESISTANCE AND DETAILS THEREOF. TABLE EXTRACTED FROM QUESTIONNAIRE.
COMPANY A

WHICH GROUPS? EXEC, MANAGERS, STAFF ETC.	TO WHICH AREAS OF CONCERN? RECOGNITION OF PRIOR LEARNING ETC.	POSSIBLE REASONS.	WAYS TO ADDRESS IT.
SENIOR MANAGERS	COMPETENCY BASED PAY.	PERCEPTION THAT PERSONNEL COSTS WILL RISE FURTHER.	WORK WITH SPECIFICS, ESTABLISH ACTUAL IMPACT IN RANDS.
HR PRACTITIONERS	ABET LEVELS.	ILL-INFORMED OR CHANGES IN APPROACH.	INTRODUCTION OF SPECIALISED AND CORE MODULES CAUSE FOR NEW FRUSTRATIONS.
MANAGEMENT	RPL.	HAVING A "STD 8" IS MEANINGLESS IN SA.	INDIVIDUALS MUST DEMONSTRATE SKILL, KNOWLEDGE AND COMPETENCE.
TRAINING AND DEVELOPMENT PERSONNEL	ESTABLISHING STANDARDS.	EXTREMELY DIFFICULT TO BE CONSISTENT OVER A RANGE OF SECTORS.	NOT CERTAIN.

COMPANY B

WHICH GROUPS? EXEC, MANAGERS, STAFF ETC.	TO WHICH AREAS OF CONCERN? RECOGNITION OF PRIOR LEARNING ETC.	POSSIBLE REASONS.	WAYS TO ADDRESS IT.
MANAGEMENT	NQF IN GENERAL.	VIEWED AS BUREAUCRATIC.	PERSUADE CAJOLE THREATEN.

COMPANY C

WHICH GROUPS? EXEC, MANAGERS, STAFF ETC.	TO WHICH AREAS OF CONCERN? RECOGNITION OF PRIOR LEARNING ETC.	POSSIBLE REASONS.	WAYS TO ADDRESS IT.
ARTISANS	SKILLING OF OPERATORS	FEAR OF LOSING THEIR JOBS	DETERMINE HIGHER LEVELS OF PROBLEM SOLVING AND CLEAR CAREER PATHS FOR ARTISANS

COMPANY D

WHICH GROUPS? EXEC, MANAGERS, STAFF ETC.	TO WHICH AREAS OF CONCERN? RECOGNITION OF PRIOR LEARNING ETC.	POSSIBLE REASONS.	WAYS TO ADDRESS IT.
SOME SHOP STEWARDS	IMPLEMENTATION OF NQF.	WANT A GRADING SYSTEM FIRST.	FULL TIME SHOP STEWARDS AND MOST COLLEAGUES ARE COMMITTED TO THE PROCESS SO WE ARE GOING AHEAD.
SOME MANAGERS	IMPLEMENTATION	TOO MUCH WORK	THEY HAVE TO DO IT, ITS PART OF THEIR JOB.
SOME WORKERS	IMPLEMENTATION	THEY THINK THEY ARE TOO OLD.	WE DON'T FORCE THEM, ADOPT A WAIT AND SEE ATTITUDE.

TABLE 4.15: RELATIONSHIP WITH UNIONS

CONFLICTUAL, ALMOST NO AGREEMENT ON KEY ISSUES.	COMPROMISING, ABLE TO MEET EACH OTHER "IN THE MIDDLE" ON KEY ISSUES.	CO-OPERATIVE, ALMOST COMPLETE AGREEMENT ON KEY ISSUES.
0	0	7

TABLE 4.16: ALIGNMENT WITH THE NQF

NOT YET UNDERWAY	MAJOR TRANSFORMATION	LARGELY COMPATIBLE WITH NQF
2	2	5

TABLE 4.17: INTEGRATION OF EDUCATION AND TRAINING

ABET OR JOB SKILLS	NO. OF RESPONDENTS	REASONS
ABET EMPHASIS	3	<ul style="list-style-type: none"> * CAN BE STARTED IMMEDIATELY, WITH RELATIVE EASE. * WAITING FOR ABET INTEGRATION INTO THE NQF TO BE FINALISED. * CURRENT FOCUS, BUT HOPE TO COMBINE IN THE FUTURE.
JOB SKILL FOCUS	1	* TRAINING TO INDUSTRY STANDARD, BUT REALISE THE VALUE OF ABET FOR PROMOTIONAL MATTERS.
COMBINED EMPHASIS	3	* ATTEMPTING AS FAR AS POSSIBLE TO INTEGRATE BOTH.
NOT YET DISCUSSED	1	* ADDRESSING ISSUES AS THEY ARISE, NOT YET FORMALLY ADDRESSING NQF ISSUES.

TABLE 4.18: CREATION OF CAREER PATHS

CAREER PATHS	NO. OF RESPONDENTS	EXPLANATION
IN PLACE	4	<ul style="list-style-type: none"> * COMPUTERISED CAREER ASPIRATION SYSTEM IN PLACE AND ACTIVELY USED. * ARTISANS CLEARLY MAPPED OUT. * INHERENTLY IN PLACE IN FIRST LINE MANAGEMENT, CURRENTLY DEBATING CLEAR STRUCTURE. * IN PLACE IN AN INFORMAL WAY (PREFERENCE TO INTERNAL APPLICANTS). NQF WILL HELP TO FORMALISE THIS.
INTEND TO PUT IN PLACE	2	<ul style="list-style-type: none"> * INTEND TO EXTEND TO ALL AREAS. * CURRENTLY SHARING MODELS ACROSS THE SECTOR.
NO INTENTIONS TO PUT IN PLACE		
NOT YET DISCUSSED	3	

TABLE 4.19: INVOLVEMENT IN STANDARD SETTING

CO.	STDS & QUALIFICATIONS	PROCESS/ IMPLEMENTATION
A	YES, STANDARDS FOR COURSES	TRAINING FOCUSING ON COMPETENCE IN PLACE
B	YES, AT INDIVIDUAL "PLANTS"	LINE MANAGERS OWN THE PROCESS
C	YES, JUST BEGINNING	EXTERNAL CONSULTANTS TO TRAIN STAFF ON STD WRITING.
D	NO ANSWER	
E	YES, CURRENTLY WORKING ON THIS	UTILISING EXTERNAL CONSULTANTS TO ASSIST THE PROCESS.
F	NO ANSWER	
G	NO ANSWER	
H	YES, CURRENTLY WORKING ON THIS	HOLDING WORKSHOPS TO DEFINE PROCESSES AND DRAW OUT COMPETENCIES, QUALIFICATIONS WILL BE BASED ON THESE.
I	YES, EXPANDED ON STANDARDS FOR IMPLEMENTATION	PARTICIPATION IN INDUSTRY SUB-COMMITTEES AND MODIFIES STANDARDS ESTABLISHED THERE.

TABLE 4.20: THE ADVANTAGES OF COMPETENCY BASED PAY

ADVANTAGE	NO. OF RESPONDENTS
REMUNERATION FOR COMPETENCY DISPLAYED/ USED.	1
THE VALUE THAT AN EMPLOYEE ADDS TO THE ORGANISATION IS DIRECTLY LINKED TO PAY.	1
INCENTIVE TO IMPROVE/ PROGRESS	2
FLEXIBILITY	1
RETENTION OF SKILLS	1
CAPACITY BUILDING	1

TABLE 4.21: THE DISADVANTAGES OF COMPETENCY BASED PAY

DISADVANTAGE	NO. OF RESPONDENTS
ADMINISTRATIVE DIFFICULTIES	1
PAYING FOR COMPETENCIES NOT USED	1
CURRENT PAY STRUCTURES NOT STANDARDISED	1
DIFFICULT TO IMPLEMENT AND MAINTAIN	1
POSSIBLE SOURCE OF IR CONFLICT	1
RESENTMENT FROM EMPLOYEES THAT DON'T WANT TO PROGRESS, AND THE WAGE DIFFERENCES	1

