

**THE IMPACT, CHALLENGES AND OPPORTUNITIES OF THE NATIONAL  
QUALIFICATIONS FRAMEWORK ON THE AUTOMOBILE INDUSTRY**

by

**MICHAEL STANLEY DENTON**

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Supervisor: Dr Y.M.Karodia

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## DECLARATION

I declare that this dissertation is my own work and all references have been acknowledged.



## SUMMARY

The promulgation of the South African Qualifications Authority Act, 1995, will transform the way in which learning is designed, developed, implemented, managed, assessed and evaluated. Many different organisations, institutions, industries and sectors understand the guiding principles and concepts of this Act but are grappling with all the forces and factors that impact and influence the implementation of the Act. The Act introduces the National Qualifications Framework, which will impact on learning and present many challenges and opportunities for education and training and development practitioners in South Africa.

Because of the newness of this Act, many organisations, institutions, industries and sectors are in the process of waiting until all the relevant South African Qualifications Authority structures are in place before embarking upon some sort of action.

Traditionally, most learning has been ‘inputs’ based (course content, course duration, course entrance requirements and course methodology). The South African Qualifications Authority Act, 1995, will refocus learning to ‘outputs’ (outcomes), with a fundamental shift in thinking about the way in which learning is designed, developed, implemented, assessed and evaluated. This shift may be described as “it does not matter where, when or how one learns, but what one learns, why one learns and if one has learnt”. The South African Qualifications Authority Act, 1995, will also transform learning organisations in the way they plan and do things.

The seven automobile manufacturers, together with the National Union of Metal Workers of South Africa (NUMSA), are challenged with these paradigm shifts. This dissertation was therefore concerned with these central issues in ‘operationalising’ the principles and concepts of the National Qualifications Framework within the automobile industry.

The study revealed that most of the organisations in the automobile industry:

- Are not well enough informed about the latest developments of the South African Qualifications Authority;
- Do not necessarily have access to current, relevant and reliable information about the National Qualifications Framework;
- Are all dedicated to uplifting the knowledge, skills and abilities of their staff through their ‘multi-skilling model’ for education and training and development; and
- Support the underlying principles and concepts of the National Qualifications Framework.

The automobile industry is therefore presented with many challenges and opportunities for the provision of education, training and development. Some challenges and opportunities for the automobile industry are:

- The need to refocus education and training and development programmes/projects to ensure national alignment and international comparability;
- The need to develop education, training and development staff in line with the 10 education, training and development practitioner roles;
- The need to keep abreast with national initiatives impacting education and training and development;



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# CHAPTER ONE

## INTRODUCTION, ORIENTATION AND STRUCTURE OF THE STUDY

### INTRODUCTION

The implementation of the South African Qualifications Authority (SAQA) Act, 1995 by means of the National Qualifications Framework (NQF) through the South African Qualifications Authority, will present the providers of Education, Training and Development a window of opportunity and challenge in terms of the way Education and training is designed, developed, implemented, facilitated, assessed, evaluated and managed in South Africa.

In essence, the South African Qualifications Authority Act, 1995, will necessitate a paradigm shift for educationists, trainers, course developers, curriculum developers and writers, and anyone else involved in education, training and development in terms of the design, development, implementation, facilitation, assessment, evaluation and management of learning in South Africa. In a booklet entitled “A Learning Journey” Funda Associates (1997 : 3) describe this paradigm shift as **‘It is not how, when or where one learns that matters, but what one learns, why one learns and if one has learnt’**. (see appendix 4: “A Learning Journey through the National Qualifications Framework”).

## **1.2 BACKGROUND TO THE STUDY**

The fragmentary and incoherent nature of the apartheid education and training system has had a profound effect on the structure and form of the South African Labour market with fragmentation, low levels of skills and abilities, lack of meaningful career paths, no avenues for recognition of prior learning, no means for transferability of learning, inflexible routes for the acquisition of learning, and little or no progression for learners. For far too many years people have wandered through educational mazes of detours and dead ends, and have been directed on educational paths that often only realised a cul-de-sac.

The apartheid system in South Africa denied many people access to opportunities to gain information, skills and experience necessary to develop the people of this country and make the economy grow. The Christian National Education and Bantu Education systems, upon which the old education and training systems were based, do not promote the idea that people should think analytically, logically and be critical or creative (Education Information Centre, 1996). As such, many people entering the market place after such a limiting and stifling experience, were ill equipped to make meaningful contributions to society as a whole.

It is with this background that the researcher will seek to explore the routes to this unexplored journey for Education, Training and Development Practitioners (ETDP), the captains of business and education and anyone else involved in learning in South Africa.

## **1.3 LIMITATIONS OF THE STUDY**

This study is limited to the seven major automobile manufacturers around the country. Data was therefore only available from the seven motor manufacturers, namely: Toyota, Nissan, VWSA, MBSA, Delta, BMW and SAMCOR.



Further to this, another limitation of the study is the newness of the South African Qualifications Authority Act, 1995 and the understanding or lack thereof of this Act by all the stakeholders researched.

#### **1.4 THE AIM AND PURPOSE OF THE STUDY**

In 1991, negotiations began within the automotive industry to introduce a 'Multi-Skilling Model' into the industry. Participants in this process, were the Labour movement, the National Union of Metal Workers of South Africa (NUMSA) and the seven major motor manufacturers, namely, Toyota, VW, Delta, BMW, Nissan, SAMCOR, and MBSA. In 1993, agreement was reached in the form of a document called the National Bargaining Forum (NBF) agreement. This document spelt out, amongst other things, the structure and form for training and development within the automotive industry (National Bargaining Forum Agreement, 1991).

The actual structure of the Multi-Skilling Model was very innovative in that it contained three categories, namely, Education, Core and Specialised categories.

The structure and form of this model is similar to the structure and form for qualifications in terms of the South African Qualifications Authority Act, 1995 requirements, except that a qualification in terms of this new legislation will contain three learning categories, namely, Fundamental, Contextual and Specialised. While the title of the categories may differ, the form and structure of the two models are very similar. What is apparent from this is that The South African Qualifications Authority Act, 1995 will radically transform the way learning is viewed within the automotive industry. These new approaches will of necessity have to be developed and implemented.

The aim of this study therefore is to examine, in detail, the requirements of the South African Qualifications Authority Act, 1995 for learning within the automotive industry

and to ensure that all learning within this industry is nationally recognised. Until recently, the structure and form of training and development within the automotive industry was also fragmented, incoherent, non-transferable and often irrelevant. This was due to there being:

- No Nationally recognised framework for learning;
- No avenues for Recognition of Prior Learning; and
- No nationally agreed standards for training and development;

Like many other industries, the nature and extent of the provision of any training and development within the automotive industry was determined largely by the funds available for such training and development of the organisations within the industry. While it is true that many organisations strived to improve the skills, knowledge and abilities of their workforce, the ‘credibility’ of such learning was often not transferable between other organisations within the industry, let alone between other industries.

The purpose of this study is to strive to bring awareness of how to ‘operationalise’ the South African Qualifications Authority Act, 1995 and leverage maximum benefit for all the role-players and stakeholders in the automotive industry.

## **1.5 THE SCOPE OF THE STUDY**

The scope of this study is limited solely to the automotive industry. The study will focus solely on the provision of education and training for the automotive industry. Representatives from all role-players and stakeholders have been consulted for contributions towards the study.

## 1.6 RESEARCH METHODOLOGY

The methodology of the research is one of questionnaires and where possible, structured interviews. Questionnaires were sent to all seven automobile manufacturers and structured interviews were conducted with both training and development managers from four of the manufacturers, and representatives from NUMSA. Discussions were also held with a wide range of stakeholders and role-players in the field of education, training and development.

## 1.7 DEFINITION AND CLARIFICATION OF RECURRENT TERMS

What follows is an introduction to terms, terminology and the definitions of those terms. This has been culled from the book entitled “Ways of seeing the National Qualifications Framework” (HSRC, 1995 : 1 – 4). Critical to the development and subsequent promulgation of the SAQA Act, 1995, was the need for clear definitions of terms and words. With such wide consultation and participation in the development of this Act, it became crucial that all role-players and stakeholders had the same interpretation of the ‘language’ used. Definitions of some of the terms used in this research are listed below.

**Ability:** is a generic term for the mental and physical processes that people use, such as communication, decision-making, problem-solving and using tools. These abilities are developed through engaging with the necessary knowledge and activities in a context. Abilities cannot and should not be directly assessed: rather, *assessment* is carried out indirectly via the performance of *capabilities*, which rely on *abilities* for their completion.

**Access:** a principle of the *National Training Strategy Initiative*, which provides for entry points at appropriate levels of education and training for all prospective learners in a way which facilitates *progression*.

**Accreditation:** a procedure by which an authoritative body gives formal recognition that an institute, body or person is competent in terms of a specific purpose.

**Articulation:** a *National Training Strategy Initiative* principle which provides for learners, on successful completion of accredited prerequisites, to move between different providers in the education and training system.

**Assessment:** the process of determining *capability*, which is carried out by observing and evaluating *performances*. There are numerous assessment techniques.

**Assessment criteria:** concise statements, which guide the assessor to determine whether or not to award credit to a candidate for the unit standard.

**Assumed learning:** that *acquired learning* that satisfies the *prerequisites* for learning required for entry into the unit standard.

**Band:** a broad grouping of levels of education and training which may include more than one qualification level.

**Capability:** the expression of generic abilities as they relate to specific *content areas*, *context* and *value frameworks*. (Note! *Clusters of capabilities* within each learning category of a qualification will ensure *competence* in that category).

**Coherence:** a *National Training Strategy Initiative* principle that requires the adherence to principles of a framework for *qualifications* established at a national level.

**Competence:** the capacity for *continuous performance* within specified ranges and contexts resulting from integration of a number of *capabilities*.

**Credit:** recognition by an accredited body that a learner has satisfied the *outcomes* of a *unit of learning*, expressed as a *credit value* at a specified level.

**Cross-field critical outcomes:** these outcomes state the essential abilities that all aspects of learning should lead towards (see ability).

**Curriculum framework:** are those areas of learning, which should be covered in all three categories of learning within a qualification.

**Education and Training Quality Assurance (ETQA):** the term for the bodies that the South African Qualifications Authority will accredit to be responsible for *monitoring* and *auditing* achievement in terms of standards.

**Integration:** ‘An integrated approach to education and training will link one level of learning to another, and will enable successful learners to progress to higher levels without restriction, from any starting point in the education and training system.’ (Quote

from White Paper on Education and Training, 1995).

**Integrative assessment:** this is the criteria and guidelines relating to the assessment of the *integrated competencies* within *three learning categories* of a *qualification* in order for that qualification to be awarded.

**Flexibility:** a *National Training Strategy Initiative* principle that refers to the facility of the qualification system to meet the needs of the learners, providers, industry and service sectors.

**Knowledge:** *is what we know* which has been internalised, and also comprises how we think and understand.

**Learning:** is a *process* which enables learners to approximate, with increasing success, a *capability*, which integrates the use of information with a variety of general abilities within a context which has an information system.

**Level:** the National Qualifications Framework has a number of levels representing a progression of the learning processes carried out and the increasing complexity of the capabilities employed. Levels allow *progression* from any starting point through a meaningful pathway to higher levels.

**Moderation:** is the process of ensuring that the assessment is objective and fair and a means to guard against a standards drift across accredited providers.

**National Standards Bodies (NSBs):** bodies that the South African Qualifications Authority will register which will be responsible for establishing education and training standards.

**Outcomes:** are those segments of a unit standard which are statements of the required learner *capabilities* that must be demonstrated. The South African Qualifications Authority have identified two such outcomes which must be contained in every unit standard written, namely:

- *Specific outcomes*
- *Cross-field critical outcomes*

**Performance:** are *integrated* demonstrations of mental, affective and manual activities. Performance also expresses particular values.

**Portability:** is a *National Training Strategy Initiative* and refers to *transferability of*

*credits* or *qualifications* between providers and employers.

**Qualification:** means the formal recognition of the achievement of the required *number* and *range of credits* within the *three learning categories* identified by the South African Qualifications Authority and the completion of an *integrated assessment* and other possible requirements at a specific level on the National Qualifications Framework.

**Range statement:** this is a *general guide* to the assessor and the learner as to the *scope, range of knowledge, degree of difficulty, context and level of performance at which the learner is expected to achieve*.

**Recognition of prior learning (RPL):** granting *credit* for a unit on the basis of an *assessment* of formal and non-formal learning experience to establish whether the learner possesses the *capabilities specified in the unit standard*. A person could also gain recognition for prior learning for an *entire qualification*, provided that person is able to demonstrate the *full competence* associated with that qualification.

**Specific outcomes:** these are context-specific. They describe the outcomes which learners must demonstrate in particular areas of learning. These outcomes serve as the basis for assessing the progress of learners.

**Statement of competence:** that broad overriding statement of the integrated demonstration of *capabilities for a qualification in continuous activity within a specific context*.

**South African Qualifications Authority (SAQA):** is that national body that will, *inter-alia*, define levels, formats for unit standards and the requirements for the registration of qualifications.

**Transfer:** the application of capabilities in contexts other than those in which the initial learning took place.

**Unit standard:** a statement of the *capability* required for learning. Included are the outcomes required by an individual in order to obtain credit for the unit. The format has been amended; *SAQA decision 8 November 1996 0302/96*.

## **1.8 PRINCIPLES UNDERLYING THE NATIONAL QUALIFICATIONS FRAMEWORK**

What follows is a set of principles developed by the National Training Strategy Initiative to help analyse the education and training systems of other countries, to assess their relevance for South Africa, and to evaluate the education and training strategy for South Africa. These have underpinned and guided the design and development of the National Qualifications Framework. This set of principles has been extracted from the book entitled “Ways of seeing the National Qualifications Framework” (HSRC, 1995 : 11).

**ACCESS:** provides ease of entry to appropriate levels of education and training for all prospective learners in a manner, which facilitates progression.

**ARTICULATION:** provides for learners, on successful completion of accredited prerequisites, to move between components of the delivery system.

**CREDIBILITY:** have national and international value and acceptance.

**COHERENCE:** work within a consistent framework of principles and certification.

**FLEXIBILITY:** allows for multiple pathways to the same learning ends.

**GUIDANCE OF LEARNERS:** provides for the counseling of learners by specially trained individuals who meet nationally recognised standards for educators and trainers.

**INTEGRATION:** forms part of a system of human resources development, which provides for the establishment of a unifying approach to education and training.

**LEGITIMACY:** provides for the participation for all national stakeholders in the planning and coordination of standards and qualifications.

**PORTABILITY:** enables learners to transfer their credits or qualifications from one learning institution and/or employer to another.

**PROGRESSION:** ensures 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.

**RECOGNITION OF PRIOR LEARNING:** through assessment give credit to learning, which has already been acquired in different ways, e.g. through experience.

**RELEVANCE:** be and remain responsive and appropriate to national development needs.

**STANDARDS:** be expressed in terms of a nationally agreed framework and internationally acceptable outcomes.

## **1.9 OUTLINE OF THE STUDY**

In this chapter the orientation and structure of the study was introduced. Chapter two of this dissertation examines the anticipated impact, challenges and opportunities of the SAQA Act, 1995, on the automobile industry. The study explores the provision of education, training and development, both past and present, within the automobile industry. This includes an examination of the forces and factors affecting the automobile industry. The study analyses the SAQA Act, 1995, and its anticipated implementation within the automobile industry.

Chapter three then describes, in detail, the research design and procedures. This is followed by an analyses of the findings in chapter four of the dissertation. The dissertation culminates with conclusions and recommendations, drawn from the data.

## **1.10 SUMMARY**

In this chapter the researcher has attempted to contextualise the study with the pragmatic context with which it is concerned. This entailed a brief introduction to the concept of the South African Qualifications Authority and the National Qualifications Framework.

A brief background to the study was then offered. A brief discussion around the limitations of the study was then presented. Following this, the aims and purposes of the study were set out.



Next, the scope of the study was presented. Following this, the research methodology was discussed. In addition, the researcher saw it necessary to present definitions of the various terms and terminology used in the research.

Following this, the researcher introduced the principles underlying the National Qualifications Framework.

In the next chapter the researcher will undertake an extensive review of literature relevant to the South African Qualifications Authority, the South African Qualifications Authority Act, 1995 and the National Qualifications Framework.