TABLE 4.22: METHODS OF RPL

METHOD	NO. OF RESPONDENTS
ASKING PEOPLE TO DISPLAY SKILLS AND KNOWLEDGE	1
COMPETENCE ON THE JOB AND EXAMS FOR ACADEMIC COMPONENTS/ QUESTIONED FOR UNDERPINNING KNOWLEDGE	2
AS PER NON-RPL ASSESSMENT	1
REFER TO EXTERNAL SOURCE	1
VERBAL ASSESSMENT FOR ILLITERATES	1

TABLE 4.23: INTENTIONS FOR THE NEXT YEAR REGARDING NQF

CO.	INTENTIONS
A	STAY CLOSE TO DEVELOPMENTS, ACTIVELY WORK TOWARDS BEING A KEY PLAYER IN SECTOR EDUCATION AND TRAINING ORGANISATION.
B	HAVING EACH HOTEL A REGISTERED SITE OFFERING NQ'S TO STAFF
C	AS AN INDUSTRY, ALIGN TRAINING AND DEVELOPMENT IN EACH ORGANISATION WITH NQF DEMANDS AND ESTABLISH TRADE LEARNERSHIP.
D	TO BECOME FAMILIAR WITH ITS REQUIREMENTS, TO ENSURE OUR TRAINING BOARD GETS ALIGNED WITH IT. WRITE TRAINING MODULES THAT CAN BE ACCREDITED. GET MORE LEARNERS INTO ABET CLASSES.
E	APPLY FOR REGISTRATION OF A TRADE LEARNERSHIP.
F	IMPLEMENT THE PROCESS AT THE LOW LEVELS.
G	
H	CONTINUE WATCHING ITS DEVELOPMENT. TRYING TO ESTABLISH INDUSTRY TRAINING BOARD. CONTINUING WITH EDUCATION ACCREDITATION.
I	TO CONTINUE - WILL TAKE TIME TO GET THEM ALL THROUGH THE PROCESS.

TABLE 4.24: INTENTIONS FOR THE NEXT FIVE YEARS REGARDING NQF

CO.	INTENTION
A	COMPLY WITH REQUIREMENTS
B	NOT ANSWERED
C	ALIGN ALL CAREER DEVELOPMENT PATHS WITH NQF
D	MEET ANY FURTHER REQUIREMENTS FOR ALIGNMENT
E	REGISTRATION OF FURTHER TRAINING STANDARDS
F	TO HAVE BEEN ABLE TO MOVE ALL OUR PEOPLE, IF POSSIBLE, UP THE LADDER
G	
H	REGISTRATION OF UNIT STANDARDS ACQUISITION OF NATIONAL CERTIFICATION
I	PROBABLY TAKE FIVE YEARS BUT LONG TERM GOAL - PROMOTIONS

TABLE 4.25: PREDICTED TIME TO IMPLEMENT NQF

CO.	PREDICTED TIME SPAN
A	DIFFICULT TO PREDICT GIVEN SCEPTICISM, DEPENDS ON HOW QUICKLY PROBLEMS ARE IRONED OUT.
B	PROCESS IS LEARNER DRIVEN, STAFF TAKE UP IS VOLUNTARY, ANY TIME FRAME IS POSSIBLE.
C	THREE YEARS YEAR 1 - SKILLS BUILDING OF HR AND LABOUR YEAR 2 - EXPAND TO OTHER JOBS YEAR 3 - FOCUS ON ASSESSING COMPETENCE
D	THREE YEARS, HUGE AMOUNT OF WORK STILL TO BE DONE
E	CANNOT ESTIMATE AT THIS STAGE
F	TEN YEARS GREATER PERCENTAGE OF PEOPLE WILL NEED ABET, A LONG TERM PROCESS ON ITS OWN
G	
H	FIVE - TEN YEARS HAS NOT TAKEN MUCH SHAPE TO DATE
I	FIVE YEARS AN ONGOING PROCESS

TABLE 4.26: ALTERED AREAS OF BUSINESS PRACTICE

CO.	AREA OF BUSINESS PRACTICE
A	SELECTION CRITERIA TRAINING AND DEVELOPMENT PROGRAMMES (CONTENT AND EMPHASIS) CAREER PATHS AND PLANNING MULTI SKILLING
B	RECRUITMENT PROMOTIONS COMPETENCY BASED PAY
C	SHIFT TO SKILLS BASED PAY
D	RECRUITMENT PROMOTIONS ASSESSMENT OF TRAINING NEEDS BUDGET COMPILATION
E	RECRUITMENT REMUNERATION CAREER AND SUCCESSION PLANNING
F	NOT ANSWERED
G	NOT ANSWERED
H	RECRUITMENT PERFORMANCE APPRAISAL PAY TRAINING
I	BETTER RECRUITMENT PROSPECTS AND REDUCED TRAINING COSTS IF ENTIRE INDUSTRY PARTICIPATES

TABLE 4.27: PROBLEM AREAS, THE REASONS THEREFORE AND RECOMMENDATIONS

CO	PROBLEM	WHY?	RECOMMENDATIONS
A	PACE AT WHICH IS BEING FLESHED OUT	CREATING FRAMEWORK IS RELATIVELY EASY, PUTTING PRINCIPLES INTO PRACTICE IS MORE DIFFICULT.	DECENTRALISE POWER TO INDUSTRY LEVEL ASAP
B	EXCESSIVE BUREAUCRACY, OPERATIONAL TIME CONSTRAINTS	SYSTEM IS CUMBERSOME, BUREAUCRATIC AND DOGMATIC, LINE MANAGERS DO NOT HAVE THE TIME TO LEISURELY OBSERVE STAFF.	HAVE RECOGNITION OF PRIOR COMPETENCE, USE BROAD COMPETENCE TO SHORT CIRCUIT THE LENGTHY PROCESS.
C	MANAGEMENT RESISTANCE TO BUREAUCRACY, NATIONAL AGENDA OF DEPT OF LABOUR.	REQUIRES A LEVEL OF SOPHISTICATION BEYOND THE CURRENT ABILITY OF MOST BUSINESSES.	PROVIDE TAX INCENTIVES TO ORGANISATIONS COMPLYING WITH NQF, SIGNIFICANT TRAINING.
D	HUGE EFFORT REQUIRED	TIME CONSUMING	START NOW
E	DEALING WITH AUTHORITIES UNDER SAQA ACT	BUREAUCRACY	STREAMLINE LEGISLATION
F	NOT ANSWERED	NO ANSWER	NO ANSWER
G	NOT ANSWERED	NO ANSWER	NO ANSWER
H	BUREAUCRACY, LIMITED FLEXIBILITY, SLOW REGISTRATION, TOO MANY POLITICS AND SELF INTERESTED PARTIES, SYSTEM TOO COMPLEX, COMPETENCE OF NQF EMPLOYEES, FUNDING.	NQF - MANY SMALL BITES, DIFFICULT TO HAVE CONSISTENCY ACROSS LEVELS CURRENT ED CERTIFICATES ARE UNEQUAL SO WHERE WILL NQF PITCH ITSELF? HOW WILL IT INTEGRATE UNIT STDS FROM DIFFERENT INDUSTRIES AND PRODUCE CONSISTENT LEVELS? TOO MUCH CLAMOURING FOR POWER IN PEOPLE WHO ARE LINKED TO NQF LIMITED GOVERNMENT FUNDING	DECENTRALISING TO A LARGE EXTENT, ENSURING CHECKS AND BALANCES
I	ABET AND DOCUMENTATION	NO ANSWER	NO ANSWER

TABLE 4.28: CONTACT WITH SAQA, CHANGE AND HOW?

CO.	YES/NO	HOW WOULD YOU CHANGE IT?
A	YES	IN TIME WILL NEED FAIRLY REGULAR CONTACT
B	NO	NO ANSWER
C	YES	WILL HAVE TO HAVE CONTACT
D	YES	MUST MAKE CONTACT
E	YES	IF STREAMLINED
F	NO	ANSWER
G	NO	ANSWER
H	YES	MORE WOULD BE BENEFICIAL, AWAITING SAQA COMMUNICATIONS STRATEGY TO TAKE SHAPE AND BECOME IMPLEMENTED
I	NO	FULLY INFORMED BY INDUSTRY TRAINING BOARD WHO ARE VERY INVOLVED

TABLE 4.29: PARTICIPATION IN DISCUSSION GROUPS AND THE ROLE OR POSITION IN THESE GROUPS

CO	5.1 Y/N	5.2 GROUPS	ROLE OR POSITION IN GROUP
A	NO	NOT APPLICABLE	
B	YES	REGIONAL OPERATING BOARD NQ FASTTRACK COMM EDTAG FORUM INDUSTRY TRAINING BOARD	MEMBER MEMBER MEMBER
C	YES	UNION WORKING GROUP INDUSTRY (NAME REMOVED FOR CONFIDENTIALITY)	MEMBER EMPLOYER REPRESENTATIVE
D	YES	DEPT OF LABOUR HRD WORKSHOPS	INDUSTRY REP
E	YES	INDUSTRY SECTOR GROUP	COMPANY REPRESENTATIVE
F	YES	IPM INTEREST GROUP	MEMBER
G	NO	NOT APPLICABLE	
H	YES	PVET, MANAGEMENT STANDARDS	CONFERENCE AND NETWORKING NETWORKING
I	YES	INDUSTRY TRAINING BOARD MEETINGS WHEN NECESSARY,	DISCUSSION PARTICIPANT

TABLE 4.30: INTENTIONS OF THE NQF

CO.	INTENTIONS
A	1. PROMOTE ACCESS TO LEARNING, WIDE VARIETY OF ROUTES 2. MODULAR SYSTEM WITH A DEGREE OF FLEXIBILITY 3. FAIR ASSESSMENT SYSTEMS IMPLEMENTED 4. NATIONAL QUALIFICATIONS STRUCTURE 5. TO GET INDUSTRY TO PLAY A ROLE IN DEVELOPMENT OF PEOPLE IN SA.
B	1. ENABLE STAFF TO GAIN NATIONALLY RECOGNISED CERTIFICATE UPON DISPLAYING COMPETENCE IN ONE OR MORE SKILL AREA
C	1. IMPROVE ACCESS AND RECOGNITION OF COMPETENCY
D	1. BUILD COMPETENCIES MORE QUICKLY THAN IN OTHER COUNTRIES - DON'T HAVE TIME LUXURY
E	1. AS STATED IN THE ACT
F	1. TO ENABLE ALL PEOPLE TO HAVE QUALIFICATIONS NECESSARY FOR THE JOBS THEY ARE DOING 2. ADDING VALUE TO PEOPLE
G	1. POLITICAL EXPEDIENCY
H	1. INTEGRATED AND ACCESSIBLE SYSTEM OF EDUCATION AND TRAINING FOR THE BENEFIT OF THOSE WHO HAVE LIMITED OR NO ACCESS TO FORMAL EDUCATION 2. WIDER RECOGNITION OF TRAINING, BETTER TRANSPORTABILITY OF SKILLS
I	1. ON NQF GUIDE OF INDUSTRY TRAINING BOARD

TABLE 4.31: INTENTIONS DIFFER FROM WHAT WILL ACTUALLY OCCUR

INTENTIONS DIFFER	NO. OF RESPONDENTS
YES WILL DIFFER	1
NO WILL NOT DIFFER	4
CANNOT SAY AT THIS TIME	4

TABLE 4.32: POSITIVE ASPECTS AND WHY

CO.	POSITIVE ASPECT	REASON
A	1. STANDARDS 2. ENCOURAGE MORE PEOPLE TO PARTICIPATE IN TRAINING AND DEVELOPMENT 3. MONITORING BODIES 4. RPL	1. NATIONALLY ACCEPTED STANDARDS WILL ALLOW FOR COMPARATIVE QUALIFICATIONS, QUALIFICATIONS WILL HAVE SPECIFIC MEANING 2. CRITICAL SHORTAGE OF SKILLED PEOPLE 3. PART OF SYSTEM AND CONTROL IS ESSENTIAL 4. ELIMINATE WASTE AND ACCELERATE RATE OF INDIVIDUALS PROGRESS.
B	1. SELF DEVELOPMENT FOCUS 2. RECOGNITION OF SKILLS	1. LEARNER DRIVEN 2. NATIONALLY RECOGNISED, SELF ESTEEM, ABLE TO GENERATE A CV
C	1. SKILLS BASED PAY 2. FOCUS ON TRAINING AND DEVELOPMENT	1. RECOGNISES COMPETENCE AND REWARDS FOR DEMONSTRATED COMPETENCE 2. STRATEGIC ISSUE FOR ECONOMIC DEVELOPMENT
D	1. STANDARDS 2. FORMAL QUALIFICATIONS 3. SYSTEMATIC	1. IMPROVE COMPETITIVENESS 2. RECOGNITION IS GOOD, PEOPLE LIKE CERTIFICATES, ALLOWS FOR MOBILITY 3. ALLOWS FOR CAREER PATHING
E	ALL POSITIVE	NEEDED FOR INTERNATIONAL COMPETITIVENESS OF COUNTRY
F	NOT ANSWERED	
G	NOT ANSWERED	
H	NOT ANSWERED	
I	NOT ANSWERED	

TABLE 4.33: NEGATIVE ASPECTS AND WHY

CO.	NEGATIVE ASPECT	REASON
A	1. TIME TO GET SYSTEM UP AND RUNNING 2. PUTTING INTO PRACTICE ALL PLANS 3. POOR MARKETING HAS BEEN DONE	
B	1. TIME CONSUMING 2. BUREAUCRATIC	
C	1. EMPLOYER LACK OF COMPLIANCE	LACK OF UNDERSTANDING ON THEIR PART
D	1. MAY LEAD TO UNNECESSARY BUREAUCRACY	
E	NOT ANSWERED	
F	NOT ANSWERED	
G	NOT ANSWERED	
H	NOT ANSWERED	
I	1. DOCUMENTING LAID DOWN PROCEDURES 2. ABET CRITERIA NOT INCLUDED 3. DOES NOT PROVIDE FOR ALL JOB POSITIONS	1. TIME CONSUMING AND COSTLY 2. IS NECESSARY FOR SOME POSITIONS 3. NOT ALL EMPLOYEES CAN TAKE A FULL NQ

TABLE 4.34: NQF AS APPROPRIATE SOLUTION IN SOUTH AFRICA

CO.	APPROPRIATE OR NOT
A	YES, NQF WILL FORCE A TIDYING UP OF EDUCATION AND TRAINING , WILL PROVIDE STRUCTURE FOR MEANINGFUL ADVANCEMENT
B	YES, ENABLES LOST GENERATION TO GAIN A NATIONALLY RECOGNISED CERTIFICATE FOR COMPETENCE
C	YES, FEEDS COUNTRY'S STRATEGIC NEEDS TO DEVELOP ITS HR TO MEET CHALLENGE OF GLOBAL COMPETITIVENESS
D	YES, IT WILL MEET THE NEEDS OF BOTH EMPLOYERS AND EMPLOYEES
E	YES, NEEDED FOR COMPETITIVENESS
F	YES, VERY RELEVANT FOR SA SITUATION, WILL EMPOWER PEOPLE, HOPEFULLY THEY WILL ASSIST IN IMPROVING THE ECONOMY OF THE COUNTRY
G	NO, OTHER COUNTRIES HAVE LIMITED THEIR MOVES TO VOCATIONAL QUALIFICATIONS, THEY DO NOT ENJOY ACCEPTANCE BY COMMERCE AND INDUSTRY ON A LARGE SCALE WILL SA BE DIFFERENT?
H	YES, TOTALLY RELEVANT AND SUITABLE FOR THE NEEDS OF THE COUNTRY, APPLICABILITY WILL DEPEND ON A NUMBER OF ISSUES WHICH NEED TO BE RESOLVED
I	YES