## **CHAPTER TWO**

### **LITERATURE REVIEW**

#### **2.1 INTRODUCTION**

After examining the general provision of training and development in the automotive industry in South Africa, the researcher aims to explore the present provision of training and development in the automotive industry in South Africa. The researcher then aims to introduce the South African Qualifications Authority (SAQA) Act, 1995, more specifically the National Qualifications Framework (NQF). This will describe the origin, the structure and the aims of the Act. The researcher will then examine stakeholder participation in realising the NQF. The researcher will also analyse the impact and influence of the SAQA Act, 1995 on the automotive industry in South Africa.

This will include an examination of the advantages, disadvantages, challenges and opportunities presented to the automotive industry in terms of this Act. It will also encompass an examination of what strategies are needed to address the impact and influence of the SAQA Act on education and training provision in South Africa.

#### **2.2 ISSUES AFFECTING TRAINING AND DEVELOPMENT IN SOUTH AFRICAN EDUCATION**

Just as the stability of a building relies on the structure and form of the foundation, so too does education and training rely on the structure and form of the educational provision at schools and other educational institutions.

A poor or inferior building foundation cannot always be seen, but the effects thereof can. This is also true for a poor or inferior educational foundation. This foundation, given

the historical realities of education provision in South Africa, has been instrumental in the development and subsequent promulgation of the SAQA Act, 1995, to remedy the provision of education, training and development in South Africa, through nationally recognised and internationally comparable qualifications.

### **2.2.1 Forces and factors affecting Education, Training and Development in South Africa.**

South African education and training and development have been plagued with many forces and factors that have negatively affected the majority of people in South Africa. Comment in this dissertation will be restricted to four main forces and factors, namely: a) ‘unprepared’ people entering the world of work from formal institutions, b) educational ‘recipe’ for failure, c) preconceived bias, and d) socio-economic instability.

#### **a) ‘Unprepared’ people entering the world of work from formal learning institutions**

Business and industry, when exposed to school leavers ill-equipped for the world of work had to prioritise their education, training and development provision. The result of this has been, to a large degree, a narrow focus of training and development in specialised fields. This narrow focus would often ignore basic education and the personal development of employees. While the criticism of such a narrow focus on skills is understandable, the primary purpose of business is to maximise its profits.

Society consists of a culmination of one or more cultures, and the continuity of a culture depends largely on the transfer of values, morals, beliefs and technology from parents to their children. Research reveals the relationship between social class and educational inequality. The lower the social classes the greater the educational inequality. Burgess (1986) suggests an interaction between a number of social variables in relation to educational achievement, including ‘Material Deprivation’ (‘unsatisfactory’ housing

conditions and family size – it is argued that there is a decline in measured ability with each increase in family size), and ‘Cultural Deprivation’ in terms of the attitudes and values transmitted to children (associations were found between social class and the initiative, interest, support and encouragement given by parents to children’s school work). The higher the social class, the greater the initiative, interest, support and encouragement (Burgess, 1986 : 87 – 89). In South Africa, this phenomena was fuelled with racism through the legacy of the apartheid system.

#### b) Education ‘recipe’ for failure

Education in South Africa was designed to allow only those with the requisite cultural capital, in particular the ‘white elite’, to succeed and go on to higher learning. Rapid and unplanned urbanisation introduced rapid change and the breakdown of the traditional family. The process of giving meaning to life, understanding the environment and adopting and adapting to change to develop critical thinking in adults and children was severely hampered through this change.

Rapid population growth increased the demand for education. For the majority of the population however, schools lacked resources, teachers themselves were under-qualified, victims of the same system, pupil/teacher ratio’s were unrealistically high (in many cases 70: 1), and the curriculum, ensured a watered-down, irrelevant and non-transferable education. From 1988 onwards, the learning environment in the high schools, first in the metropolitan urban areas, then in other urban areas and more recently in some rural areas, slowly and surely began to crumble and disintegrate. Pupils came to school at different times, left when they felt like it, did not bring their books to school, refused to do homework or tests and generally, increasingly began to reject any kind of authority (Hartshorne, 1992 : 80). All these factors contributed to the major problem in South African education, especially ‘black’ education, that of *rote learning*.

#### c) Preconceived bias

Traditionally technical and vocational education were viewed as the '*poor cousin*' of academic education, as they were always perceived to be inferior and a form of basic training for those learners less mentally endowed. For the majority of the South African population it was also perceived as only being useful to prepare people for their role in society as manual labourers.

The educational volcano had been rumbling for many years and the final catalyst of the eruption was the language issue, whereby all non-white pupils were to receive instruction in Afrikaans. The result of this was the eruption of the educational system in June 1976 with the Soweto riots.

#### d) Socio-Economic instability

In the years following the 1976 riots, there were numerous appeals to the government to establish a government commission to investigate the state of education provision in South Africa. In June 1980 the Prime Minister announced that the Human Sciences Research Council (HSRC) would be totally in charge of the investigation. The result was the establishment of the De Lange Commission in October 1981, and their subsequent report. The response of the government was the release of the White Paper of 1983.

It had taken the government three years to respond to the De Lange report and notwithstanding the effort of the De Lange commission to address educational provision in South Africa, technical and vocational education was not given the promotion so dearly needed; other than the reference; "that education shall endeavour to achieve a positive relationship between the formal and informal aspects of education in the school, society and the family" (De Lange report, 1981 : 115).

Experts from all population groups participated and recommended that general education

should end at standard 7 and that technical and vocational education should form a major stream at secondary education (McGregor, 1992 : 360).

## **2.3 DEVELOPMENT OF TRAINING AND DEVELOPMENT – 1980 TO PRESENT**

In terms of technical and vocation education in South Africa, one of the major symptoms of the apartheid system was that of a legacy of fragmented education and training. At a Training Policy Workshop (TPW) in June 1993, several key problems were gleaned in terms of education provision in South Africa, which adversely affected training and development in the automotive industry. The main problems were identified as follows:

- The lack of general education for all (lessons - compulsory good basic education for all the young must underpin the future system - Adult Basic Education must be provided to redress discrimination and inequality);
- The youth only focus, excludes the majority of learners (lesson - the future system needs to enable a wide range of learners lifelong learning opportunities to promote easy access and affordability);
- Separation and low participation (traditionally technical and vocational education are seen separately from academic education. These divisions entrench prevailed access to training, tertiary education and employment. Notions of streaming - academic & technical or vocational, serve to perpetuate the distinction between mental and manual labour. Transformation to an integrated system is threefold - to eradicate racially based divisions and inequalities in education policy and provision - to integrate training provision - to integrate the education and training system);

- Inflexible and out of date (Most courses are Eurocentric in design and unresponsive to the specific needs and contexts of learners. Technical training systems and academic education are out of step with the needs of transformation, reconstruction and growth. Many courses are out of date and unable to deal with change. Vocational courses provided by technical colleges and regional training centres are out of step with modern technology. Most technical training is based on old style demarcations and do not integrate knowledge and skill. Most skills training is task specific and does not link understanding of the social and scientific context of the work. This results in an inability for learners to adapt their skills to a changing context and new technology.); and
- Technical teacher training is totally inadequate (The problem is further complicated and compounded by the fact that a solid technical base is needed to transfer the necessary knowledge and skills in teacher training programmes. Another compounding factor is that technically experienced people entering the technical and vocational teaching profession are not required to acquire a formal teaching qualification. The requisite knowledge, skills and understanding are not always transferred to learners when the dynamics of the learning experience and methodology are not understood. There is also very little practical industry based training available for new and existing technical and vocational teachers. The training of technical and vocational teachers is also separate from academic teacher training. This further enforces and approves the divide between academic and vocational education and training.).

In terms of the lessons learnt, the training policy workshop identified the following points to address the inadequacy of Training and Development provision in South Africa.

- Those involved in current technologies and methodologies need to be involved together with educationists in course design and development;

- Skills training needs to equip learners to understand the social and scientific contexts of their work;
- Education and training need to articulate with the notion of career pathing, which integrates theory and practice; and
- The training of technical, vocational and academic teachers and trainers is a matter of national urgency and needs to be expanded and improved.

These concerns were also identified in the book ‘Ways of seeing the National Qualifications framework- Human Sciences Research Council 1995’ and are to be addressed through the South African Qualifications Authority.

## **2.4 THE PROVISION OF EDUCATION, TRAINING AND DEVELOPMENT IN THE AUTOMOTIVE INDUSTRY**

Training and development in the automotive industry, pre-1995, was largely influenced by the provision (or lack thereof) of technical and vocational education at schools and other institutions. Technical and vocational education provision has always been viewed as being inferior to academic education, and as such, “there is a general misconception in most societies that technical and vocational education is for the less mentally endowed” (McGregor, 1992 : 366). This view filtered into Education, Training and Development in the automotive industry and the result was a fragmented and incoherent system of Education and Training and Development. It is therefore necessary to examine briefly the provision of technical and vocational education provision in South African schools and other institutions.



## 2.5 TECHNICAL AND VOCATIONAL EDUCATION PROVISION IN SOUTH AFRICAN SCHOOLS

Historically, technical and vocational education provision in South Africa has never received the same 'status' as academic education and has been, to a large degree, reserved for the 'privileged' in South Africa. The majority in South Africa were not exposed to technical and vocational education for a number of reasons. This can be viewed in the context of three factors, namely: a) resources, b) the curriculum, and c) possible solutions.

### a) Resources

*Cost* is a real concern affecting technical and vocational education provision in South Africa. It is very costly to provide vocational education of an extensive scale; whether in a dual or unitary system. In the apartheid era, the focus of 'black' education was seldom on technical, vocational and scientific education for this exact reason. A curriculum encompassing non-scientific, non-technical and non-vocational subjects was far less expensive. Less qualified teachers could also be employed to teach at these schools. A reason for this type of education was to stifle competition between the 'races' (Hartshorne, 1992: 60).

### b) The curriculum

A central concern in technical and vocational education provision in South Africa hinges around the curriculum. The curriculum is not just a collection of subject syllabi, nor is it primarily concerned with knowledge. More importantly, it is how this knowledge is gained and how it is applied. The curriculum could be viewed as the natural resource to stimulate critical and creative thinking. The curriculum also has to do with the learning process and teaching styles.

The acquisition of knowledge transcends personal empowerment and should encompass a group, co-operative and sharing activity. This concept requires that we transcend traditional methodology of telling and instructing, and pioneer an open, interactive and collaborative learning experience. Our own subjective and often preconceived ideas are often enriched when we come to realise that the learning experience has little to do with the curriculum and the teacher presenting it, and that the learners world is shaped by unique forces, social constructs and personal meaning.

In South Africa, Bot (1992 : 72) comments that “The possible approaches to vocational education in schools range from offering optional vocational subjects in a *unitary* system to a strict *dual* system whereby pupils are streamed into either academic or vocational schools”. America offers an example of a unitary system whereby both academic and vocational subjects are taught in the same secondary school. On the other hand, countries such as Germany, Singapore and Japan, have different types of secondary schools based on the dual model of separating academic from vocational education.

Bot (1992) goes on to diagnose several problems identified with a unitary school system. There exists the difficulty of maintaining a balance between vocational and academic subjects. There is also a bias towards the ‘prestige’ of academic subjects as opposed to the vocational courses. This misconception could have its roots in the apartheid era whereby vocational education was seen to further enforce a career of manual labour.

Concerns in dual systems are at the end of the basic education stage whereby children have to choose a stream of academic or vocational subjects. There are many concerns also expressed that children, at this age, have not yet developed fully in all realms (mentally, physically, emotionally and spiritually) to be able to make an informed choice. It is for this reason that often the less mentally endowed are channelled into a vocational education stream.

“Under apartheid, the curriculum underpinned, perpetuated and emphasised division. It

did not serve all South Africans. Its development was closed to public scrutiny and involvement. It is now time for curriculum development to be open to all. Participative decision-making should be accompanied by well considered planning because change should occur as a result of a deliberately planned process, and not haphazardly” (Hlophe and Mthombeni, 1994 :43). Key role-players and stakeholders were thus excluded from technical and vocational curriculum design and development. The result of which was a fragmented and haphazard provision of technical and vocational education provision with little or no links between providers of learning and the role-players and stakeholders they serve. The introduction of the SAQA Act, 1995, is the governments response to remedy this situation by including all these role-players and stakeholders in the design and development of learning curricula.

In addition, the racist and sexist content of the curriculum still exists in many education departments. Truscott (1994 : 70), suggests some steps to address the sexist nature of the curriculum:

- A ‘Gender Curriculum Group’ to review all new proposed curricula for their gender content.
- Gender in Education ‘Ombudspersons’ to act as ‘gender watchdogs’ or to hear grievances.
- A Gender in Education network (or networks on specific issues) to support ongoing work and research on gender education.

These concerns have already begun to be addressed with the promulgation of the SAQA Act, 1995, whereby all role-players and stakeholders involved in learning have been included in the new structures so as to have input into the design and development of the curriculum.

Important and vital elements missing from conventional curricula include a comprehensive knowledge of culture, what it is, how it relates to material life; of technology, its links to

science and mathematics, its diversity and complexity; of development and production, and of the social, cultural, political, economic, financial and material issues that relate to both; of management and all its complex and diverse functions, and its links to social stratification; of the historical inter-relationship and interaction between human society and the environment; and of the real- world, direct linkages between mathematics and science, and production and development. Here of course, are the basic areas of knowledge which precisely do link theory and practice (Report of The Harare consultation, 1989 : 38-39).

In response to the above-mentioned short-comings in the school curriculum, Education Minister, Professor Sibusiso Bengu in March 1997, unveiled *Curriculum 2005*, the revolutionary new school curriculum which encourages learners to develop at their own pace. “The introduction of this new curriculum will play a major role in helping us to transform our country into one in which we all want to live, by producing thinking, caring learners” – Minister of Education, Professor Sibusiso Bengu (Daily News, *Learn Supplement*, 1997, :1). *Curriculum 2005* has been developed around seven critical outcomes, and is organised around eight key areas of learning, designed to expand and modernise the old school subjects.

### c) Possible Solutions

To promote technical and vocational education provision in South Africa, a close partnership should be established between industry and education. To this end the Institute for Partnerships between Education and Business (IPEB) in South Africa has been established to bridge this gap. Some of the goals of this institute are:

- Developing an entrepreneurial understanding including a technological and environmental perspective among school students;
- Providing students with work related experiences;
- Maximising the effectiveness of the education - focused resources of the business community;

- Developing life - related relevance to the school curriculum; and
- Providing business with access to the school, its curriculum and teacher development (IPEB Brochure, 1996 : 3).

The anticipated impact of these goals on the automotive industry are enormous. The automotive industry is challenged to become part of this partnership, and in so doing, will lay the foundation for a 'world of work' curriculum, without losing the academic ingredient so necessary for pupils. Business and industry may only benefit from such practical attempts to redress the past in terms of a relevant and portable curriculum.

Another possible solution is the newly launched training initiative by the government-funded Ntiska Enterprise Promotion Agency, the Technopreneur project, whereby technikons would train about 840 students in 1997, in vocational education, skills development and business management. Trainees would manage small business operations either in the private sector or in the technikons. The project is a collaborative effort by the departments of labour, trade and industry, public works, education and Ntiska (Edusourse Data News, Number 18, 1997 : 10).

## **2.6 TECHNICAL AND VOCATIONAL EDUCATION PROVISION IN EDUCATIONAL INSTITUTIONS**

Technical and vocational education and training in South Africa is limited largely to post-school institutions like Technikons, Technical Colleges or apprenticeship schemes in industry. The degree of skills development across industries, the general interest in technical and vocational education and training and the commitment to employer based education and training in South Africa has been negatively impacted on by apartheid education and training, in terms of the structure and form of the South African labour market and on the values on which society has been socialised (Karodia, 1995 : 5).

Technical and vocational education and training in South Africa usually begin after the age of sixteen and their aims are to prepare people for a vocation in a specific field. In the past this education and training was geared specifically towards a narrow field of expertise and focused mainly on the acquisition of knowledge, skills and work habits for skilled manual work.

With the current technological advancements being experienced in most industries, technical and vocational education need not only develop an understanding of complex technological processes and procedures, but also understand and cope with technological change. It therefore requests to be awarded the same 'status' as academic education.

Most technologies are science based and require an understanding of the science and mathematics that underpin this technology. The aim of technical and vocational education is therefore to develop, on a continuous basis, an understanding of the juxtaposition of the necessary knowledge, skill, technology and work ethic for a particular career. It is for these reasons therefore that technical and vocational education provision in South Africa will have to undergo fundamental transformation, as identified in the White Paper published by the government in February 1995, concerning the *integration* of education and training systems.

“An integrated approach implies a view of learning , which rejects a rigid division between *academic* and *applied*, *theory* and *practice*, *knowledge* and *skills*, *heads* and *hands*. Such divisions have characterised the organisation of curricula and the distribution of education opportunity in many countries of the world, including South Africa. They have grown out of and helped to reproduce, very old occupational and class divisions”. (Education and training in a democratic South Africa, 1995 : 4). Such a divided education system, comprising several education departments, succeeded in dividing people who passed through it, and in effect, held back millions of learners (and ultimately South Africa) with its emphasis on content, passive rote learning and examinations (The Daily News-Learn Supplement, 1997 : 1). The consequence of this was people ill equipped for life's many

challenges, and ultimately, the world of work.

It is clear from this that the integration of the education and training systems is undoubtedly a key policy of the government of national unity. The effects of apartheid education and training systems are evident in the fragmentary and incoherent nature of the system that is, racist, sexist, unethical and undemocratic.

The notion of integration is implicit in the NQF. The NQF in turn, is a fundamental constituent in the Reconstruction and Development Programme (RDP), which is in turn a key element of human resource development strategy, having been conceptualised by organised labour and business.

The notion of integration is supported in a paper entitled “Educational Management Post-apartheid: The key challenges”, which introduces a number of reasons for integration, including :

- A unified system to counteract racial fragmentation;
- Active labour market schemes to address the problem of fragmentation, low levels of skills, the lack of career paths, and the narrow artisan base of learning;
- Innovative programmes that provide for continuous learning opportunities and the development of skills on a continuum between formal, work related and community orientated education and training;
- To bridge the gap between academic and vocational, mental and ability divides, thinking and doing; and
- The development of a national adult basic education and training system to provide life-long learning opportunities and career enhancement for those in full time employment, the unemployed and rural people (Karodia, 1995 : 5).

It is therefore imperative that the automotive industry becomes involved in the whole SAQA process, namely ; participating in the National Standards Bodies (NSBs) for its

sector. This will also involve participating in the Standards generating Bodies (SGBs). It will be through this involvement that the education, training and development within the automotive industry will be deemed credible' and acceptable by and meeting the criteria of the SAQA.

Institutions offering technical and vocational education and training in South Africa are thus also challenged with this notion of education and training, to ensure compliance with the White Paper. The White Paper on the Reconstruction and Development Programme makes the following references to the NQF:

- Labour market programmes “will be established in the context of the National Qualifications Framework” (section 3.11);
- Public sector as offered by the public service by training will be transformed and “accreditation of institute training programmes will occur within the context of the National Qualifications Framework” (section 5.7); and
- A nation-wide network of public, non-governmental organisations and private providers of education and training envisaged “this network will be challenged to provide the necessary training, in modular form and consistent with the National Qualifications Framework” (section 7.6).

(Education and Training in a Democratic South Africa, 1995).

It is clear that the need for an integrated approach to education and training and development is essential in complying with the White Paper.

## **2.7 BUSINESS INVOLVEMENT IN THE PROVISION OF TECHNICAL AND VOCATIONAL EDUCATION PROVISION IN SOUTH AFRICA**

All aspects of life are changing in South Africa as the country moves through its transition to democracy. This phenomena has been facilitated by the dynamic of negotiation . The



essence of negotiation is that parties with differing ideologies, values and policies agree to compromise with other parties whose ideologies, values, and policies differ from theirs (Private Sector Education Council, 1994 : 4). This is the precise paradigm that the field of education and training now finds itself in.

The Private Sector Education Council (PRISEC), now operating under the auspices of Business South Africa, represents the interests of key players in the private sector and is a significant stakeholder in education and training in South Africa. The Private Sector maintains that the education and training systems are largely inappropriate, as they produce large numbers of school leavers who are not adequately prepared for productive careers and further learning. Business has a direct economic interest in influencing changes to the present education and training systems, so that people entering the workplace meet the needs of business.

## **2.8 THE PURPOSE OF EDUCATION AND TRAINING IN SOUTH AFRICA**

In the position paper for the private sector (PRISEC, 1994 : 4), a strategy for the Private Sector in respect of education and training is presented. The focus is on the dominant paradigm on the purpose of education and training in South Africa. While access to education is a basic human right, the purpose of education and training at this point in South Africa's history is to contribute, through the development of the country's people, to the national and provincial economic, technological and developmental goals and programmes of a democratic South Africa.

According to the National Productivity Institute, 35% of South Africa's economically active population have had no, or less than standard 4 (grade 6) education (Edusource Data News, Number 8, 1995 : 10). With these kinds of statistics, the need for relevant and reliable education and training is fundamental. South Africa's survival to compete globally

in all sectors, in all disciplines (human, financial, technological etc) depends largely on the nations 'will' to survive and grow economically. According to the University of South Africa's Bureau of Market Research, South Africa's economy will have to grow by almost 9% a year to accommodate the estimated 9,5 million job-seekers who will enter the labour market between the years 1994 and 2011. By the year 2011, the workforce is expected to top 23 million (Edusource Data News, Number 8, 1995 : 10).

Of paramount importance and critical to this issue is the realisation of the reconstruction of the nation and the development of the nation. The education and training debate is about how to recapture, rekindle, reconcile, restructure and manage a culture of learning through education and training programmes and systems that support and promote sustainable economic growth which will in turn, support and promote national development.

## **2.9 THE INFLUENCE OF BUSINESS INTEREST IN EDUCATION AND TRAINING**

Business, like education and training, is an activity and not an institution. The primary interest in education and training is based on the ever increasing evidence that economic growth, in an international competitive economic system, depends fundamentally on a well-educated population, equipped with the relevant competencies and skills required in the economy, and also the capacity to continue learning and developing new skills and competencies. This belief requires the education and training policy and strategy to be linked to the economic policy and strategy at both the provincial and national levels.

Crucial in this debate is the transformation of the education and training system to the goals of the Reconstruction and Development Programme.

Technologies in all sectors are changing very rapidly. Business therefore has a vital

interest to ensure that the educational and training systems create capacity for life-long learning and the acquisition of new competencies and skills, to ensure the survival of South Africa as a nation. Rapid technological, economic and social change has necessitated that business be flexible to these demands. In the same mould, education and training systems should be flexible to accommodate changing contexts.

Economic growth is driven largely by the private sector, within enabling government policy and supported by public investment. Resources derived from this growth may be redistributed by the state. The necessary balance between growth and redistribution may be supported by an education and training system. In essence, the education and training curricula should contain elements dealing with the symbiotic relationship of growth and distribution to further reinforce peoples understanding the need for economic policies that create and support this equilibrium.

In the training field, business is the first and most important player, as the largest provider of training and the largest employer of trained people. Presently, even matriculants entering the market have poor levels of functional literacy and numeracy skills and little understanding of business. It is therefore imperative that partnerships be established between the various sectors of industry and business, and education and training systems because the costs and outcomes of training have a critical impact on the capacity of business to perform competitively both nationally and internationally and to meet client requirements.

PRISEC supports an integrated approach to education and training through learning and skills formation, self-awareness, productivity and the capacity for lifelong learning. This ultimately requires an integrated national education and training strategy involving all stakeholders. The following are key components of an integrated strategy:

- To create a national culture of learning, skill formation and a work ethic;
- A sense of competitiveness with other countries in the various aspects of

productively should be cultivated;

- To establish the best working arrangement between all stakeholder participation, often expressed in tri-party agreements between government, business and labour, and including other stakeholders (non governmental organisations, teachers, trainers, students, and educational institutions) when appropriate;
- Coherence with the National Qualifications Framework and flexibility of delivery, with articulation across system
- Separate governmental structures with clear linkages; and
- An outcomes based system, with recognition of prior learning (PRISEC, 1994 :10-12).

These components are not in conflict with the White Paper's notion of integration, and in fact support it. To meet these challenges PRISEC has identified broad strategies :

- Business recognises that a world class economy is closely related to a world class education and training system;
- To influence the establishment of a process of interaction by business with all the education making policy and / or advisory bodies existing or to be created; and
- At provincial level, PRISECs provincial and regional members should play a role in determining how the education and training system will be implemented. Experience shows that a less- than - perfect policy, well implemented, produces better outcomes than a superior policy poorly implemented (PRISEC, 1994 : 8).

These strategies may only be realised when the private sector becomes part of national initiatives through the SAQA. To support these strategies in the automotive industry the Private Sector could contribute towards education and training and development through becoming involved in:

- Developing sound mandated positions on education and training systems and become proactive in disseminating and advocating these positions;

- Mobilising support by it's constituents bodies, their members and business people in each community to articulate and advocate approaches that are indicative of business interests;
- Empowering and assisting PRISEC members at provincial, regional and local levels to ensure that PRISECs positions reach people in all regions;
- Identifying areas of uncertainty and commission future research and policy analysis to produce business sector positions thereon;
- Responding strategically where deemed relevant and/or appropriate, to any proposals made by public or other interest groups in the field of education and training;
- Participating in relevant negotiation forums established by the state as part of the implementation of policy; and
- Judiciously publicising PRISECs positions, so as to influence public opinion as part of the pressure for sensible phased change in the education and training systems of the country.

Several resources would be required to sustain the programme set out above, including:

- Establishing a position paper setting out the principles of business' concerns with education and training, the way in which business interests will best be met in policy terms;
- Describing an executive summary of the position paper, aimed at, inter-alia, chief executive officers, politicians and senior bureaucrats; and
- The creation of a policy research capacity which will allow PRISEC to produce well researched and focussed interventions at strategic points in the negotiation process leading up to a restructuring of the education and training system in ways consistent with business interests (PRISEC, 1994 : 9).

### **2.9.1 The need to link technical and vocational education with the world of work**

Education should not be based on rote learning and regurgitation of course content. It should include mastering conceptual skills and contain a strong cognitive development capacity. There are various dimensions to this. These include the following questions:

- What does the 'world of work' expect / require of the education and training systems to provide for people when they enter the world of work for the first time?;
- What does this system require by way of input from the world of work so that appropriate education and training can be given?; and
- How should the actual interface between 'school' and 'work' be managed? This includes issues such as career guidance, job placement, recruitment processes, and life skills etc.

The PRISEC document makes reference to a recent American study, where four basic skills and five competencies were identified as being fundamental / essential outcomes in general education. These could be enhanced and realised through an outcomes based education system like the NQF. The four basic skills identified are:

1. Read well enough to understand and interpret printed material on the job (diagrams, directories, instructions, manuals etc ).
2. Write well enough to handle correspondence, reports etc.
3. Acquire levels of mathematical and computational skills.
4. Listening and speaking skills.

The five competencies identified are:

1. Identification and use of resources (time, money, people, power etc).
2. Ability to work with others.

3. Ability to acquire and use information.
4. Ability to understand systems.
5. Knowledge of technology and the capacity to learn to work with changing aspects thereof (PRISEC, 1994 : 23).

To realise these, it is essential that the business sector must be involved in all the curriculum development which has bearing upon the skills and competencies required in the workplace.

Simon McGrath from the University of Edinburgh, Scotland, in a paper entitled “Some international trends in education and training reform and their implications for South Africa” (1995 : 16), draws some interesting comparisons between South Africa’s education transformation and the experience of other countries. McGrath suggests that it is possible to discern an impact of the British ‘National Council for Vocational Qualifications’ (NCVQ) upon the thinking of several key players in South Africa, including representatives of the Department of Labour and Business South Africa, many of whom have visited the council in the recent past.

These National Councils for Vocational Qualifications are competency-based and are primarily subject to assessment in the workplace (Local Government Management Board 1991 : 15). As in Australia, the necessary standards and competencies are decided upon by industry lead bodies, which are able to tailor these to the perceived needs of the industry in question.

These National Vocational Qualifications are not integrated education and training qualifications. To this end, the council subsequently developed a parallel system of General National Vocational Qualifications (GNVQs) which seek to apply the National Vocational Qualifications model in a less industry-specific form. It targets 5 broad areas of vocational preparation, namely:

1. Art and Design;
2. Business;
3. Health and Social Care;
4. Leisure and Tourism; and
5. Manufacture (Collins, 1993 : 194).

This system continues to operate separately from the academic qualification framework of General Certificate of Secondary Education (GCSE), and 'A' levels.

A second model from England which has had an influence on South African thinking regarding the integration of education and training is that of the Institute of Public Policy Research (IPPR) and its report, A British 'Baccalaureate' (Finegold, Keep, Miliband, Raffe and Spours, 1990). Two key paths for such an influence can be discerned. First, Michael Young, one of the IPPR team, has been a consultant for the Centre for Education Policy Development (CEPD), a key force in the development the African National Congress policy and implementation strategies, and a contributor to the National Education Policy Investigation (NEPI) debate (Young, 1992). Second, Andre Kraak, one of the writers of the NEPI Human Resource Development report, spent time at Michael Young's research centre in London during his doctoral studies and has subsequently made considerable use of the work of Young, Finegold and Raffe from the IPPR research team (Kraak 1993).

"These two models, which both have striking convergence's and divergences of thinking, both arise out of the particular economic, political, social and institutional contexts of the country in which they were produced, and there are some central contextual differences between these models and the South African model. In the English context, for example, a pivotal concern of reform is to move from the current statutory 11 years of education towards a situation which will eventually have 13 years of pre-employment education and training. In South Africa, however, the related challenge is the move to a 9-year formal schooling for all. Such a process is envisaged to need almost a decade to



achieve”(McGrath, 1995 : 6).

While it is questionable to reduce the number of compulsory formal years of schooling, it is worth noting that there is a simultaneous radical change in the schooling curriculum (*Curriculum 2005*), where there is a move from the previously rigid division between academic and applied knowledge, theory and practice and knowledge and skills, to an integrated curriculum comprising eight learning areas which incorporate existing subjects and add new subjects. Change is essential if South Africa is to keep up with international trends in education, training and development and as we move into the next century, we need people with information-retrieval skills, skills to apply and use information and people who are creative and independent thinkers.

The difference in education provision is reflected in a situation for developed countries in which the basic literacy and numeracy have been almost universalised; whereas it is argued that possibly 11 million adult South Africans are neither functionally literate nor numerate ( McGrath, 1995 : 8). These are just some of the reasons for the importance of linking technical and vocational education to the world of work.

### **2.9.2 The need for Mathematics, Technology and Science Education**

According to statistics released by the Directorate: Information Systems (1996) Examination Results, submitted to the Committee of Heads of Education Departments (HEDCOM), 10 March 1997, only four out of every ten candidates wrote mathematics for the standard 10 (grade 12) examinations in 1996, with proportions ranging from a low of 7% in the Northern Province to a high of 39% in the Western Cape. In respect of science, the picture was even worse; only 23% of all candidates wrote science and 16% of all candidates passed (Edusource Data News, Number 18, 1997 : 15). This situation is complicated even further by the fact that not only is the current mathematics and science ‘inputs- based’, with little or no integration with the world of work, but there is no

provision of the learning area 'technology' in the current curriculum. An 'inputs-based' system does not equip learners with the necessary knowledge, competencies and orientations needed for success in the world of work.

Furthermore, most mathematics and science teachers are not qualified to teach these subjects. While 85% of mathematics teachers are professionally qualified as teachers, only 50% have specialised in mathematics in their training. Similarly, while 84% of science teachers are professionally qualified, only 42% are qualified to teach science (Edusource Data News, Number 16, 1997 : 2). With these statistics, it is not surprising therefore, that the government has placed the training of teachers in mathematics and science and the teaching of mathematics and science as one of its priorities in education. Critical, in this teacher training programme, should be the focus from teaching and instructing in an 'inputs-based' system to facilitating and guiding in an 'outcomes-based' system. The teacher's role as a transmitter of knowledge is neither adequate for the outcomes-based approach nor for the needs of learners. 'Chalk and talk' is replaced with the teacher becoming a facilitator who guides activity-based learning and assists learners to achieve the specified outcomes of learning (The Daily News, Learn Supplement, 19 May 1997 :1).