TABLE 4.35: NQF PARTICIPATION LEGISLATED

CO.	5.9 Y/N	5.10 OPINION
A	YES	STATE NEEDS INVOLVEMENT OF ALL ROLE PLAYERS TO PREVENT FALLING FLAT OF INITIATIVE
B	YES	ONLY WAY TO FORCE ALL INDUSTRIES TO COME TO THE PARTY
C	YES	WITHOUT LEGISLATION COMPANIES WILL NOT COMPLY
D	YES	NO PROBLEM WITH THAT
E	YES	NOT ANSWERED
F	YES	PROCESS IS A WONDERFUL ONE AND I BELIEVE IT SHOULD BE LEGISLATED TO ENCOURAGE AND FORCE "UNBELIEVERS" TO JOIN THE BANDWAGON
G	N_A	NOT ANSWERED
H	YES	1. I WOULD LIKE TO SEE THIS. LEGISLATION FORMALISES A SYSTEM AND PUTS PRESSURE ON THOSE RESPONSIBLE FOR ITS IMPLEMENTATION TO ENSURE THAT IT HAPPENS 2. GOVERNMENT FUNDING WOULD BE A PROBLEM BUT THROUGH A TAX INCENTIVE TO EMPLOYERS AND THEIR REQUIRED PARTICIPATION IN THE NQF, THERE IS POTENTIAL FOR AN UPSURGING OF PEOPLE IN THE COUNTRY
I	NO	1. I DON'T BELIEVE YOU CAN FORCE AN EMPLOYER TO TRAIN 2. AN INCENTIVE SYSTEM MAY BECOME NECESSARY

APPENDIX FIVE
SUMMARY OF INDUSTRY TRAINING BOARD RESULTS

Presented in table form in order of the questions in the questionnaire (see Appendix two).

TABLE 5.1: EXTENT OF REPRESENTATION

ITB	REPRESENTATION
X	7% EMPLOYERS, 75% EMPLOYEES
Y	NO ANSWER
Z	MANUFACTURERS ONLY (NOT PRODUCERS)

TABLE 5.2: ITB BACKGROUND INFORMATION

ITB	BACKGROUND INFORMATION
X	SEASONAL WORK, HIGHLY AUTOMATED (REDUCE NO. OF EMPLOYEES)
Y	HIGHLY LABOUR INTENSIVE, LOTS OF CASUAL WORKERS, DIVERSE NEEDS, LITTLE FORMAL TRAINING, GROWING BUT UNSTABLE INDUSTRY
Z	SEASONAL WORK, ARTISAN TRAINING BOARD ONLY

TABLE 5.3: FAMILIAR WITH NQF PROPOSALS

ITB	FAMILIAR WITH NQF
X	YES
Y	YES
Z	YES

TABLE 5.4: WHEN AND HOW INTRODUCED TO NQF

ITB	WHEN AND HOW INTRODUCED
X	BEFORE THE POLITICAL REVOLUTION
Y	VIA NATIONAL VOCATIONAL QUALIFICATIONS SYSTEM IN BRITAIN
Z	IN ENGLAND 1992

TABLE 5.5: TIME CONSIDERING THE NQF

ITB	TIME CONSIDERING NQF
X	TWO AND A HALF YEARS
Y	THREE - FOUR YEARS
Z	NINE MONTHS

TABLE 5.6: STARTING POINT FOR ITB

ITB	STARTING POINT
X	HRD PAPER
Y	DEVELOPING A QUALIFICATIONS FRAMEWORK
Z	GOVERNMENT GAZETTE

TABLE 5.7: TABLE EXTRACTED FROM QUESTIONNAIRE

1. FAMILIARISING ITSELF WITH THE NQF	2. ESTABLISHING BUILDING BLOCKS E.G. CONSIDERING COMPETENCIES	3. NEGOTIATING WITH EMPLOYERS AND UNIONS	4. PROVIDING INFORMATION AND SUPPORT TO INTERESTED PARTIES	5. DEVELOPING STANDARDS, TRAINING ASSESSORS, ETC
X	X		X	X
Y	Y	Y	Y	Y
Z			Z	

TABLE 5.8: CONFORMING TOTALLY OR IN A LIMITED WAY

ITB	CONFORMING TO THE NQF
X	TOTALITY, VIA DECENTRALISED MODUS OPERANDI
Y	LIMITED, MORE INVOLVED IN STANDARD SETTING THAN TRAINING
Z	LIMITED, FINANCE

TABLE 5.9: METHOD USED TO INFORM MEMBERS

ITB	HOW INFORMED MEMBERS
X	BOARD MEETINGS TRAINING COMMITTEE MEETINGS PERSONAL DISSEMINATION
Y	BOARD MEETINGS NEWS LETTER WORKSHOPS LIAISON WITH STAKE HOLDERS
Z	UPDATE AT BOARD MEETINGS

TABLE 5.10: TABLE EXTRACTED FROM THE QUESTIONNAIRE

NON-COMMITTAL; NOT COMMITTED THEMSELVES TO A FIRM OPINION.		Y	Z SOME
REJECTING CONCEPTS AND SUSPICIOUS OF FRAMEWORK.			
ACKNOWLEDGE FRAMEWORK HAS MERIT BUT WILL NOT EFFECT THEM PERSONALLY.		Y	Z SOME
FRAMEWORK HAS MERIT BUT SUSPECT THAT IMPLEMENTATION WILL BRING ITS OWN STUMBLING BLOCKS.	X	Y MOSTLY	Z SOME
BELIEVE BEST POSSIBLE SYSTEM, WITH GREAT POTENTIAL, AND WILL ALLOW FOR PERSONAL DEVELOPMENT		Y	

TABLE 5.11: EXTRACTED FROM QUESTIONNAIRE

ITB	STAFF MEMBERS	PARTICIPATION	TOPICS COVERED
X	MANAGERS	BOARD AND TRAINING COMMITTEE MEETINGS (QUARTERLY)	1. WHAT THE SYSTEM ENTAILS 2. NEW TRAINING PRIORITIES
Y	JUNIOR MANAGEMENT (NQ ADVISORS) TOP MANAGEMENT	1. WITH LEVY PAYERS 2. DEPT OF LABOUR, NTB, DEPT OF EDUCATION, TOP, MANAGEMENT INDUSTRY	1. LEVY VOCATIONAL NQ's AND TRAINING 2. TRAINING, NQ's AND NQF LEVELS
Z	EMPLOYER AND EMPLOYEE		GENERAL UPDATE

TABLE 5.12: BENEFITS / MOTIVATION FOR INVOLVEMENT

ITB	MOTIVATION FOR INVOLVEMENT
X	RPL INTO A NATIONAL GRID
Y	*ENSURE NQF AND SAQA MEET ITB NEEDS *BETTER SKILLED INDUSTRY TO TAKE ADVANTAGE OF GROWTH *REDUCE UNEMPLOYMENT THROUGH SKILLS ACQUISITION
Z	NO CHOICE, BUT IF SUCCESSFUL THERE WILL BE ADVANTAGES

TABLE 5.13: DISADVANTAGES OF INVOLVEMENT

ITB	DISADVANTAGES OF INVOLVEMENT
X	*MIGHT NEED TO DIVERT FROM ANALYSED PRIORITIES *TOO MUCH ADMINISTRATION (LESS FUNDS FOR TRAINING) *ADVENT OF EXTREME BUREAUCRACY *INCOMPETENT PEOPLE DECIDING FOR THE EXPERTS
Y	*IT SEEMS SAQA IS HAVING TEETHING PROBLEMS *DIFFERENT INTERESTS AND UNDERSTANDINGS DIFFICULT TO RECONCILE
Z	*FINANCE *EXTRA WORK LOAD

TABLE 5.14: NQF AS PART OF OVERALL POLICIES

ITB	PART OF POLICY	EXPLANATION
X	YES	PHASED APPROACH TO TRAINING, WIDENING OF SCOPE. SEE IT AS UNATTAINABLE
Y	NOT ANSWERED	
Z	NO	MONITORING ONLY, AT THIS STAGE

TABLE 5.15: RANKED AREAS OF CONCERN

ISSUES	RANK X	RANK Y	RANK Z
RECOGNITION OF PRIOR LEARNING	4	2	0
ABET LEVELS AND PROVISION	5	5	0
COMPETENCY BASED PAY	6	6	0
SKILLS BASED PAY	2	4	0
CAREER DEVELOPMENT PATHS	3	3	0
ESTABLISHING STANDARDS AND COMPETENCIES	1	1	0