Within modern society and fundamental to the international business and economic competitiveness, science and technology are integral issues and pervasive factors, in that they must be understood and developed if economic development is to be sustained in South Africa. The first challenge facing South Africa is to create widespread and intelligent understanding of the usefulness of education and training and in particular of the vital importance of skills in science, engineering, technology and communications. Arising out of this, Associated Scientific and Technical societies of South Africa, Joint Council of Scientific Societies and the South African Engineering Association launched the education policy for technology initiative at the beginning of 1992. These umbrella bodies incorporate all the professional societies representing a contingency of about five hundred thousand practitioners in Science, Engineering and Communications in South Africa (PRISEC, 1994 : 29).

The Private Sector Education Council aims to press for the improvement of the national system for Science, Engineering, Technologies and Communication education and to link to sustainable economic and social development. International evidence indicates a correlation between sound techno - economic growth and well-developed systems for education and training and the levels of schools, tertiary sectors and industry training (PRISEC, 1994 : 30).

This will necessitate the focus on the curricula for Science, Engineering and Technology training to ensure the maximum development of problem solving techniques and the relevancy of all content to business and industry environments. Implicit in this will be the outcomes identified at the various levels of the National Qualifications Framework.

Other long-term policy initiatives need to simultaneously link the three levels of schools, tertiary institutions and industry training. These policies could be:

- To establish higher levels of student achievement in Mathematics, Science, and English throughout the schooling system. Implicit in this is to ensure that the in - service training of teachers is aligned to meet these demands, to ensure that teachers entering the system have a good understanding of these concepts;
- To ensure that the mathematics and science curricula are relevant to the world of work and technology; encourage problem solving and critical thinking; promote an understanding of the environment and the meaning to life and to promote computer literacy;
- To ensure that technology taught as a school subject is integrated with mathematics and science;
- To define the role and system of technology education in the formal curriculum;
- To promote the skills, knowledge and attitudes which support and enhance the scientific literacy and life skills of the South African population;
- To promote science, technology and engineering as a career option in South Africa;
- To establish a permanent National Education Council for Science, Engineering and

- Technology (NELSET) to attend to these priorities long term; and
- To support the Technology and Human Resource for Industry Programme (THRIP) operated by the foundation for research development (FRD) as a joint venture between industry, government, the engineering profession and the engineering schools at universities and Technikons (PRISEC, 1994 : 30).

Arising out of these long-term policy initiatives, one needs to ask why is it important for partnership formations between business and education? Implicit in this, is the notion of competence rather than content, and a shift from competition to co-operation and from isolation to collaboration between business and education. It is hoped that this undiscovered journey will realise synergy between education and business. This partnership strategy could be grounded upon similar experiences in Australia. The Australian Technical and Further Education Colleges (TAFE) published a book entitled “Breathing Life into Learning” (1993), whereby the Australian experience of partnerships between education and business is expounded. The TAFE colleges and business have a programme called Teacher Return to Industry Programme (TRIP), whereby teachers at TAFE colleges around Australia return to business for a trimester (about three months) every five years to experience the latest technological developments in their respective teaching disciplines. Curricula changes are thus influenced by these technological, social and economic changes.

## **2.10 THE SOUTH AFRICAN QUALIFICATIONS AUTHORITY ACT, 1995**

In 1991, the government produced the ‘Education Renewal Strategy’ (ERS) and in 1994 the National Training Board published its investigation into a ‘National Training Strategy’. The National Training Strategy Initiative had four stakeholder groups, namely: the state, employers, organised labour and education and training providers.

The *employers* shared the concern about **economic growth** and highlighted the issue of

**global competitiveness.** They placed particular emphasis on the need to improve productivity through **worker training.** *Labour* concerns were around the need for **employment security** and employment growth for their members, as well as the need for **progression** or **career paths** that would be opened up by access to education and training opportunities. They strongly articulated a need for the provision of **Adult Basic Education and Training** as an integral part of formal or **accredited learning.** *Providers* were concerned about the **fragmented systems** of learning that prevented the possibility of **continuous learning pathways;** the curriculum shifts that would be required and the competence of the people currently **teaching** or instructing learners (HSRC, 1995: 36). Both documents focused on the links between education and training and the national co-ordination of training and certification in an attempt to bring integration and co-operation into a fragmented and isolated education and training system.

The *government's* plans were criticised by the Council of South African Trade Unions (COSATU) who criticised the dominance of employers in the proposed training systems, the focus on market forces instead of the state in the provision of training, and the ***lack of a coherent, unified , and national system of education and training*** (S.A.Labour Bulletin, Volume 20, Number 4, August 1996 : 8).

COSATU set up its Participatory Research Project (PRP) in 1991, with the aim to critique the existing education and training system, as well as develop an alternative. This project drew heavily on the National Union of Metalworkers of South Africa (NUMSA) vocational training project in the automotive, engineering, motor and tyre industries.

COSATUs research confirmed that the existing education and training systems were inadequate, inflexible and inequitable. Their findings “indicated that most black workers were restricted to low skilled, low wage jobs with little opportunity to acquire skills to move onto higher paying employment” (S.A. Labour Bulletin, Volume 20, Number 4, August 1996 : 8).

In most cases, grading systems were not linked to skills, even if workers received training, they could not earn more money. These problems were complicated and compounded by the lack of a national system of provision and certification of training. Most of the training provided by the employers was company or sector specific and not easily transferable. As a result of this, in June 1994, an Inter-Ministerial Working Group (IMWG) was established by both the Ministers of Education and the Minister of Labour. The objective of this Inter-Ministerial Working Group was to pursue a common policy interest of an integrated approach to education and training, and to prepare for the legislation of the NQF.

Both the White Paper on *Reconstruction and Development* (South African Government, September 1994) and the White Paper *Education and training in a democratic South Africa; First Steps to Develop a New System* (Department of Education, March 1995) see the NQF as a fundamental means of ensuring that South African education and training are integrated and co-ordinated. They further emphasise the government's policy approach on the NQF, and the intention to establish the SAQA.

After the draft NQF Bill was published for public comment and consultation in June 1995, both ministers reconstituted the Inter-Ministerial Working Group and renewed its mandate. The Inter-Ministerial Working Group was tasked with assisting both the ministers in the process of steering the new legislation through Parliament and to prepare the way for the establishment of the SAQA.

The Inter-Ministerial Working Group comprised senior officials of the departments of education and labour, the chairperson of the National Training Board, and members nominated by organised business, organised labour and the teaching profession. It also reports to both ministers through the respective directors general.

The South African Qualifications Authority Act, 1995, was passed in parliament on 4 October 1995, Gazette Number 16725. In December 1995, the call for nominations for the SAQA Authority was gazetted (number 16873) and at the end of May 1996, the

appointments of the Authority were announced by the Ministers of Education and of Labour who share joint responsibility for the appointments (Gazette Number 17227). The SAQA board consists of a chairperson and members nominated from a diversity of interest groups, including education, labour, business, universities, technikons, teachers' colleges, technical colleges, Adult Basic Education and Training, early childhood development, the teaching profession and special education needs (SAQA Bulletin, Volume 1, Number 1, 1997 : 4).

#### A record of documents

As early as 1991 the *National Education Policy Investigation* and the *Education Renewal Strategy* emphasised the importance on integrating general education and vocational training into a coherent system. The National Qualifications Framework itself was first proposed in the African National Congress Education Department document, *Policy Framework for Education and Training*, in January 1994. In April 1994, a National Training Board Report: *Discussion Document on a National Training Strategy Initiative* fleshed out the concept for the training world, while the Centre for Education Policy Development released its *Implementation Plan for Education and Training*, with a chapter on the National Qualifications Framework, in May 1994. Towards the end of 1994 an Inter-Ministerial Working Group was mandated by both the Ministers of Education and Labour respectively to consider- among other issues- the implementation of the National Qualifications Framework. In March 1995, the *White Paper on Education and Training* again detailed elements of the proposed National Qualifications Framework. Three months later, on 2 June 1995, the *Draft National Qualifications Framework Bill* was published and, on 4 October 1995, the *South African Qualifications Authority Act 1995, (Act No. 58 of 1995)* was gazetted (Inter-Ministerial Committee for Development Work, discussion document, 1996 : 17-18).

The Inter-Ministerial Working Group is now tasked with monitoring and helping to co-ordinate the development work on the NQF. This includes working towards the

determination of learning standards and quality assurance mechanisms, through a number of pilot projects being undertaken in the education and training fields. In so doing the Inter-Ministerial Working Group is facilitating an integrated approach to education and training and realising the primary goal of both ministers and the Government of National Unity.

The NQF is the vehicle that has been designed to make education and training more flexible, efficient, effective, and accessible. "The NQF sets the scene for South African education, training and development crossing the threshold. Ahead is a new and untested structure for overseeing the development and implementation of the NQF. Forthcoming work in the creation of Education and Training Quality Assurance bodies (ETQAs), National Standards Bodies (NSBs) and the subsidiary Standards Generating Bodies (SGBs) will be decisive to the ultimate effectiveness of the NQF" (SAQA Bulletin, Volume 1, Number 1, 1997 : 4).

## **2.11 THE NATIONAL QUALIFICATIONS FRAMEWORK** (See appendix 5: The National Qualifications Framework)

The NQF is indeed a framework, offering space for creativity and growth for education and training and is not merely a new set of directives and regulations emanating from Pretoria (SAQA Bulletin, Volume 1, Number 1, 1997 : 14). It consists of eight levels, divided into three bands, namely: a) the General Education and Training Band (GETC), b) the Further Education and Training Band (FETC), and c) the Higher Education and Training Band (HETC). The NQF also describes the types and titles of qualifications, as well the locations for learning. The SAQA have appointed a working committee to develop level descriptors, which will describe the requirements, regulations and rules for combinations for qualifications.

One of the most demanding aspects of an outcomes-based system is the problem of level-descriptors. The central concern is how to clarify, describe or illustrate the degree of skill,



depth of understanding or sophistication required at a given level (SAQA Bulletin, Volume 1, Number 1, 1997 : 14).

### **2.11.1 The Salient Features of the South African Qualifications Authority Act, 1995**

(See appendix 6 : South African Qualifications Authority Act, 1995).

The aim of the NQF is to unify qualifications in education and training based on set standards and set assessment procedures that are nationally recognised. Furthermore, the NQF aims to generate coherence across traditional divides of education and training and to allow articulation between previously fragmented and incoherent sectors and institutions. The NQF will also provide life-long learning opportunities by providing access to and progression through recognised qualifications for all learners. It also facilitates the transfer of credits across different modes of study and qualifications within the framework (HSRC, 1995 : 11).

The system outlined in the act contains three structural elements:

- The co-ordinating structure - The South African Qualifications Authority;
- Bodies registered by the South African Qualifications Authority to set standards in particular areas of learning, generally referred to as National Standards Bodies (NSB); and
- Bodies accredited by the South African Qualifications Authority to ensure that the standards set are in fact delivered. These bodies are generally referred to Education and Training Quality Assurance (ETQA).

The passing of the Act has cleared the way for the appointment of the South African Qualifications Authority to be appointed by both the Ministers of Education and Labour. The SAQA will be responsible for establishing the NQF and maintaining it. The SAQA Board will also grant formal recognition to standards setting bodies and quality assurance

bodies. “It is envisaged that the NQF will be developed and implemented on an inter-departmental basis, with fully consultative processes of decision making, including all government departments, education and training providers, and major stakeholders in education and training” (HSRC, 1995 : 9). Through the White papers on the Reconstruction and Development Programmes and Education and Training , in varying contexts, South Africans have begun to realise the inevitable concept that ideals in isolation are a thing of the past and that co-operation and collaboration are essential to accommodate the needs of constituencies.

Business sees the opportunities and challenges provided by the NQF as a means to become more globally competitive. Robinson (1981) quotes Mark Blaug (1970), who makes reference to the economics of education indicating that people with higher educational qualifications earn more income than those with lower educational qualifications, thus supporting the ‘*Human Capital Theory*’. Robinson comments further that “In essence the Human Capital Theory states that both the individual and nations will find it profitable to invest in education as such investment will increase skills and hence productivity, which in turn will generate wealth” (Robinson, 1981 :159). It is with this realisation that business has now begun to become more actively involved in partnership formation with education and other stakeholders. This partnership has been realised through the formation of the Institute for Partnership between Education and Business (IPEB). Organised labour sees the legislation as providing life-long learning opportunities for all those people whose access to decent and relevant education and training was denied or limited. Organised labour has also criticised the NQF, saying that it is inaccessible to the majority of people due to the highly specialised and technocratic language used to describe it. While this is constructive criticism, the notion of the NQF is complicated and requires a certain degree of technocratic and language usage. All role-players are therefore challenged to overcome this criticism through communication drives.

Labour has also criticised the notion of outcomes based education and training models in

terms of individual displays of competence (S.A. Labour Bulletin, Volume 20, Number 5, October 1996 : 28). For labour, the challenge is to begin to think creatively in developing unit standards which foster collective thinking and working. If this view were to be pursued, extensive and strategic research is required in terms of developing assessment instruments that measure collective thinking and working. This is the challenge that the NSBs and the SGBs face when developing and implementing unit standards. Labour also foresees false expectations arising as the skills development and career ladders are not necessarily linked; but argue that this problem could be overcome partially if grades and job definitions are defined in the process of developing NQF unit standards (S.A.Labour Bulletin, Volume 20, Number 5, October 1996 : 26).

These concerns may be addressed and solutions sought through the structures established by the SAQA. Education institutions, training institutions and non-governmental organisations, and all those involved are also in the process of determining how the NQF will affect their operations and how they may contribute and respond to the challenges and opportunities presented by the NQF. A number of sectors have begun working towards setting standards in education and training. The trends arising out of these pilot groups have been culled from the book “Ways of seeing the National Qualifications framework” (1995). These trends are:

- Alternative routes to qualifications are being provided, not just formal pathways;
- Processes for setting standards that remain relevant in a world of changing social, economic and cultural demands are being sought;
- Attempts to remove barriers to education and training opportunities are being made in order too give wider access to learning for all;
- Assessment is increasingly being integrated into the standards; and
- Learning pathways and recognised certification are emerging.

Two very strong trends are emerging:

- The need for all stakeholders to participate; and
- The focus on competence rather than ‘passing the examinations’ (HSRC, 1995 : 130 – 131).

It is thus envisaged that the NQF will never remain the same but will have to adapt to the needs of all the stakeholders it serves. It must also be understood that the NQF does not determine the integration of education and training, and it was never intended to do so.

The NQF is merely the framework to attach the qualifications to. The SAQA, together with its appointed bodies, the NSBs together with their SGBs and the ETQAs, are the appointed bodies to meet the aims of the SAQA Act, 1995.

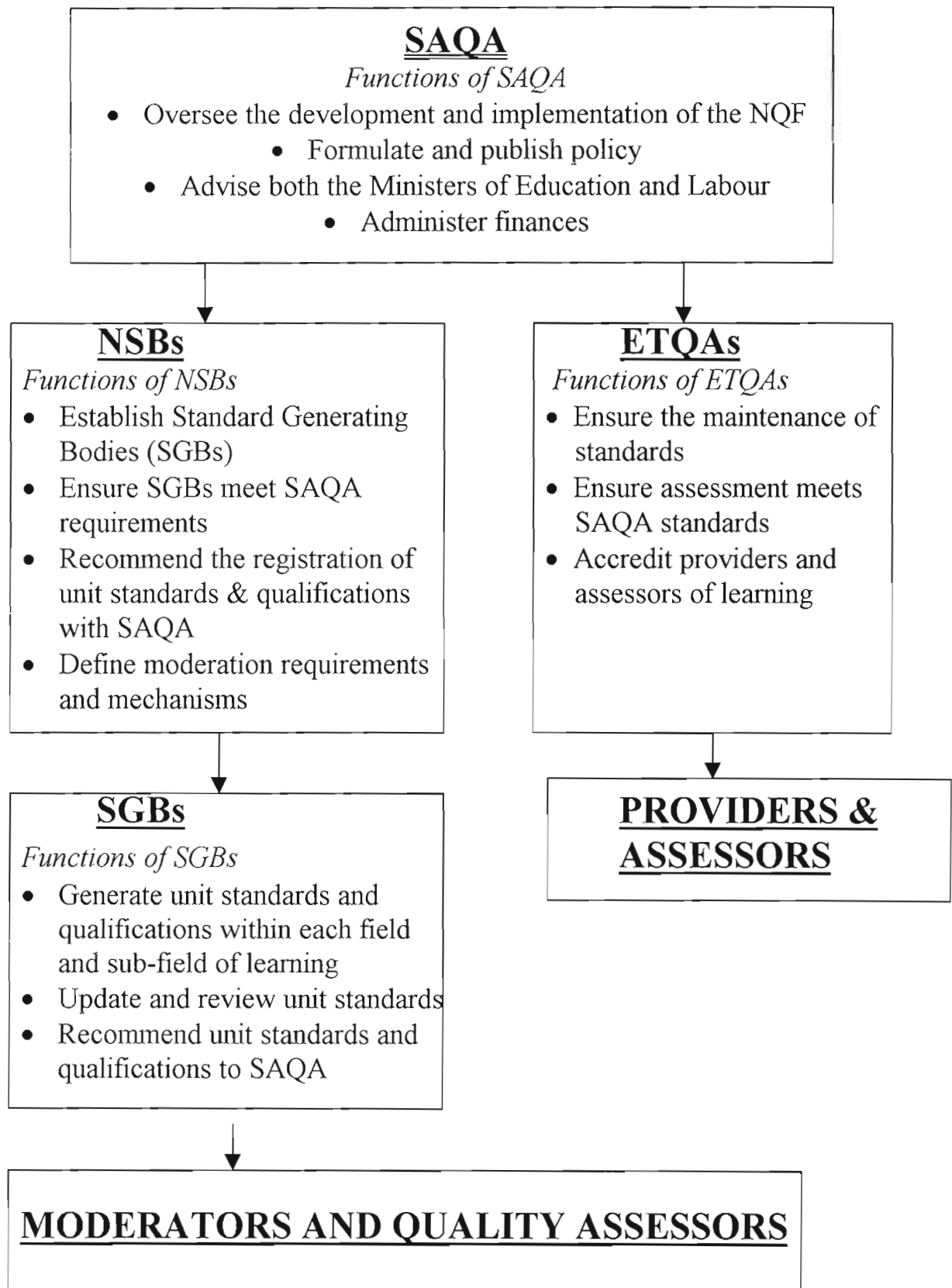
## **2.12 HOW WILL THE SOUTH AFRICAN QUALIFICATIONS AUTHORITY MEET THE AIMS OF THE SOUTH AFRICAN QUALIFICATIONS AUTHORITY ACT, 1995 ?**

The SAQA comprises a board of members, appointed by both the Ministers of Education and Labour, with a chairperson, executive director and supporting staff. It is important at this stage to emphasise the continuing participative, collaborative nature of the NQF.

It is the role of SAQA to create the disciplined space in which a multitude of collective and individual contributions to a flexible, diverse but coherent framework can be made. (SAQA Bulletin, Volume 1, Number 1, 1997 : 4).

### **2.12.1 The structure of the South African Qualifications Authority (SAQA).**

FIGURE 2.1: THE STRUCTURE OF SAQA



The SAQA has decided that each NSB and SGB will comprise a maximum of thirty-six representatives drawn from six categories. These categories are :

- a) Government (3 from Labour; 3 from Education);
- b) Organised Business (6);
- c) Organised Labour (6);
- d) Providers of learning (2 from each band on the NQF);
- e) Critical interest groups (6); and
- f) The community and learners (6).

(SAQA Bulletin, Volume 1, Number 1, 1997 : 11).

In terms of the act, the SAQA has the following essential functions:

- To oversee the development of the NQF in consultation with bodies to be nominated by the ministers of education and labour;
- To formulate and then publish policies and criteria for the registration of bodies responsible for establishing education and training standards and qualifications; and
- To accredit bodies responsible for monitoring the delivery of standards and to audit achievements in terms of such standards and or qualifications (HSRC, 1995 : 21).

### **2.12.2 What are National Standards Bodies?**

Robinson (1981) suggests that human understanding is shaped in particular experiences and cannot be understood if removed from these contexts. It is in this light that the emphasis of the National Standards Bodies is focussed upon '*Fields of Learning*'. Identifying and defining these fields of learning becomes crucial because the field of learning influences the way in which generic learning abilities are transformed into performance. It is in these fields of learning that the learner's world is shaped by unique

forces, social constructs and personal meaning. These fields of learning are never static and in reality these *boundaries* shift and change as the socio-economic, political , education and training paradigms change. Identifying and defining similarities and differences between these fields of learning, within which the National Standards Bodies will be established are summarised below.

### 12 Fields of Learning and 42 Sub-Fields of learning.

The SAQA has identified 12 organising fields of learning and 42 sub-fields of learning (SAQA bulletin, Volume 1, Number 1, 1997 : 8). These are intended to enable the standard setting process and do not pretend to define fields of learning, as there are clearly overlaps between fields. The 12 organising fields of learning, together with the 42 sub-fields are listed below.

FIGURE 2.2: FIELDS AND SUB-FIELDS OF LEARNING

<b>FIELDS OF LEARNING</b>	<b>SUB-FIELD(S)</b>
1. AGRICULTURE AND NATURE CONSERVATION.	1.1 Agriculture and nature conservation. 1.2 Nature conservation. 1.3 Horticulture.
2. ARTS AND ARTISTIC CRAFTS	2.1 Visual arts. 2.2 Performing arts.
3. BUSINESS, COMMERCE AND MANAGEMENT SCIENCE	3.1 Financial 3.2 Administration 3.3 Commercial practice 3.4 Property 3.5 Marketing 3.6 Leadership, management and supervision

4. COMMUNICATION SCIENCE AND LANGUAGES	4.1 Communication 4.2 Languages
5. EDUDCATION, TRAINING AND DEVELOPMENT	5.1 Education 5.2 Training and development
6. MANUFACTURING, ENGINEERING & TECHNOLOGY	6.1 Design, construction and maintenance 6.2 Production and manufacturing processes 6.3 Mobile equipment and material handling 6.4 Mining and minerals processing 6.5 Computer science and information technology
7. LAW, MILITARY SCIENCE AND SECURITY	7.1 Law 7.2 Military science and security
8. HUMAN AND SOCIAL STUDIES	8.1 Histories 8.2 Geographic and economic 8.3 Individuals and societies 8.4 Religions 8.5 Marketing
9. PHYSICAL, MATHEMATICAL, COMPUTER & LIFE SCIENCES	9.1 Pure and applied mathematics 9.2 Physical, computer and life sciences
10. HEALTH SCIENCES AND SOCIAL SERVICES	10.1 Medicine and health 10.2 Sport and recreation 10.3 Food and nutrition 10.4 Fire and safety
11. SERVICES	11.1 Hospitality and tourism 11.2 Beauty technologies 11.3 Publishing and book binding 11.4 Archiving and information storage



	11.5	Wholesale and retail
	11.6	Product manufacture
12. PHYSICAL PLANNING	12.1	Physical planning
AND CONSTRUCTION	12.2	Construction
(SAQA Bulletin, Volume 1, Number 1, 1997 : 8).		

The SAQA will establish a number of NSBs within these fields of learning. Each NSB will compromise all legitimate stakeholders (comprising the 6 categories listed under 2.12.1 above), and would be tasked with recommending qualification standards and writing and reviewing unit standards for its field of learning. It is anticipated that given the difficulty of making such choices for inclusion into the NSBs, only nationally recognised and organised interest groups will be favoured. Those who do not get to sit on these NSBs would have the right to comment on standards generated - both within the generation phase as well as during the comment phase when these draft standards are made public. Nominations for NSBs, to be established in terms of section 5 (1) (b) (I) of the SAQA Act (Act Number 58 of 1995) must be forwarded to the Executive Officer, SAQA (Government Gazette, 25 April 1997, number 17936 : 32).

### **2.12.3 What is Education and Training Quality Assurance?**

The credibility of credits and qualifications are entirely dependent on the assurance that agreements reached within the NQF are being implemented. The principle role of ETQA is to ensure the maintenance of standards and quality. To be accredited by the ETQA bodies, providers and other bodies would have to demonstrate '*competency in the area of expertise, capacity to carry out accreditation, and the ability to be sufficiently representative for the constituency that it serves*' (HSRC, 1995 : 22).

Within the working groups, there appears to be agreement on two ‘categories’ for Education and Training Quality Assurance:

- Provincial authorities for schools and Adult Basic Education and Training; and
- Sectorial bodies such as industry training boards, in collaboration, at the higher levels, with the relevant professional bodies and at the lower levels, with the provincial authorities for Adult Basic Education and Training.

ETQAs fulfil one, two, or three of the following functions:

- In all cases, ETQAs verify that the assessment of learners is carried out in terms of the standards drawn up by the NSBs;
- Where multiple examining authorities assess against the same standards, the moderators will carry out a modification function, which ensures that assessment is fair and consistent across all examining bodies. ETQAs may act as moderators or may themselves be subject to moderation;
- ETQAs may accredit individual providers to deliver quality learning, which leads to assessment against the national standard; and
- At the higher education and training levels, individual providers may be accredited as ETQAs and carry out all three functions, subject to some form of external moderation arrangements (HSRC, 1995 : 22-23).

#### **2.12.4 How are these structures integrated ?**

The publication “Ways of seeing the National Qualifications Framework” (HSRC 1995) introduces some aspects on the integration of all functions. These are summarised as follows:

- The NQF is the facilitation mechanisms for achieving a coherent system of education and training and for publicly registering quality and unit standards;
- NSBs are competent and representative organisations, which recommend qualifications and set unit standards at credible levels;
- ETQAs will ensure that assessment is carried out in accordance with the standards as they have been identified by the NSBs; and
- The SAQA ensures the maintenance of the NQF, that the NSBs and the ETQA are competent to perform their respective tasks, and that this is an ongoing process (HSRC, 1995 : 23).

Karodia (1995), in a paper entitled 'Educational Management Post-Apartheid-The Key Challenges', alludes to the fact that in its struggle for a truly democratic education and training and development system, the SAQA, through the NQF, has strived to promote stakeholder participation in the evolution of all policies, practices and products in education and training and development. This is in response to the many criticisms of apartheid education and training, and a response to the calls to build a post apartheid education and training system where "all stakeholders and interest groups should have the opportunity to participate in policy formulation, monitoring and development in a way consistent with efficient educational management and administration" (Karlsson, Pampallis and Sikhosana, 1994 : 17). Indeed this is what the SAQA attempts to achieve.

### **2.13 THE IMPACT AND INFLUENCE OF THE NATIONAL QUALIFICATIONS FRAMEWORK ON BUSINESS**

The NQF is going to affect the way business and industry designs, develops, implements, facilitates, manages, assesses and evaluates learning. The NQF has introduced a new dimension to learning in South Africa. The incoherent and fragmented education system is poised to undergo a radical transformation in appearance and philosophy.

In the past, emphasis was on inputs (when one learns, where one learns and how one learns). These phenomena acted either to energise or retard peoples learning. For the 'white elite' who had access to the best what, where and how phenomena in education, life-long advantage was set in motion. For the majority of the population in South Africa however, the what, where and how phenomena in their education and training was sadly missing or lacking. This further supported and enforced the political agenda of the government, causing life-long disadvantages for those victims in the system, and maintained social stratification in South African society.

The SAQA Act, 1995, has been promulgated and the SAQA Board members have been appointed. A number of pilot projects have been tasked to explore the process of standards writing, developing outcomes based qualifications and testing relevance at different levels on the NQF. Twelve organising fields of learning have been identified, together with forty-two sub-fields.

The implementation of the NQF by the SAQA will present all stakeholders and role-players a *window of opportunity and challenge* in terms of the way organisations design, develop, implement, facilitate, manage, assess and evaluate learning. The road to this journey has been mapped but the route remains unexplored. This route will undoubtedly have many twists, blind rises and up-hills, and will have to be negotiated and explored by pioneers committed to this journey. As the captains of business and industry set sail on this journey, the depths of this ocean will have to be sounded.

This will require a paradigm shift: *a shift from competition to co-operation, from isolation to collaboration, and from fragmentation to integration.* For far too many years people have wandered through educational mazes of detours and dead ends, and have been registered on educational paths that often only realised a cul-de-sac. For business and industry to meet the challenges and opportunities presented by the NQF, strategic planning, development and design of all education and training and development

within their operations is needed.

Extreme care should be taken within industries, business and organisations to ensure that *strategy* is before *structure* in all education, training and development. With this revolution in education and training and development in South Africa, business, industry and organisations are suddenly in the spotlight to ensure their education, training and development programmes are aligned to the NQF to ensure national recognition.

## **2.14 CHALLENGES AND OPPORTUNITIES FOR BUSINESS AND INDUSTRY**

As the implications of the NQF become more apparent, business and industry face many challenges and are also presented with many opportunities to translate into practice the vision of the Government of National Unity.

### **2.14.1 Challenges facing business and industry.**

- Paradigm shift in learning

The very nature of business and industry in South Africa is often a struggle for position and sometimes survival through competition, competitive edge strategies and productivity. The emphasis of any learning within such environments has traditionally been narrow in vision with a streamlined focus on tasks, skills and knowledge to satisfy on-job requirements. For many years business and education had their own agenda and were generally very wary of each other. Business and industry viewed education as ‘failing’ to supply ‘employable’ people. Once employed, business, generally, had to embark on some form of education and training to satisfy this deficit. Education on the other hand saw education as being separate from training and generally did not want interference from business.

The NQF has opened many opportunities and avenues for learning previously neglected or ignored. This paradigm shift in learning has presented business and industry with the challenge to jointly develop an integrative learning experience for all people through participation with all stakeholders on the NSBs within fields of learning.

- Shift from social responsibility ‘learning programmes’ to meaningful learning programmes

In the past many organisations embarked on social responsibility learning programmes for their employees, families and sometimes the community. While the intention was charitable, the outcomes of these learning programmes were often inferior to the formal programmes on offer. This was due to a number of reasons, including:

- That the education and training systems at the time were fragmented and incoherent, and there was no formal framework in place to recognise such programmes; and
- In some instances business and industry felt obliged to embark on such social responsibility programmes to ease their conscience. What mattered was that they embark on some programme, and not whether the programme was meaningful, transferable and recognisable.

The challenge now is that business and industry realise the importance of the NQF. Business and Industry should also realise that it is not in their best interest to distance themselves from the design and development stages of the learning process. For too many years, business and industry have accused education with the acquisition of irrelevant and non-transferable education. Business now has the opportunity to contribute towards the outcomes of learning to ensure relevancy, portability and continuity in the learning process. This will require that business and industry become involved in the NSBs for

their fields of learning, through the writing of unit standards.

The wider the range of stakeholders the more general and generic they will have to be.

This will benefit business and industry as it will enhance their ability to contextualise the material to suit their specific needs and to ensure their competitive advantage.

- The notion of integrative qualifications

“In an integrated education and training system policies, institutions and delivery systems – and the process of planning and management itself – must be driven by the overriding objective of democratising society, and of enhancing efficiency in a context of equity and development” (Motala and Karlsson, 1994 : 9). This is reinforced through the objectives of the NQF, which are to create an integrated national framework of learning, whereby access, mobility and progression are key objectives. Through these objectives, the NQF hopes to contribute to the full personal development of each learner and the social and economic development of the nation at large (SAQA Bulletin, Volume 1, Number 1, 1997 :5).

It has been said that the highest level of any learning is application, and for many years business and industry, while acknowledging people’s qualifications, have not really seen the outcomes of those qualifications being applied in practice. In the past, assessment of educational qualifications have been in isolation. Not only has the content of the curriculum been in question but the method of assessment has always been isolated from the workplace.

The notion of integrative qualifications will change all of this. No longer may a qualification be obtained for one particular learning category. The diagram (appendix: 8), seeks to explain and describe this notion of integrative qualifications.

Qualifications will be ‘positioned’ on the NQF for national recognition at predetermined levels, within particular fields of learning. The qualification will have to be described by means of a ***broad statement of competence***. Each qualification must ***encompass three categories of learning***. ***Integrative assessment*** of all these categories of learning will occur within a particular field of learning.

Within each ***category of learning***, certain ***competencies*** will have to be identified. Each of these competencies will be sub-divided into ***capabilities***. For each capability, ***unit standards*** will have to be written. Integrative assessment asks if the learner is able to combine all capabilities into competent performance. Performance indicators are sought to tell the assessor that the learner is able to combine all capabilities into competent performance. Unit standards are written for each capability identified. The focus of these capabilities may be very broad or very narrow, depending on the circumstances. Clusters of these capabilities ensure competence within each category of learning.