TABLE 5.16: REASON FOR THIS CONCERN

ISSUES	RANK X	WHY A CONCERN
RECOGNITION OF PRIOR LEARNING	4	IS THE ASSESSMENT THAT IS MOST ACCEPTED AND UTILISED BY INDUSTRY
ABET LEVELS AND PROVISION	5	NOT BELIEVED TO BE ITB FUNCTION BUT TO BE EXECUTED AT ENTERPRISE LEVEL
COMPETENCY BASED PAY	6	IS SOLELY AN ENTERPRISE ISSUE
SKILLS BASED PAY	2	MODUS OPERANDI FOR INTERNAL AND EXTERNAL DEVELOPED COURSES
CAREER DEVELOPMENT PATHS	3	MUST BE MADE TO CONNECT WITH NQF, PROGRESSION BY LEARNING
ESTABLISHING STANDARDS AND COMPETENCIES	1	ITS A MAIN ACTIVITY, TAKING MOST TIME AND MONEY

TABLE 5.17: REASON FOR THIS CONCERN

ISSUES	RANK Y	WHY A CONCERN
RECOGNITION OF PRIOR LEARNING	2	IMPORTANT IF GOING TO ESTABLISH AND PRIORITISE TRAINING NEEDS AND DEVELOP CAREER PATHS
ABET LEVELS AND PROVISION	5	IMPORTANT BUT STILL NOT FIRMLY ESTABLISHED WITH CLEAR DIRECTION OR OUTCOMES DEFINED
COMPETENCY BASED PAY	6	
SKILLS BASED PAY	4	
CAREER DEVELOPMENT PATHS	3	
ESTABLISHING STANDARDS AND COMPETENCIES	1	VERY IMPORTANT IF RPL IS TO BE MEASURED

TABLE 5.18 RESISTANCE FROM GROUPS IN ITB

ITB	RESISTANCE FROM GROUPS IN ITB
X	YES, MANAGERS - ABET PROVISION, TRAINING NOT PRIMARY BUSINESS - VOLUNTARISM MANAGERS - COMPETENCY BASED PAY - PRESCRIPTIVENESS - FRAMEWORK % APPROACH NOT AMOUNTS
Y	NO
Z	YES, ANSWER ILLEGIBLE

TABLE 5.19: RELATIONSHIP BETWEEN ITB AND OTHER GROUPINGS

ITB	CONFLICTUAL, ALMOST NO AGREEMENT ON KEY ISSUES	COMPROMISING, ABLE TO MEET EACH OTHER "IN THE MIDDLE" ON KEY ISSUES	Co-Operative, ALMOST COMPLETE AGREEMENT ON KEY ISSUES
X	DISTRIBUTORS INDUSTRY ASSOCIATION	UNIONS	
Y	SMALL EMPLOYERS	TRAINING PROVIDERS. LARGE EMPLOYERS	UNIONS
Z		ALL PARTIES VERY NEUTRAL	

TABLE 5.20: CHANGES EXPERIENCED BY THE ITB'S

ITB	CHANGES EXPERIENCED BY ITB's
X	REWRITING OF TRAINING SCHEDULES TO "UNIT STANDARD"
Y	MASSIVE STAFFING UP, INCREASED EXPENDITURE, INCREASED WORKSHOPS, ETC
Z	NOT ANSWERED

TABLE 5. 21: ITB INTEGRATION OF EDUCATION AND TRAINING

ITB	ITB INTEGRATING EDUCATION AND TRAINING
X	*ABET COULD BE ADDRESSED AT ENTERPRISE LEVEL WITH ITB IN ADVISORY FUNCTION *SKILLS TRAINING DEVELOPMENT BY ITB AND IMPLEMENTED IN DECENTRALISED FASHION AT ENTERPRISE LEVEL BY ENTERPRISES *ITB VALIDATES BY PHASE, TRADE OR TERMINAL COMPETENCY TESTS
Y	*FOCUSING ON JOB SKILLS AT MOMENT BUT RECOGNISE THAT ABET PUTS CEILING ON DEVELOPMENT
Z	JOB SKILLS ONLY

TABLE 5.22: CAREER PATHS AND THE NQF

ITB	CREATING CAREER PATHS PROCESS
X	*STRUCTURAL AUDIT INITIATED, BASIS OF CREDIT DETERMINATION CONNECTED TO SKILLS AUDIT *PORTABILITY AND TRANSFERABILITY STILL PROBLEMATIC
Y	*WE ENCOURAGE EMPLOYERS TO DO SO, BUT POORLY SUPPORTED BECAUSE MASSIVE ORGANISATIONAL DEVELOPMENT INTERVENTIONS NEEDED
Z	*INFORMAL CAREER PATH IN PLACE

TABLE 5.23: STANDARDS AND QUALIFICATIONS

ITB	INVOLVEMENT IN STANDARDS AND QUALIFICATIONS
X	*ACCREDITED BY DEPARTMENT OF LABOUR TO ADMINISTER APPRENTICESHIPS *THREE TRADES ALREADY IN GOVERNMENT GAZETTE. FIVE/SIX IN FINISHING STAGES *PHASED APPROACH - FIRST AND SECOND GENERIC, THIRD SPECIALISATION
Y	*BOUGHT NVQ STANDARDS, WORKSHIPPED AND ADAPTED THEM TO SA INDUSTRY *ESTABLISHED INITIAL FRAMEWORK - NOW IMPROVING ON STANDARDS AS A RESULT OF 18 MONTHS OF FURTHER PILOTING
Z	*NOT INVOLVED BUT COMPETENCIES AND STANDARDS DEVELOPED BY INDUSTRY TRAINING COLLEGE FOR THE BOARD

TABLE 5.24: ADVANTAGES OF COMPETENCY BASED PAY

ITB	ADVANTAGES
X	*MOTIVATION FOR UNDERGOING TRAINING *HIGHER PRODUCTIVITY *BETTER QUALITY MANAGEMENT
Y	*PAY FOR SKILLS USED IS VITAL
Z	*HIGHER PRODUCTIVITY AND QUALITY

TABLE 5.25: DISADVANTAGES OF COMPETENCY BASED PAY

ITB	DISADVANTAGES
X	*HIGHER EMPLOYEE MOBILITY/ LESS STABILITY/ POACHING *UNREALISTIC DEMANDS
Y	*PAY FOR SKILLS ACQUIRED BUT NOT USED IS EXPENSIVE - DISCOURAGE INVESTMENT
Z	*LACK OF AGREEMENT MEASUREMENT OF COMPETENCY

TABLE 5.26: RPL IN EACH INDUSTRY

ITB	RPL IN INDUSTRY
X	*99% PREFERENCE TO DIVERT FROM CONTRACT SYSTEM (INDENTURING) BUT SAME LEARNING PATH AS INDENTURING APPRENTICES
Y	*PEOPLE REGISTER FOR NQS IRRESPECTIVE OF PREVIOUS EDUCATION AND TRAINING, QUALIFICATIONS ARE ASSESSED, IF COMPETENT - ACHIEVE CREDITS; IF NOT - COACH,
Z	*FULLY SUPPORT, BUT NQF MUST COME FIRST, ALREADY APPLIES TO CREDITABLE INSTITUTIONS

TABLE 5.27: METHODS FOR RPL

ITB	METHODS FOR RPL
X	*THEORETICAL AND PRACTICAL TEST AS WITH INDENTURED LEARNER
Y	*OBSERVATION (MINIMUM AMOUNTS SPECIFIED) *SIMULATION, ROLE PLAY *QUESTIONING - COMPULSORY FOR UNDERPINNING KNOWLEDGE *PRODUCT SAMPLING (CHECKING FINAL PRODUCTS)
Z	*IN SKILLS TRAINEES, TESTING OF COMPETENCY BY MODULES

TABLE 5.28: INTENTIONS REGARDING THE NQF FOR THE NEXT YEAR

ITB	INTENTIONS
X	*TO ALIGN ACCORDING TO NEEDS - NEEDS BEING THE OPERATIVE WORD *FIRSTLY STRUCTURAL AND SKILLS AUDIT NEED TO BE COMPLETED
Y	*GETTING STANDARDS AND ASSESSMENT PROCESS FINE TUNED *INCREASING RPL RESULTS *GETTING SAQA ACCREDITATION
Z	*MONITOR