#### **2.14.2 The structure of a qualification** (See Appendix 7: Criteria for the Registration of Qualifications, and Appendix 8: The Structure of a Qualification).

Arguably, the most urgent matter for the SAQA is the clarification of the construction of qualifications. The question of the rules of combinations of credits to make up a qualification at a particular level on the NQF is controversial. At one end of the ‘spectrum’, there are those who argue for a ‘free-market’ approach with no rules of combinations at all. At the other end, critics of this view believe that ‘free’ accumulation of credits could lead to individuals finding themselves with pointless collections of credits, while providers would be left without direction, with no linkage to the high priority needs of society and the economy (SAQA Bulletin, Volume 1, Number 1, 1997 : 14).

The situation is complicated even further by the gatekeepers and existing regulations and



requirements at different levels. Extreme care is needed to ensure that all qualifications are harmonised without being forced to relinquish their distinct identities. In terms of the new structure for a qualification, the qualification should have a broad ‘over-riding’ statement of competence, which will identify the integrated demonstration of capabilities in continuous activity within a specific context. Furthermore, the qualification will have three distinct learning categories. These categories are:

♦ FUNDAMENTAL

This could be described as ‘foundational learning’, like language, communications, mathematics and science, etc.

♦ CONTEXTUAL

This could be described as ‘general or core learning’, like health and safety, social studies, environmental studies, industry studies, community studies, and human rights, etc.

♦ SPECIALISED OR ELECTIVE

This could be described as ‘specific learning’, like work related knowledge, skills and abilities.

The qualification will be assessed by means of ‘integrative assessment’. This is the process of ensuring that the purpose(s) of the qualification is achieved. Such assessment shall use a range of formative and summative assessment methods such as portfolios, simulations, *in situ* work-place assessments, written and oral examinations (SAQA Bulletin, Volume 1, Number 1, 1997 : 16). In addition to the above, a qualification shall comply with the criteria for the registration of qualifications (Appendix 7).

Categories of learning were identified by the National Department of Education’s directorate of adult basic education, as well as the Minister of Labour’s National Training Board. Both initiatives identified these categories of learning. The South African

Qualifications Authority will overlay a requirement of *'life-long learning'* on all qualifications. Therefore issues of integration, progression and *'learning to learn'* will need to be shown in all qualifications. Entrenched within this notion is that no longer will a qualification be seen as a *'single purpose'*, e.g. Training simply to become an electrician or welder. Rather, all qualifications will be *'dual purpose'*, e.g. In training to become an electrician or welder, a person will acquire the basis for further learning (HSRC, 1995 : 67).

#### **2.14.3 Where to get a qualification? (See Appendix 9: Where to get a qualification?)**

The NQF has opened up many new avenues for obtaining qualifications. Prior to the promulgation of the SAQA Act, 1995, qualifications could only be awarded by formal learning institutions for recognition. Even then, one was not always assured of national recognition since there was no nationally recognised framework for qualifications.

The promulgation of the SAQA Act, 1995 has not only opened up new avenues for obtaining qualifications, but has also opened up new ways of obtaining qualifications. This is captured in the FUNDA learning journey booklet with the phrase “ You can learn in many different ways and at many different places” (FUNDA Learning Journey Booklet, 1997 : 6). Implicit in the SAQA Act, 1995 and the NQF is the notion of **'Life-Long Learning'**. This concept may mean different things to different people, and it is worthwhile examining some interpretations of this concept.

#### The concept of life-long learning

In an article appearing in Open Learning Newsletter (1995 : 6), the European life-long learning initiative (ELLI) defines life-long learning as “the development of human potential through a continuously supportive process which stimulates and empowers individuals to

acquire all the knowledge, values, skills and understanding they will require throughout their lifetimes and apply them with confidence, creativity and enjoyment in all roles, circumstances and environments”. At a ‘Life-long Learning Conference’ held in Midrand on 2 October 1995, Professor Maughan Brown differentiated this term from other terms, such as ‘life-long education’ (which is more formal learning and implies a teacher), ‘continuing education’ (which reinforces the status quo, implying an initial bout of education which can then be continued), and ‘recurrent education’ (implying a staccatoed interruption and recurrence of learning), as being the term which places the learner at the centre of the learning process). (South African Institute for Distance Learning, Open Learning Newsletter – through distance learning, Volume 1, Number 4, 1995 : 6).

Ian Parkes, offers the view: “the concept of life-long learning is a million miles away without proficiency in basic core skills” (Insight magazine, 1996 : 6). He goes on to add, “our thinking on core skills extends beyond basic literacy and numeracy to include communications, information technology skills and the area we define as informacy” (Insight magazine, 1996 :8). The SAQA have identified these core skills as ‘cross-field critical outcomes’ and are to be included in all learning under the SAQA Act, 1995. The seven critical outcomes are:

1. Identify and solve problems in which responses display that responsible decisions using critical and creative thinking have been made;
2. Work effectively with others as a team, group, organisation and community;
3. Organise and manage oneself and one’s activities responsibly and effectively;
4. Collect, analyse, organise and critically evaluate information;
5. Communicate effectively using visual, mathematical and/or language skills in the modes of oral and/or written presentation;
6. Use science and technology effectively and critically, showing responsibility towards the environment and the health of others;
7. Demonstrate an understanding of the world as a set of related systems by recognising

that problem-solving contexts do not exist in isolation.

These are to be included in all learning to ensure the quality of education and training, the acceleration of redress of past discrimination in education and training and employment opportunities, thereby contributing to the full personal development of each learner and the social and economic development of the nation at large (SAQA Bulletin, Volume 1, Number 1, 1997 : 6).

Some avenues for obtaining qualifications are identified in the FUNDA Learning Journey Booklet (1997 : 6).

- **FORMAL PROVIDERS**

Through places like schools, technikons, universities, colleges, and research/professional institutions to name a few.

- **INFORMAL PROVIDERS**

Through places like churches, non-governmental organisations, union-based learning and Reconstruction and Development Programmes .

- **INDUSTRY AND BUSINESS PROGRAMMES**

Industry and business, within the 12 fields and 42 sub-fields of learning, may develop, register, implement, assess, evaluate learning programmes and/or qualifications and issue such qualifications.

- **RECOGNITION OF PRIOR LEARNING**

People may now be awarded credits of learning from life experiences, like: farming, selling, welding, building, baking and being a leader to name a few. This supports the life-long learning principle that ‘people learn all the time, in many different ways and at many different places’, and if assessment of this learning complies with both the national standards and the quality assurance of those standards, then either credits towards a full qualification or the full qualification will be awarded.

From the above, it is clear that the NQF has opened up many new avenues for learning for all the people of South Africa.

## **2.15 SUMMARY**

In this chapter the researcher has attempted to situate the subject of the study within a broad theoretical and practical perspective drawing exclusively from the South African context. This was done purely in view of the newness of the whole concept of the SAQA Act, 1995 and the NQF. In the first instance an attempt was made to examine all the forces and factors affecting education, training and development in South Africa. The researcher then went on to present the development of training and development from 1980 to present, which included a study of the provision of education, training and development within the automobile industry.

The researcher then examined technical and vocational education provision, both within schools and other institutions and the involvement and influence of business and industry in technical and vocational education. An examination of the principles and concepts of the SAQA Act, 1995 followed, which included the implementation strategies and structures of the SAQA. Finally, the researcher focused on the impact, challenges and

opportunities of the NQF on the automobile industry.

In the next chapter the researcher sets out the design of the study and the approach used in the construction of the questionnaire. An attempt is also made to describe the population of the study and the techniques employed in the gathering of the data. Details concerning the analysis of the data are also provided.

## **CHAPTER THREE**

### **RESEARCH DESIGN AND PROCEDURES**

#### **3.1 INTRODUCTION**

The last seven years has seen education and training come under some severe criticism and major attempts to redress the historical imbalances of the past. These initiatives have had both national and international influences. The vast majority of these initiatives were initiated through the efforts of various labour movements. The provision of education and training, especially in business and industry programmes was seen to be sadly lacking in terms of relevance to the world of work, and equipping people for life. As a result, the immediacy of the problem resulted in the establishment and development of the SAQA Act, 1995. It remains to be seen exactly how this Act will be implemented within the 12 fields of learning, identified by the SAQA Act, 1995.

It is the researcher's view that most of the organisations in the automotive industry will not become trendsetters in terms of 'operationalising' the principles of the NQF. It is also the researcher's view that, like most other businesses and industries in South Africa, the organisations in the automotive industry will wait for guidance from their respective industry training boards in terms of implementing the NQF, and not grasp the competitive edge of becoming trendsetters in the industry.

It is in this context that the broad aims and objectives of the research project of this dissertation are located. With so many competitive advantages being presented to organisations, there is an urgent need for such organisations to begin strategising their operations to leverage the most out of the NQF.

This chapter sets out the design of the study and the approach used in the construction of the questionnaire. The chapter primarily focuses on the following:

- A description of the population on whom the study is based;
- A description of the contents of the questionnaire, and the rationale for the questionnaire items;
- The techniques employed in the gathering of the research data, and the analysis thereof ; and
- A discussion of the merits and demerits of the questionnaire in the research.

### **3.2 THE RESEARCH DESIGN**

The design of this study has been influenced by the central assumption that appropriate knowledge of the Act and management and leadership skills are necessary to implement the guiding principles of the NQF within organisations, institutions and sectors. An additional assumption, in keeping with the widely held view that educational provision has to be relevant to the needs of those it is intended to serve and that active participant involvement is necessary in the educational process, is that business and industry work closely with the NSBs for their particular fields of learning. It is further assumed that business and industry need to be accountable to their employees and customers that all learning within those organisations is nationally relevant and recognised.

In so far as this study is concerned, Good (1963 : 244) affirms that it may be categorised as being descriptive. The survey (Black and Champion, 1976 : 84) was chosen for the investigation. Data was obtained by way of a questionnaire.



### **3.2.1 The Population or Universum**

The population of organisations within the Automobile Manufacturing Industry and Education Training Board (AMIETB) was chosen for the study. The decision to concentrate on the automobile industry was prompted by three factors:

1. In the first instance, the population was readily identifiable.
2. Secondly, sufficient resources, including time and money, were available to include all organisations within the automobile industry, thus eliminating sampling errors.
3. Finally, the researcher's own involvement in the automobile industry, facilitated co-operation with the organisations functioning in this industry.

### **3.2.2 Representativeness of the Sample**

Best and Khan (1986 : 16) point out that “the ideal sample is large enough to serve as an adequate representation of the population about which the researcher wishes to generalise and small enough to be selected economically – in terms of subject availability, expense in both time and money and complexity of data analysis”. These parameters, in the research conducted, were adequately catered for in the context of the automobile industry, to the extent that the total univesum, or population, was the sample. This is particularly significant and advantageous to the research project for, as Best and Khan (1986 : 17) point out:

- The larger the sample, the smaller the magnitude of sampling error;
- Survey type samples should preferably have larger samples than needed in experimental studies

All these factors have, in a significant way, influenced the research project. Consequently, it is reasonable to say that the population characteristics will be represented essentially to the degree that they exist in the population (Drew, 1980 : 107-108).

### **3.3 DATA COLLECTION**

The target population had a wide geographical spread. Personal contact with every organisation would have necessitated a considerable amount of time and expense. Data for this study was therefore gathered by means of postal questionnaires, which could be self – administered. The majority of writers on research in education, and in the social sciences, are in agreement that the postal questionnaire is the best form of survey in carrying out an educational enquiry (Fox, 1969 : 548; Drew, 1980 : 229; Best and Khan, 1986 : 166; Cohen and Marion, 1989 : 110). Given the usual constraints over finances and resources, postal questionnaires prove to be a viable way of carrying out such an enquiry.

### **3.4 THE QUESTIONNAIRE**

#### **3.4.1 Advantages and Limitations of the Questionnaire**

As a method of data collection the questionnaire has numerous advantages. According to Black and Champion (1976 : 384), these include the following:

1. It is less time consuming than the interview and is therefore far more economical.
2. It can be completed at leisure and a broader spectrum of views obtained.
3. The administration and scoring of the questionnaire is not complex.
4. It facilitates the eliciting of responses to controversial issues.

Best and Khan (1986 : 175 – 176) point to the following, which can be considered as essential characteristics of a good questionnaire:

1. It deals with a significant topic, one the respondent will recognise as important enough to warrant spending his or her time on.
2. It seeks only that information which cannot be obtained from other sources such as census data.
3. It is as short as possible, and only long enough to obtain the essential data.
4. It is attractive in appearance, neatly arranged and clearly duplicated or printed
5. Directions for a good questionnaire are clear and complete. Important terms are defined. Each question deals with a single idea and is worded simply and is as clear as possible. The categories provide an opportunity for easy, accurate and unambiguous responses.
6. The questions are objective, with no leading suggestions as to the responses desired.
7. Questionnaires are presented in good psychological order, proceeding from general to more specific responses.
8. It is easy to tabulate and interpret. If computer tabulation is to be used, it is important to designate code numbers for all possible responses to permit easy transference to a computer programme's format.

In designing the questionnaire for the study, the researcher has taken account of all these considerations. Following the recommendations of Cohen and Manion (1989 : 112), a brief note was added at the end of the questionnaire thanking the participants for their responses, and soliciting an early return of the questionnaire.

Despite the numerous advantages the questionnaire has to offer as a means of data collection, researchers have often pointed to several disadvantages of this method of investigation. Ary, Jacobs and Razavich (1972 : 169) list the following shortcomings of these questionnaires:

- The problem of adequate coverage if the questionnaire is to be of reasonable length;
- The question of appropriately analysing data obtained in the unstructured part of the questionnaire, the 'limitation' of qualitative analysis; and
- Often the returns are low and therefore it is not always possible to make genuinely valid generalizations.

Notwithstanding these suggested limitations, the researcher has taken cognisance of these factors for conducting research in education and has proceeded in a way so as to maximise the response rate to the questionnaire used.

### **3.4.2 Questionnaire Development**

Various drafts of the questionnaire were constructed with the objective of establishing vital aspects of the available resources within organisations, which would be directly related to the operationalising of the principles of the NQF. This was achieved through the writer's own relationship with all the organisations in the automobile industry. Numerous discussions were conducted with colleagues from all organisations and their suggestions noted.

A draft of the questionnaire was then subjected to a pilot study and this was followed by further editing, revision and consultation with key personnel in the automobile industry. Finally the questionnaire used in this survey was designed.

### **3.4.3 The Pilot Questionnaire**

Copies of the draft questionnaire were sent to the training and development managers of two organisations in the automobile industry. These two managers are part of current

national pilot projects on the NQF, and in the researcher's view have considerable expertise and experience, which proved useful for the research project.

The purpose of pre-testing the questionnaire was two-fold; firstly, the researcher wanted to detect any possible ambiguity in wording and concepts, and secondly, to invite comment on any aspect of the questionnaire in the context of their own praxis. The questionnaire used was drawn up by the researcher and his supervisor, and was not an adaptation of any existing questionnaire. It was reported by the organisations that the questionnaire took an average of twenty-five minutes to complete.

#### **3.4.4 Questionnaire Objectives**

The questionnaire was specifically designed to elicit the views of training departments in the automotive industry with regard to the impact of the NQF on their business. The objectives of the questionnaire, therefore, in the context of the present research were to:

- Determine the anticipated impact of the NQF on learners, learning, organisations, industries and sectors;
- Establish the strategies and structures, including the policies, practices and procedures, of the organisations to implement the guiding principles of the NQF; and
- Ascertain procedures of financial and personnel controls and provision and their management within their organisations.

Additional objectives of the questionnaire included:

- An identification of the organisations understanding of the NQF;
- The possibilities of organisations within the automobile industry engaging in collaborative work;

- The establishment of details with regard to communicating the NQF to employees in this industry;
- A listing of areas of concern in which these organisations function; and
- An attempt to determine to what extent these organisations would become actively involved in the NQF.

### **3.4.5 Questionnaire Content**

The questionnaire (see Appendix 2) consisted of a covering letter and the following main sections:

1. General Information
2. The SAQA Act, 1995
3. Organisational and Educational Management.
4. Other

SECTION 1: (general information) made provision for specific organisational details, namely, name of organisation and person completing the questionnaire, and a description of the organisation's decision making structures, projects and programmes. An attempt was also made to solicit the views of organisations on whether they believed it was important to become part of the NQF. This section also required respondents to indicate their specific areas of educational provision, their total staff complement and the fields of learning most relevant to their operations. Provision was also made to determine whether the organisations had properly constituted boards of management or trustees and a written constitution.

SECTION 2: This section was designed with the specific intention of determining the organisations awareness of the NQF and its impact upon learners and learning within their organisation. The section also determined what other organisational activities would be linked to the NQF. Finally, the section tried to solicit whether the notion of possible conflict between international competitiveness and redress is a reality in the automotive industry.

SECTION 3: This section was specifically designed to establish each organisation's organisational and educational competency level. Two areas were researched.

- Educational management
- Organisational leadership

For each of these areas of management concern, several statements were provided. Respondents were required to indicate their competency levels on a four – point scale. Provision was also made for a 'not applicable' response. Alongside all responses, further provisions was made for the organisations to indicate whether they would , or would not, benefit from assistance in regard to the issues raised in each statement. A total of 13 statements were provided.

SECTION 4: This section allowed for the respondent to add any other information that he or she felt was relevant to the NQF, that may not have been covered in the questionnaire.

### **3.5 PROCEDURES FOR DATA COLLECTION**

Apart from the design of the questionnaire, Cohen and Manion (1989 : 112 – 114) maintain that there are several additional factors that maximise the response rate of postal questionnaires. These are:

- The initial mailing;
- The covering letter;
- The follow – up letters; and
- Incentives.

The researcher followed the following procedures, recommended in initial mailing:

- The use of official envelopes, typed and addressed to a named person;
- Use of first class postage, stamped rather than franked; and
- Provision of a first class, stamped, self-addressed envelope for the respondent's reply.

The covering letter, on the official letterhead of the University of Durban-Westville, indicated the objectives of the research project, its importance, an assurance of confidentiality and a request to reply. In addition, respondents were advised that any section of the questionnaire could be left blank if they felt that they did not feel obliged to respond. Of the factors that Cohen and Manion (1989 : 112 – 114) discuss in order to maximise response levels, the follow-up telephone call has been shown to be most productive. The response to the two follow-ups is as follows

<u>Response</u>	<u>Questionnaires</u>	<u>Number Returned</u>	<u>Response Rate</u>	<u>Cumulative</u>
1.Original Dispatch	7	3	42.86%	42.86%
2.First Follow- up	0	0	0%	42.86%
3.Second Follow-up	0	1	14.28%	57.15%



An additional factor in maximising response rates is that of incentives. The researcher did not use any incentives other than to offer to share the outcomes of the study with the respondents, if they so desired.

Bearing this in mind, the questionnaire and covering letter (Appendix 1) were dispatched to all seven organisations in the automobile industry. The covering letter, addressed to the training and development manager of those organisations, conveyed information about the survey and provision was made for any member of the organisation to respond. Completed questionnaires were to be returned in the provided self-addressed, stamped envelope.

Three weeks after the initial mailing of the questionnaires, a follow-up telephone call was made to the organisations that had not responded. By the due date, when the researcher proposed finalising the computation of all the information, 4 questionnaires had been received from a possible 7 organisations, representing a 57% response rate. There was a non-response from 3 organisations, representing 43% of the sample.

### **3.6 DATA PROCESSING AND ANALYSIS**

Before data-reduction, that is, coding data in preparation for analysis, the questionnaires were edited by the researcher to identify and eliminate errors made by respondents. Moser and Kalton (1977 : 411 – 412) stress the following as central tasks to effective editing:

- **Completeness:** Questionnaires were carefully scrutinised to ensure that there was a response to every closed question. Where this was not done the ‘not applicable’ section was also checked.

- Accuracy: Where possible, a check was made to ensure that all questions were answered accurately. Inaccuracies due to carelessness or a failure on the part of the respondents to understand instructions were rectified.
- Uniformity: A check was made to ensure that all respondents interpreted instructions uniformly.

### **3.7 SUMMARY**

The research methodology and procedures employed in this study were explained in this chapter. The reasons for including the population and not the sample, were presented. An attempt was made, at the same time, to explain how the population was identified. Data collection was the next major focus of the chapter. A detailed discussion of the questionnaire emphasised :

- The advantages and limitations of the questionnaire as a research method;
- The procedures used in the development of the questionnaire;
- It's objectives; and
- A discussion of its contents.

Finally, the procedures for data collection, data processing and data analysis were explained.

In the next chapter an attempt is made to analyse the data obtained from the study. Included in this chapter are critical observations and comments relating to the analysis of the questionnaire and discussions held with management of these organisations in the automobile industry.

## CHAPTER FOUR

### ANALYSIS OF FINDINGS

#### 4.1 INTRODUCTION

The SAQA Bulletin, Volume 1, Number 1 (1997 : 2) stresses that “throughout South Africa, practitioners, managers and decision makers in education, training and development are starting to plan within the framework of the emerging requirements and structures of the NQF”. It is not surprising therefore that the automobile industry, like many other industries, is making plans to begin the process of aligning all education, training and development with the SAQA Act, 1995.

The development, and subsequent promulgation of the SAQA Act, 1995 , cannot be criticised for its validity in addressing, in principle, the past ills in education and training and development in South Africa, since the intention of the Act is to bring about transformation in education, training and development. The make-up of all the role-players who have had input into the Act can also not be criticised for excluding all the role-players. As the SAQA bulletin, Volume 1, Number 1 (1997 : 2-3) points out, 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 concerned with promoting equity and redress, some productivity and economic competitiveness and others quality in learning *per se*.

They all realise however that equity, productivity and quality are tightly interwoven and they all 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.

The need for national standards for education, training and development in South Africa grew in the late 1980s. A range of influences stimulated this. These include:

- The major changes in our society required new ways of organising all institutions, to establish a working democracy;
- The growing awareness of the bankruptcy, inefficiency and irrelevance of much education, training and development;
- The need to create the competencies needed in a technologically demanding, competitive global economy with rapidly changing forms of work;
- Frustrations caused by complex and disarticulated systems of certification created artificial barriers to progress in learning and work;
- Programmes were lacking in direction, purpose and status and therefore failed to provide substantive benefits for learners; and
- Demands for greater modern relevance and accountability in education, training and development (SAQA Bulletin, Volume 1, Number 1, 1997: 3)

Although never overtly acknowledged, the automobile industry was, and still is, plagued by the same symptoms listed above. In discussions with both managers and organised labour in the automobile industry, both agree with and support the concept of transparent national standards for education, training and development, understood as specific descriptions of learning achievements agreed on by all the major stakeholders in particular areas of learning. They further support the notion that standards are housed within a qualification framework designed to promote life-long learning, integrate education and training, recognise learning gained outside of formal institutions and allow for flexible, portable credits and qualifications.

This part of the research therefore examines some of those issues that go to the root of 'operationalising' the NQF within the automobile industry in South Africa. An important paradigm shift in education, training and development in South Africa, is the move from

when, where and how one learns, to what, why and if one has learnt. This is particularly significant in the shift in focus from the historically paternalistic approach of the 3 Rs to clearly defined outcomes of learning, clearly defined and contextualised, to alleviate the plight of the masses of functionally illiterate and innumerate, under-educated, uneducated and semi-skilled people in South Africa.

Organisations and institutions can no longer afford to manage their education, training and development on an ad- hoc basis by 'knee – jerk' reactions to stimuli. Rapid transformation in education, training and development has created a vinculum between **strategy** and **structure**. The immediate response to the legislative requirements of certain Acts and Bills affecting learning is to put the necessary structures in place to comply with such legislation. A word of caution, however, is to put strategy before structure, no matter what the perceived urgency may be.

At both the macro and micro levels, changes have meant that all institutions, organisations and industries providing learning, whether formally, informally and non- formally, are forced to address the way in which learning is designed, developed, implemented, assessed and evaluated. From a micro perspective, for example, all people actively involved in the learning process will have to ensure that they understand the impact, challenges and opportunities of the NQF on learning in South Africa. From a macro perspective, for example, all institutions, organisations and industries will need to comply with national requirements in order for them to recover the proposed levy grant system soon to be implemented in South Africa, through the Skills Development Strategy for South Africa.

In view of the above considerations, this chapter analyses the data obtained from the survey and at the same time offers some insights into the automobile industry operation.

This is done for both the open and closed questions submitted to the various motor manufacturers throughout South Africa. Tables and graphs are used to deduce frequencies, ratings, generalisations and other observations which the researcher believes are essential

in clarifying issues raised in the study. The central concern underlying this research project may be seen as the search to expose all those forces and factors impacting the transforming learning process in South Africa, and to determine the anticipated impact of the NQF on learners, learning, organisations, industries and sectors.

## **4.2 DATA ANALYSIS : SECTION 1 – GENERAL**

In this section of the testing instrument, the major areas of concern researched are:

- Areas of educational provision;
- Full-time staff complement;
- Full-time Education, Training and Development (ETD) practitioners;
- Fields of learning (SAQA Act, 1995);
- Decision making structures;
- Education, Training and Development programmes and projects; and
- Community Education, Training and Development programmes and projects.

### **4.2.1 Areas of educational provision**

Some of the areas of educational provision chosen by the researcher have been chosen as a result of recent legislation affecting education, training and development in South Africa.

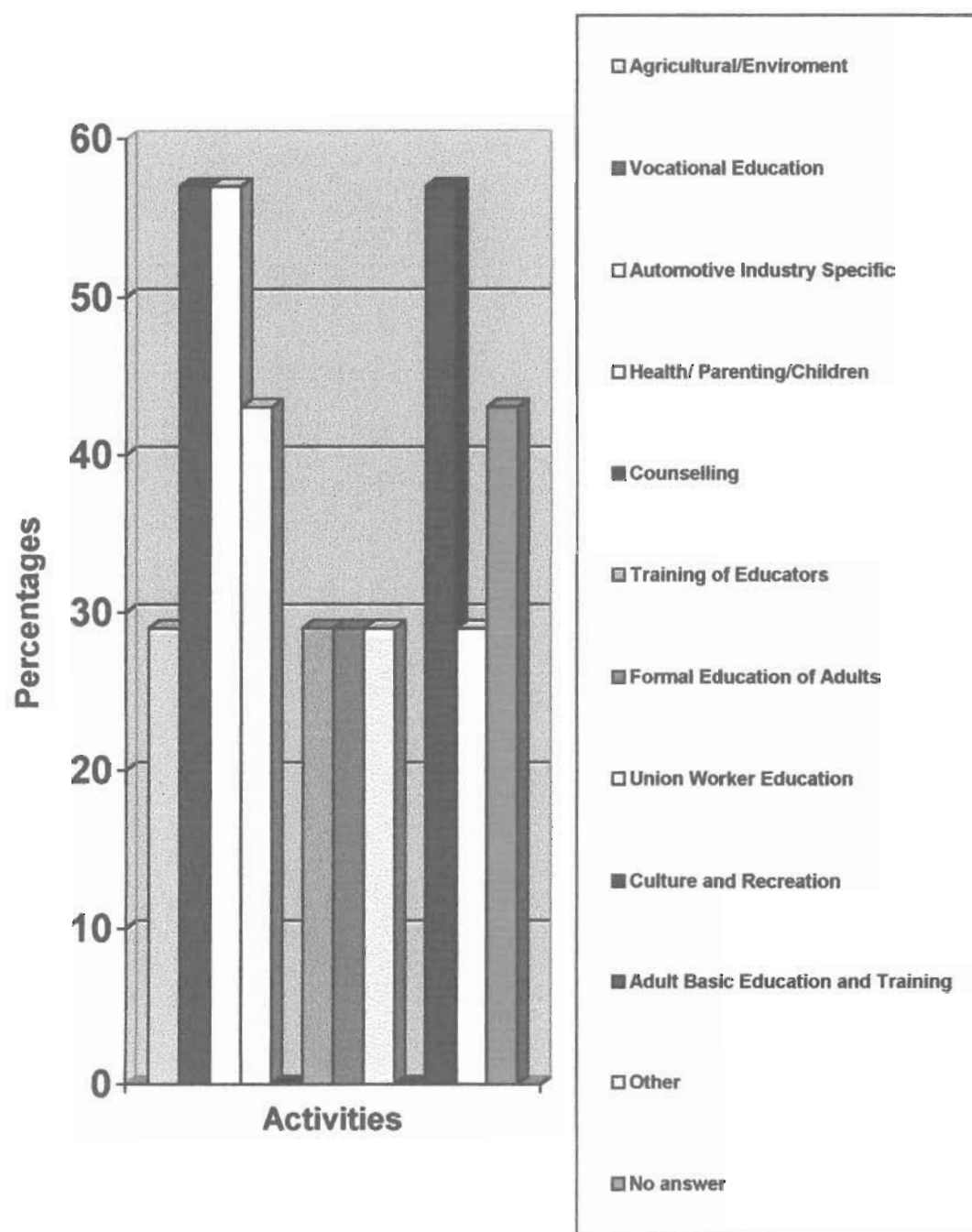
Some recent legislation impacting education, training and development is:

- South African Qualifications Authority Act, 1995
- Labour Relations Act, 1997
- Employment Equity Bill, 1997
- South African Schools Act, 1997

Those aspects reflected in the list aptly represent the broad area of provision of education,

training and development in the automobile industry in South Africa.

FIGURE 4.1: AREAS OF EDUCATIONAL PROVISION



An examination of Figure 4.1 reveals that the priorities of organisations are primarily concerned with:

- Automotive industry specific (multi-skilling);
- Vocational education (contextual industry learning);
- Adult Basic Education and Training; and
- Health and Safety education.

The study also shows that the top three priorities within the automobile industry form part of the 'Multi-Skilling' model. Not all the organisations that responded committed themselves to identifying provision under 'other'. However, after brief interviews with organisational representatives, some of the additional areas specified by the respondents under 'other' include:

- Shop steward training;
- Industrial relations;
- Management/Supervision training;
- Human resource development;
- Commercial/Business education;
- Research and development;
- Train the trainer; and
- Apprenticeships.

The following trends may be gleaned from an analysis and interpretation of the data from this questionnaire:

- Manufacturers are totally committed to the automobile industry 'multi-skilling' model, which includes automotive industry specific, vocational education and adult basic education and training;



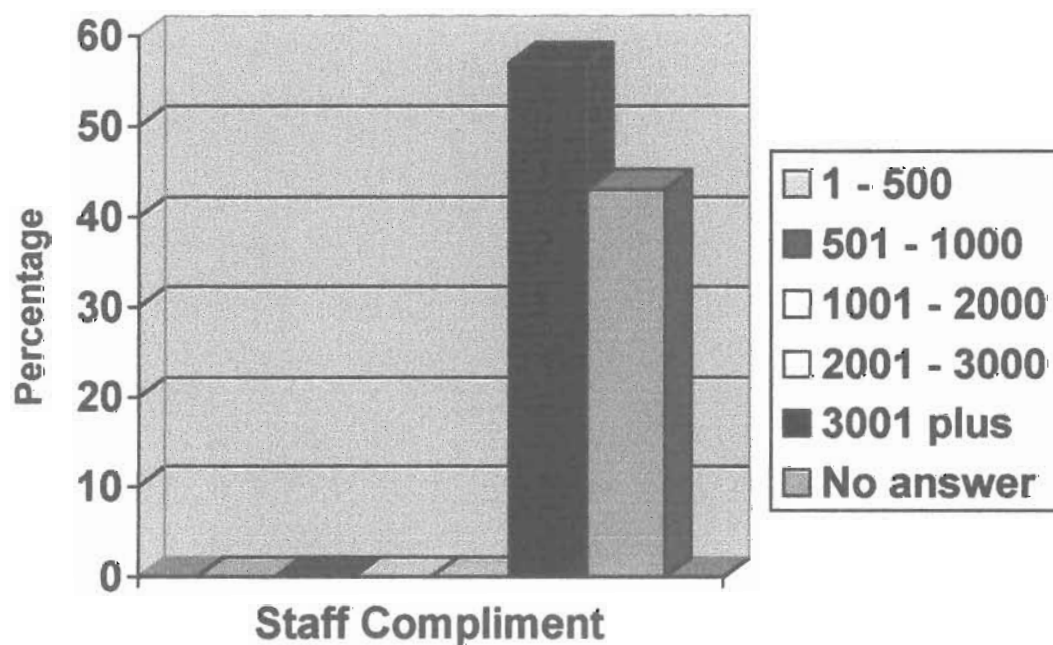
- None are interested in culture and recreation provision; and
- There is a multiplicity of provision in some organisations.