TABLE 5.29: INTENTIONS FOR THE NEXT FIVE YEARS

ITB	INTENTIONS
X	*NO DIFFERENT
Y	*PROVIDING SUPPORT TO PROVIDERS OF TRAINING AND INDUSTRY TO ENSURE CHEAPER, MORE FLEXIBLE, EFFECTIVE TRAINING *GIVE MORE SUPPORT TO ABET INITIATIVES
Z	*DEPENDS ON MONITORING PROCESS

TABLE 5.30: ANTICIPATED TIME FRAME REQUIRED FOR FULL IMPLEMENTATION

ITB	YEARS	EXPLANATION
X	3	*6 MONTHS - STRUCTURAL AND SKILLS AUDIT *6 MONTHS STDS GENERATION *12 MONTHS OVERALL NEEDS ANALYSIS *MOBILISATION 12 MONTHS AFTER THAT
Y	10	*PILOTING OF PROCESSES (ASSESSMENT) 12 MONTHS BEFORE MAKING IMPROVEMENTS
Z	15	*FAIRLY QUICKLY IN APPRENTICESHIP AND ARTISAN AREAS *OTHER AREAS ABOUT 4 YEARS - COMPLETE PACKAGE EVEN LONGER

TABLE 5.31: BUSINESS PRACTICES LIKELY TO CHANGE

ITB	BUSINESS PRACTICE
X	*RECRUITMENT
Y	*BETTER RECRUITMENT *INDUCTION *DISCIPLINARY PROCEDURES - DISCIPLINE FOR NON-PERFORMANCE AGAINST OBJECTIVE STANDARDS WHICH HAVE BEEN COMMUNICATED *PERFORMANCE APPRAISALS *BETTER SUCCESSION PLANNING AND PROMOTION
Z	*NO CHANGE

TABLE 5.32: POTENTIAL PROBLEM AREAS IN THE INTRODUCTION AND IMPLEMENTATION OF THE NQF

ITB	PROBLEM AREAS
X	*EXPLAINING THE SYSTEM, "SELLING" IT TO SMME'S AND THE NEEDS ANALYSIS
Y	*GETTING EMPLOYERS TO BUY IN AND INVEST TIME AND EFFORT *PILOTING NECESSARY TO IDENTIFY WHERE IMPROVEMENT IS NEEDED (BALANCED WITH DANGER OF INDUSTRY LOSING FAITH IN CREDIBILITY OF SYSTEM) *COST IMPLICATIONS ARE SCARY
Z	*FINANCE *BUY IN BY EVERYONE *EDUCATION RESISTANCE TO CHANGE FACTOR *STATE DOMINATION

TABLE 5.33: REASONS FOR POTENTIAL PROBLEMS AND RECOMMENDATIONS

ITB	WHY IT IS A POTENTIAL PROBLEM	RECOMMENDATION
X	*DIFFICULT TO CHANGE SET WAY IN SMME's, BIG ONES MIGHT TAKE MORE THAN 18 MONTHS *STATUTORY LEVIES AND ENFORCED ACTIVITIES ARE NOT POPULAR	*BE LENIENT REGARDING IMPLEMENTATION TARGET DATE
Y		*CAN'T REALLY OVERCOME THIS, BUT CHANGES SHOULD BE CAREFULLY THOUGHT OUR AND INCREMENTAL
Z	*EDUCATION IS CURRENTLY NOT OUTCOMES BASED *NO OTHER COUNTRY HAS BEEN TOTALLY SUCCESSFUL OR TRIED TO EMBRACE SO BROAD RANGE OF QUALIFICATIONS	*LEAVE SCHOOLING OUT OF FRAMEWORK COMPLETELY FOR THE MOMENT *SLOW DOWN AND MEASURE PILOT PROJECTS

TABLE 5.34: CONTACT WITH SAQA

ITB	Y/N	DESCRIPTION
X	YES	VIA OTHER ITB AND AS PARTICIPANT OF THE ASSOCIATION OF ITB MANAGERS
Y	YES	CEO OF ITB PLUS ONE OR TWO SENIOR MANAGEMENT
Z	NO	

TABLE 5.35: INTENTIONS OF THE NQF

ITB	INTENTIONS
X	*STANDARDISING CREDITS/OUTCOMES ON A NATIONAL GRID OF QUALIFICATIONS *ENFORCING EDUCATION AND TRAINING AS PART OF THE RDP
Y	*RPL *SKILLS BASED PAY / PROMOTION / RECRUITMENT *FLEXIBLE AND LIFELONG LEARNING
Z	*AS PER NATIONAL STRATEGIES / PRINCIPLES - PORTABILITY, MOBILITY AND RELEVANCE, ETC

TABLE 5.36: DIFFERENCES AND WHY THEY WILL OCCUR

ITB	Y/N (5.4)	REASONS FOR DIFFERENCES (5.5)
X	YES	*NON COMMITMENT / SLOW CONFORMANCE IF AT ALL - ENFORCED FINANCING BUREAUCRACY *LACK OF APPROPRIATE INFORMATION - CONFIDENTIALITY AND COMPETITIVE EDGE LOSS
Y	MAYBE	*NOT ANSWERED
Z	YES	*WON'T ELIMINATE FRAUD

TABLE 5.37: POSITIVE ASPECTS OF THE NQF

ITB	POSITIVE ASPECTS
X	*GREAT VISION THOUGH DEEMED UNATTAINABLE - CULTURAL, POLITICAL CLEFT BETWEEN POWER WIELDERS AND MONEY WIELDERS
Y	*ALL POSITIVE
Z	*EASILY CATEGORISE PEOPLE TO BE MEASURED AGAINST A NATIONAL FRAMEWORK

TABLE 5.38: NEGATIVE ASPECTS OF THE NQF

ITB	NEGATIVE ASPECTS
X	*UTOPIAN - TOO MASSIVE A SYSTEM TO BRING ABOUT A TOTAL CHANGE FROM EXISTING ONE
Y	*DIFFICULT TO GET A CLEAR VISION *DIFFICULT TO FIND WORKABLE MECHANISM - TOO MANY STAKEHOLDER AGENDAS AND REQUIREMENTS - IRRECONCILABLE *EDUCATIONALISTS INVOLVED WITH A TOO TRADITIONAL MIND SET - BUREAUCRACY WILL REINVENT ITSELF
Z	*MONEY AND TIME EMPLOYER *CLASH BETWEEN EMPLOYERS AND EMPLOYEES IN SETTING STANDARDS

TABLE 5.39: NQF AS APPROPRIATE MECHANISM IN SOUTH AFRICA

ITB	RELEVANT, APPLICABLE AND SUITABLE
X	*TOO MUCH TOO SOON *FOR CERTAIN SECTIONS OF POPULATION WILL BE RELEVANT, APPLICABLE AND SUITABLE, NOT OTHER SECTIONS *CULTURAL DIFFERENCES AND REAL ABILITIES AND ETHICS DIFFER TOO MUCH
Y	*YES - TO ADDRESS SKILL SHORTAGES VS UNEMPLOYMENT *MAKE EDUCATION AND TRAINING MORE RELEVANT TO ECONOMIC NEEDS OF SA
Z	*GOOD CONCEPT IN THEORY- TOO EARLY TO COMMENT

TABLE 5.40: NQF PARTICIPATION AS A LEGISLATED ISSUE

ITB	Y/N (5.9)VIEW ON LEGISLATED PARTICIPATION (5.10)	
X	YES	*THE CURRENT POWERS ARE COMMITTED YET INCOMPETENT. THEY WILL RELY (AND FORCE) ON COMPETENT PEOPLE TO IMPLEMENT THEIR VISION AND SHOULD SUCCESS BE LACKING, UTILISE THE "APARTHEID" SCAPEGOAT
Y	YES	*CONGRUENT WITH NEW LRA AND EMPLOYMENT EQUITY POLICY PROPOSALS *VITAL - FORCE EMPLOYERS TO PARTICIPATE OR THEY WON'T REALISE ITS MERIT
Z	YES	*THE ONE DIRECTOR OF THE NATIONAL TRAINING BOARD IMPLIED THIS IN ANSWER TO A SPECIFIC QUESTION

APPENDIX SIX
SUMMARY OF UNION RESULTS

Presented in table form in order of the questions in the questionnaire (see Appendix three).

TABLE 6.1: POSITION OF RESPONDENT

UNION	POSITION
P	PROVINCIAL SECRETARY
Q	FORMER REGIONAL SECRETARY
R	REGIONAL ORGANISER

TABLE 6.2: LENGTH OF TIME IN THIS POSITION

UNION	TIME IN THIS POSITION
P	4 YEARS
Q	9 YEARS
R	6 MONTHS

TABLE 6.3: WHEN INTRODUCED TO NQF

UNION	WHEN AND HOW INTRODUCED
P	MEMBER OF INITIAL INVESTIGATING TEAM NQF STILL ONLY AT NATIONAL LEVEL
Q	PREPARATION FOR NATIONAL BARGAINING CONFERENCE
R	WHEN JOINED UNION AND STARTED EDUCATION AND TRAINING FUNCTIONS

TABLE 6.4 :CONSIDERING THE NQF

UNION	TIME CONSIDERING NQF
P	5 YEARS
Q	NOT ANSWERED
R	6 MONTHS

TABLE 6.5: STARTING POINT FOR NQF RELATED EDUCATION AND TRAINING ISSUES

UNION	STARTING POINT
P	LACK OF RECOGNITION (ABET & CAREER PATHING)
Q	HAS NOT STARTED YET
R	NEGOTIATIONS WITH EMPLOYERS AFTER FEDERATION BODY DISCUSSED WITH GOVERNMENT

TABLE 6.6 : STAGE IN THE PROCESS - TABLE EXTRACTED FROM QUESTIONNAIRE

1. FAMILIARISING ITSELF WITH THE NQF.	2. ESTABLISHING BUILDING BLOCKS EG. CONSIDERING COMPETENCIES	3. LIAISING WITH INDUSTRY TRAINING BOARD	4. NEGOTIATING WITH ORGANISATIONS	5. PARTICIPATING IN TRAINING OF ASSESSORS AND DEVELOPING STANDARDS
		P	P	P
Q		Q	Q	
R			R	

TABLE 6.7: TOTAL OR LIMITED CONFORMITY

UNION	TOTALITY	LIMITED
P	TOTALITY	
Q		BECAUSE OF RESOURCES
R	AT NATIONAL LEVEL, OTHER LEVELS STILL FAMILIARISING	

TABLE 6.8: HOW MEMBERSHIP HAVE BEEN INFORMED

UNION	METHOD OF INFORMING MEMBERSHIP
P	ORGANISERS AWARE CURRENTLY, GRASSROOTS NOT.
Q	THROUGH WORKSHOPS, GENERAL MEETINGS, COMPANY COUNCIL MEETINGS, CONGRESSES AND CONFERENCES
R	UNION MEETINGS AND EDUCATION AND TRAINING SESSIONS

TABLE 6.9: RECEPTION OF THE NQF CONCEPTS - TABLE EXTRACTED FROM TABLE

NON-COMMITTAL; NOT COMMITTING THEMSELVES TO A FIRM OPINION.			
REJECTING CONCEPTS AND SUSPICIOUS OF FRAMEWORK.			
ACKNOWLEDGE FRAMEWORK HAS MERIT BUT WILL NOT AFFECT THEM PERSONALLY.			
FRAMEWORK HAS MERIT BUT SUSPECT THAT IMPLEMENTATION WILL BRING ITS OWN STUMBLING BLOCKS.			
BELIEVE BEST POSSIBLE SYSTEM, WITH GREAT POTENTIAL, AND WILL ALLOW FOR PERSONAL DEVELOPMENT.	P	Q	R

TABLE 6.10: LEVELS AND KIND OF PARTICIPATION IN THE NQF

UNION	LEVELS PARTICIPATING	PARTICIPATION	TOPICS DISCUSSED
P	REGIONAL	ABOUT EVERY TWO MONTHS	UPDATE INFORMATION
Q	NATIONAL	ITB	TOURISM AWARENESS, NQF, TRAINING AND TRAINERS, ABET, DISTANCE LEARNING, SPECIALIST PROGRAMMES
R	NATIONAL	UNION, COMPANIES	ABET, SKILLS BASED GRADING, FUNDING, NQF PRINCIPLES

TABLE 6.11: BENEFITS OF NQF INVOLVEMENT

UNION	BENEFITS
P	* RECOGNITION OF SKILLS * RECOGNITION OF PRIOR LEARNING
Q	* HRD IN THE COUNTRY * LIFE LONG LEARNING * INDIVIDUAL DEVELOPMENT
R	* REDRESS DISADVANTAGE

TABLE 6.12: DISADVANTAGES OF NQF INVOLVEMENT

UNION	DISADVANTAGES
P	* NO MISGIVINGS
Q	* LACK OF WORKER PARTICIPATION AT GRASSROOTS LEVEL BECAUSE OF COMPLEXITY OF NQF * LACK OF UNION CAPACITY TO DRIVE NQF IN MORE POWERFUL WAY
R	* EMPLOYER RESISTANCE TO CHANGE * UNION NOT FULLY PARTICIPATING

TABLE 6.13: NQF AS PART OF EDUCATION AND TRAINING POLICY

UNION	NQF INCORPORATED	HOW?
P	YES	ABET LINKED TO PRODUCTIVITY INCREASE
Q	YES	INCLUDED IN ALL BARGAINING AND STRATEGISING
R	YES	ADVANTAGE AND EMPOWER ILLITERATE AND UNSKILLED WORKERS THROUGH TRAINING AND DEVELOPMENT

TABLE 6.14: KEY AREAS OF CONCERN

ISSUES	RANK P	RANK Q	RANK R
RECOGNITION OF POOR LEARNING	1	1	4
ABET LEVELS AND PROVISION	3	5	1
COMPETENCY BASED PAY	2	3	6
SKILLS BASED TRAINING	2	2	2
CAREER DEVELOPMENT PATHS	2	6	3
ESTABLISHING STANDARDS AND COMPETENCIES	3	4	5
OTHER : TRAINING AND DEVELOPMENT OF UNEMPLOYED		7	

TABLE 6.15: AN OUTLINE OF AREAS OF CONCERN

UNION	IMPACT OF AREAS OF CONCERN
P	* REGIONAL EDUCATORS DRIVING INITIATIVES TO EXPAND EFFORTS IN EDUCATION AND TRAINING
Q	* LINKING TRAINING WITH PAY AND GRADING * RPL * TRAINING UNEMPLOYED TO AID EMPLOYABILITY
R	* HIGH ILLITERACY * LACK OF DEVELOPMENT OPPORTUNITIES * GLOBAL COMPETITION * WAGE DIFFERENTIATION

TABLE 6.16: RELATIONSHIP WITH ORGANISATIONS - EXTRACTED FROM QUESTIONNAIRE

CONFLICTUAL, ALMOST NO AGREEMENT ON KEY ISSUES	COMPROMISING, ABLE TO MEET EACH OTHER "IN THE MIDDLE" ON KEY ISSUES	CO-OPERATIVE, ALMOST COMPLETE AGREEMENT ON KEY ISSUES
P		
	Q	
	R	

TABLE 6.17: ALIGNMENT WITH THE NQF

UNION	MAJOR TRANSFORMATION OR LARGELY COMPATIBLE WITH NQF
P	NOT RELEVANT YET
Q	MAJOR TRANSFORMATION ONCE IMPLEMENTED
R	MAJOR TRANSFORMATION BECAUSE EDUCATION AND TRAINING IS NOW ON THE PRIORITY LIST

TABLE 6.18: CHANGES REQUIRED

UNION	DETAILS OF CHANGES FOR ALIGNMENT
P	* NOT ANSWERED
Q	* LITERACY LEVELS OF MEMBERS * CULTURE OF LIFE LONG LEARNING * ENHANCED INTELLECTUAL DEVELOPMENT * SKILL DEVELOPMENT
R	* CLEAR GUIDELINES * EFFECTIVE AND CONSTRUCTIVE PARTICIPATION

TABLE 6.19: INTEGRATION OF EDUCATION AND TRAINING

UNION	INTEGRATION OF EDUCATION AND TRAINING
P	BOTH FORM PART OF POLICY
Q	CENTRALISED BARGAINING
R	FULL INTEGRATION

TABLE 6.20: CAREER PATHS IN RELATION TO EDUCATION AND TRAINING

UNION	CAREER PATHS
P	MODULES
Q	LINKING TRAINING WITH PAY AND GRADING
R	NOT YET ADDRESSED

TABLE 6.21: INVOLVED IN CREATING STANDARDS OR QUALIFICATIONS

UNION	CREATING STANDARDS/ QUALIFICATIONS
P	NOT RELEVANT YET
Q	NOT APPLICABLE
R	NOT ANSWERED

TABLE 6.22 ADVANTAGES AND DISADVANTAGES OF COMPETENCY BASED PAY

UNION	ADVANTAGES	DISADVANTAGES
P		* WORKER RELUCTANCE
Q	*RPL * SKILL AND JOB LINKED THEREFORE TRAINING NEEDS EASILY IDENTIFIED	
R	COMPETENCE OF EMPLOYEES	DISCRIMINATE AMONGST WORKERS

TABLE 6.23: RECOGNITION OF PRIOR LEARNING

UNION	RECOGNITION OF PRIOR LEARNING
P	* SHOP STEWARDS AS ASSESSORS
Q	* RAISE INDIVIDUAL'S ESTEEM
R	* NOT A PREREQUISITE FOR EMPLOYMENT * RECOGNITION OF VARIOUS FORMS

TABLE 6.24: METHODS FOR RPL

UNION	METHODS FOR RPL
P	* INTERVIEWS, SUPERVISOR'S EXPERIENCE
Q	* NOT YET USED
R	* ASSESSMENT SHOULD STRESS UNDERSTANDING OF CONCEPTS AND APPLIED SKILLS * ASSESSMENT MODELS SHOULD COMBINE CONTINUOUS ASSESSMENT, SELF STUDY, WORK ASSIGNMENTS

TABLE 6.25: INTENTIONS FOR THE NEXT YEAR REGARDING THE NQF

UNION	INTENTIONS FOR THE NEXT YEAR
P	INITIATE IMPLEMENTATION
Q	IMPLEMENTATION WHERE POSSIBLE
R	PRIORITISE EDUCATION AND TRAINING, FOCUS ON RPL

TABLE 6.26: INTENTIONS FOR THE NEXT FIVE YEARS REGARDING THE NQF

UNION	INTENTIONS FOR THE NEXT FIVE YEARS
P	* NOT ANSWERED
Q	* FULLY OPERATIONAL
R	* EVIDENCE OF INCREASED PERFORMANCE * IMPROVED REWARD STRUCTURES/ INCREASED PRODUCTIVITY * APARTHEID EDUCATION BURIED

TABLE 6.27: TIME FRAME FOR IMPLEMENTATION

UNION	TIME FRAME FOR IMPLEMENTATION
P	INDUSTRY DEPENDANT
Q	5 YEARS
R	ONE TO TWO YEARS

TABLE 6.28: ALTERED BUSINESS PRACTICE AS A RESULT OF THE NQF

UNION	BUSINESS PRACTICE
P	* GRADING
Q	* LINKING TRAINING WITH PAY AND GRADING * SKILL BASED RATHER THAN TASK BASED GRADING * RECRUITMENT INFLUENCED BY SKILL AND QUALIFICATION
R	* DISCRIMINATORY PRACTICES, RECRUITMENT, AFFIRMATIVE ACTION AND ACCESS TO INFORMATION * REMUNERATION GAPS

TABLE 6.29: PROBLEM AREAS FORESEEN IN THE INTRODUCTION OF THE NQF

UNION	POTENTIAL PROBLEM AREAS
P	* LACK OF SHOP STEWARD UNDERSTANDING OF THE PROCESS
Q	* AFFORDABILITY * ILLITERATE WORKERS INCREASED DIFFICULTY IN GETTING JOBS DUE TO LACK OF SKILLS * OLD MINDSET OF MANAGERS DENYING TIME-OFF FOR EDUCATION AND TRAINING
R	* BUSINESS CO-OPERATION

TABLE 6.30: REASONS AND RECOMMENDATIONS FOR POTENTIAL PROBLEMS

UNION	REASON FOR POTENTIAL PROBLEM	RECOMMENDATIONS
P	* NOT ANSWERED	* TRAINING AS PRIORITY
Q	* HRD TOP PRIORITY (INTERNATIONAL COMPETITION)	* COMPANY BUDGET DETERMINED BY NEEDS OF THE COUNTRY * ADEQUATE GOVERNMENT FUNDING * MANAGEMENT TRAINING TO CHANGE MIND SET
R	* FEELING THREATENED * FEEL WILL NOT BENEFIT	* NOT ANSWERED

TABLE 6.31: CURRENT CONTACT WITH CO-ORDINATING BODIES AND DESCRIPTION THEREOF

UNION	CURRENT CONTACT	DESCRIPTION
P	YES	NATIONAL LEVEL
Q	NO	NO ANSWER NEEDED
R	NO	NO ANSWER NEEDED

TABLE 6.32: SHOULD CONTACT WITH CO-ORDINATING BODIES BE CHANGED AND WHY?

UNION	CHANGE OR NOT	EXPLANATION
P	YES	NOT ANSWERED
Q	YES	SHOULD BE ACCESSIBLE
R	NOT ANSWERED	N/A

TABLE 6.33: PARTICIPATION IN DISCUSSION GROUPS

UNION	PARTICIPATION	POSITION OR ROLE
P	NO	NO ANSWER NEEDED
Q	YES	ITB - LABOUR REPRESENTATIVE
R	NO	NO ANSWER NEEDED

TABLE 6.34: INTENTIONS OF THE NQF

UNION	INTENTIONS
P	<ul style="list-style-type: none"> * RPL * CAREER PATHING * IMPROVED STANDARD OF LIVING
Q	<ul style="list-style-type: none"> * COMBAT ILLITERACY, INUMERACY * HELP DISADVANTAGED AND MARGINALISED PEOPLE TO ACQUIRE AND UPGRADE SKILLS * PROMOTION OF CULTURE OF LEARNING
R	<ul style="list-style-type: none"> * ENSURING E & T EQUITY * NEW SYSTEM REPLACING OLD * WORKER CONTROL WILL MEAN INCREASED PRODUCTIVITY

TABLE 6.35: POSITIVE ASPECTS OF THE NQF

UNION	POSITIVE ASPECTS
P	<ul style="list-style-type: none"> * RPL * CAREER PATHING * IMPROVED STANDARD OF LIVING
Q	<ul style="list-style-type: none"> * EXPERIENTIAL LEARNING - PERSONAL PRIDE AND ESTEEM AND FURTHER LEARNING * LINKING EDUCATION AND TRAINING - LIFELONG LEARNING, HIGH LEVELS OF LITERACY, HRD
R	* NOT ANSWERED

TABLE 6.36: NEGATIVE ASPECTS OF THE NQF

UNION	NEGATIVE ASPECTS
P	PAYING FOR PREVIOUS UNUSED SKILLS - WHERE DO YOU DRAW THE LINE
Q	NOT ANSWERED
R	NOT ANSWERED

TABLE 6.37: NQF APPROPRIATENESS FOR SOUTH AFRICA

UNION	RELEVANT, APPLICABLE AND SUITABLE
P	YES BECAUSE ILLITERATE WORKERS NOT RECOGNISED CAN STILL DO THE JOB
Q	YES -ADDRESS BACKLOG OF HUMAN RESOURCES
R	NOT ANSWERED

TABLE 6.38: NQF PARTICIPATION AS A LEGISLATED ISSUE

UNION	LEGISLATED PARTICIPATION
P	COST TO EMPLOYERS REQUIRES FORCED PARTICIPATION
Q	NECESSITY FOR THE ENTIRE COUNTRY TO BE COMMITTED
R	NOT ANSWERED

TABLE 6.39: GENERAL COMMENTS

UNION	GENERAL COMMENTS
P	* NOT ANSWERED
Q	* FOCUSED IN RURAL AREAS * UPGRADING OF TRAINING FACILITIES
R	NOT ANSWERED