What is clear from the investigation is that all are committed to making the 'multi-skilling' model work in the automobile industry.

#### 4.2.2 Full-Time Staff

This part of the testing instrument attempted to establish the nature and extent of the full-time staff complements of the organisations. This includes hourly paid employees, administration staff, supervisory staff, management and directors.

FIGURE 4.2: FULL-TIME STAFF

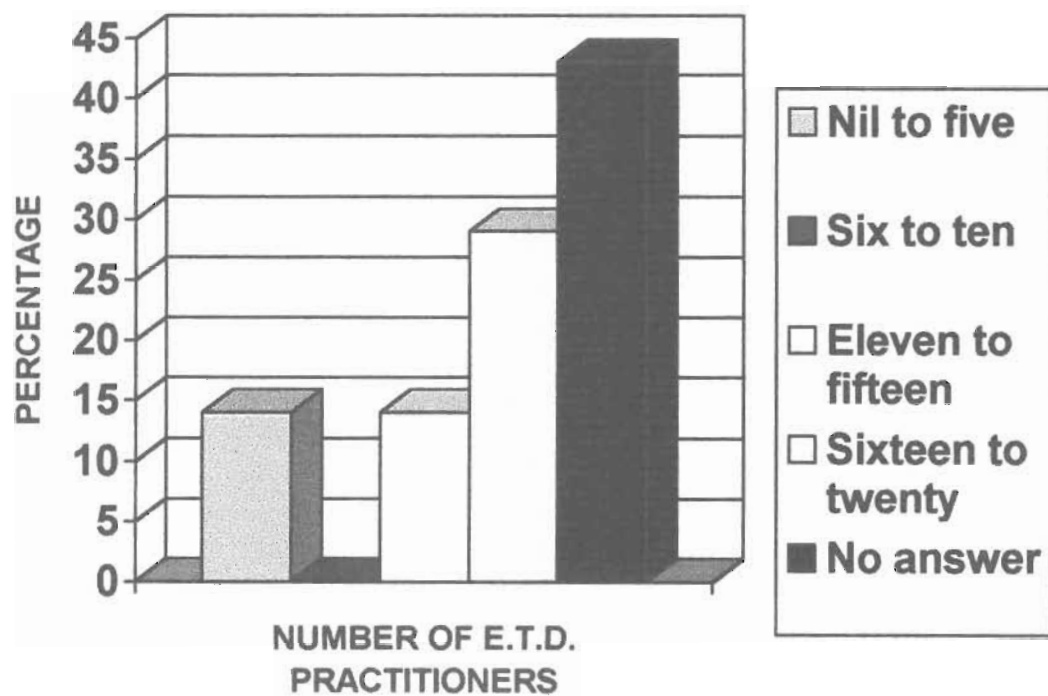


All the organisations have full-time staff complements in excess of 3000 members.

#### 4.2.3 Full-Time Education, Training and Development Practitioners

This part of the questionnaire sought to establish the ratio of education, training and development practitioners to staff requiring education, training and development.

FIGURE 4.3: FULL-TIME EDUCATION, TRAINING AND DEVELOPMENT PRACTITIONERS



Some trends arising out of the investigation are:

- 57 % of the organisations are implementing 'lean manufacturing' principles (fewer staff, multi-skilled in a number of roles) in terms of education, training and development practices; and

- 50 % of the organisations that responded seem understaffed to effectively implement education, training and development practices themselves, and have out-sourced a number of practices to consultants.

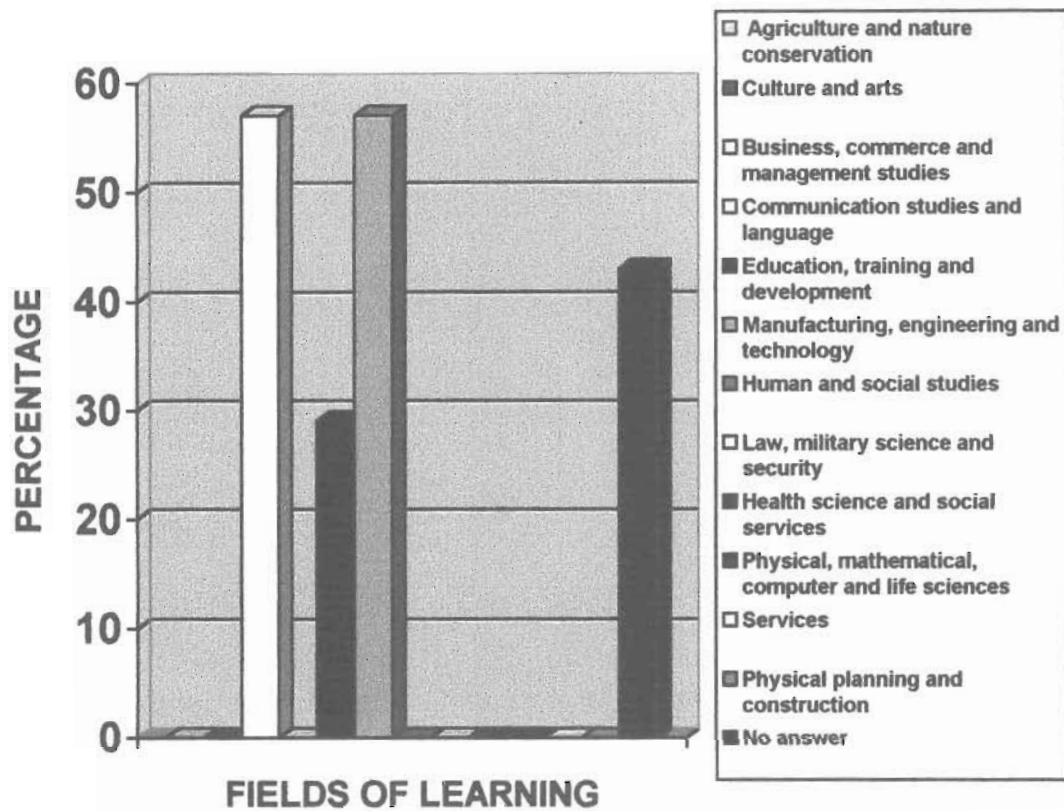
In discussions with all the organisations that responded to the questionnaire, it seems that all are considering outsourcing more practices to consultants on contractual agreements. This is in keeping with similar trends in the United States of America.

Tom Peters, in his book entitled 'Crazy Times Call for Crazy Organisations' (1994), supports this notion by introducing us to the concept of shifting from 'Management by Objectives' (MBOs) to 'Resume-ing'. He recommends employees update their resumes on a quarterly basis. If employee resumes get noticeably better every 90 days (new skills, satisfied customers willing to offer testimonials, completed professional-service-delivery projects), then the employees' current job security will have risen while simultaneously the outfit the 'boss' runs will have delivered demonstrable value to its clients, both internal and external (Peters, 1994 : 96).

#### **4.2.4 Fields of Learning**

This part of the testing instrument sought to identify which fields of learning the organisations would associate themselves with. These twelve organising fields of learning were agreed upon at a SAQA meeting, Decision: SAQA 0206/96. It should be noted that these organising fields of learning is intended to enable the standards settings process and do not pretend to define fields of learning.

FIGURE 4.4: FIELDS OF LEARNING



Some trends arising out of this section of the testing are:

- All the respondents identify with the field of learning 'Engineering and Manufacturing Processes';
- 29 % also identify with the field of learning 'Education, Training and Development'; and
- 57 % also identify with the field of learning 'Business, Commerce and Management Science'.

There are, in the researcher's view, certain implications of the above-mentioned:

1. Within all three fields of learning, there will be NSBs and SGBs. These bodies will be

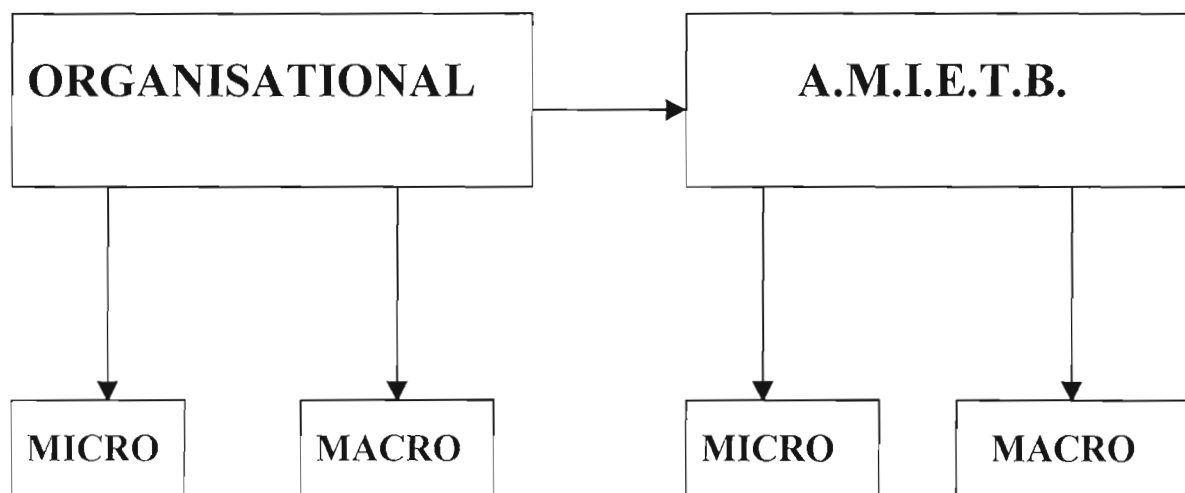
responsible for setting standards and registering unit standards and qualifications for all learning in their respective fields. If these organisations do not have representation on these bodies, they will primarily have to comply with all requirements of those bodies.

2. Those organisations with greater staff complements in education and training and development should be better equipped to nominate people to represent them on those bodies, should they so desire.
3. The field 'Engineering and Manufacturing Processes' is very vast and has to cover a range of industries, sectors, organisations and institutions. The standards generated by these SGBs are likely to be very 'generic' and will become the 'minimum training standard' for that field of learning.

#### 4.2.5 Decision Making Structures

A basic assumption of the study is that appropriate decision-making structures are essential for both the effective functioning of the organisation and handling the transformation of education, training and development in South Africa.

FIGURE 4.5: DECISION-MAKING STRUCTURES



A superficial examination of the formal decision-making structures reflects vested power almost exclusively in the executive of the organisation. In reality however, considerable power exists in the general staff. The board of trustees constitutes no more than a formalising authority for the decisions, which are already made in the organisational structures of the organisation.

To appreciate decision- making structures in most organisations, one needs to accept that there is a collaborative relationship in decision-making structures but that there exists a shared responsibility; and that decisions are generally made across these organisations rather than within some special executive structure.

Within the AMIETB decision making is shared by means of a board of members. The role-players are:

- TOYOTA SA Manufacturing;
- VW SA;
- MERCEDES BENZ SA;
- DELTA;
- SAMCOR;
- NISSAN;
- BMW SA; and
- NUMSA.

Any decisions impacting on and influencing education, training and development within the automobile industry will be taken through this forum.

#### **4.2.6 Education and Training and Development Programmes and/or Projects**

This part of the questionnaire attempted to establish clarity as to the exact nature of the

programmes and/or projects offered by organisations in the automobile industry. What follows is a detailed description drawn from responses under the headings previously listed, to indicate the exact nature of work being conducted.

#### **Automotive Industry Specific**

- Multi- Skilling
- Management Development
- Supervisor Development
- Commercial/Business education
- Apprenticeship training
- Trainee technicians

#### **Vocational Education**

- Career Development
- Career Guidance
- Train the Trainer
- Workshops/educational forums
- Career guidance assessment

#### **Adult Basic Education and Training**

- Communication in English
- Mathematics

#### **Union Worker Education**

- Shop steward training
- Negotiation skills
- Industrial relations

**Health and Safety Education**

- Aids education
- Safety awareness
- Primary health care

**Formal Education of Adults**

- School qualifications
- College qualifications
- Skills development

It is clear to the researcher that the future of education, training and development in the automobile industry is going to be determined by the unfolding political scenario as well as legislative requirements like the SAQA Act, 1995, the Labour Relations Act, 1997, the Employment Equity Bill, 1997, the South African Schools Act, 1997, and the soon to be National Skills Authority 'Act' (still a green paper).

#### **4.2.7 Community Education and Training and Development Projects**

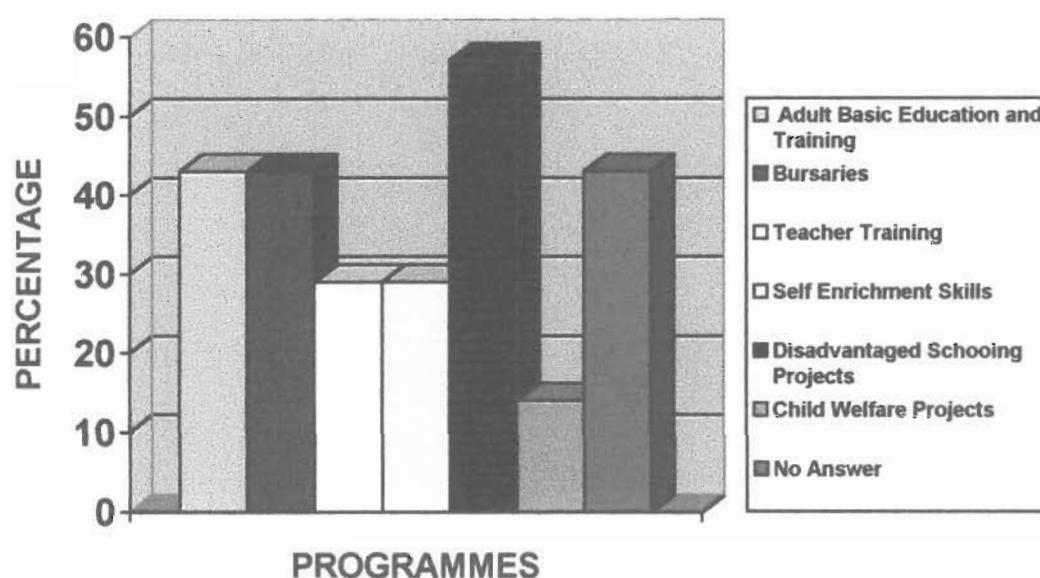
In the era prior to the promulgation of the SAQA Act, 1995, all the role-players were involved in some form of social responsibility or another. The important thing to note however, is that most of these programmes were not linked to any recognised framework for recognition (financial or career development).

The introduction of various legislative requirements, like the SAQA Act, the Labour Relations Act, the Employment Equity Bill, the South African Schools Act and soon to be National Skills Authority Act, has caused many role-players in the automobile industry



to align community programmes with legislative and national requirements.

FIGURE 4.6: COMMUNITY EDUCATION, TRAINING AND DEVELOPMENT PROGRAMMES



When embarking on community programmes it is essential that these programmes enhance the reconstruction policies in South Africa. Levine, Moock, Nielsen, Sargen and Summerskill (1979 : 12) caution that there are various considerations in making a decision about beginning, continuing or ending a project and that projects may be initiated in a particular locale for predominately political reasons and in other parts for predominately humanitarian reasons. Such considerations will have to be entertained.

An analysis of the data in this part of the questionnaire suggests that all the respondents are aware of their responsibilities and are in the process of translating these responsibilities into programmes and/or projects.

A major area of these community programmes is the emphasis on 'Recognition of Prior Learning' (RPL). In essence, this is the practice of awarding credits for the demonstration of learning whether acquired formally, informally or non-formally through life's experiences. Knox (1987 : 15) is also of the opinion that adult learners have many characteristics related to past experiences, current abilities and roles, and future aspirations that influence their learning and teaching. He adds that understanding such characteristics can enable an adult educator to organise adult learners' activities around their backgrounds and aspirations.

#### **4.3 SECTION TWO – THE SOUTH AFRICAN QUALIFICATIONS AUTHORITY ACT 1995**

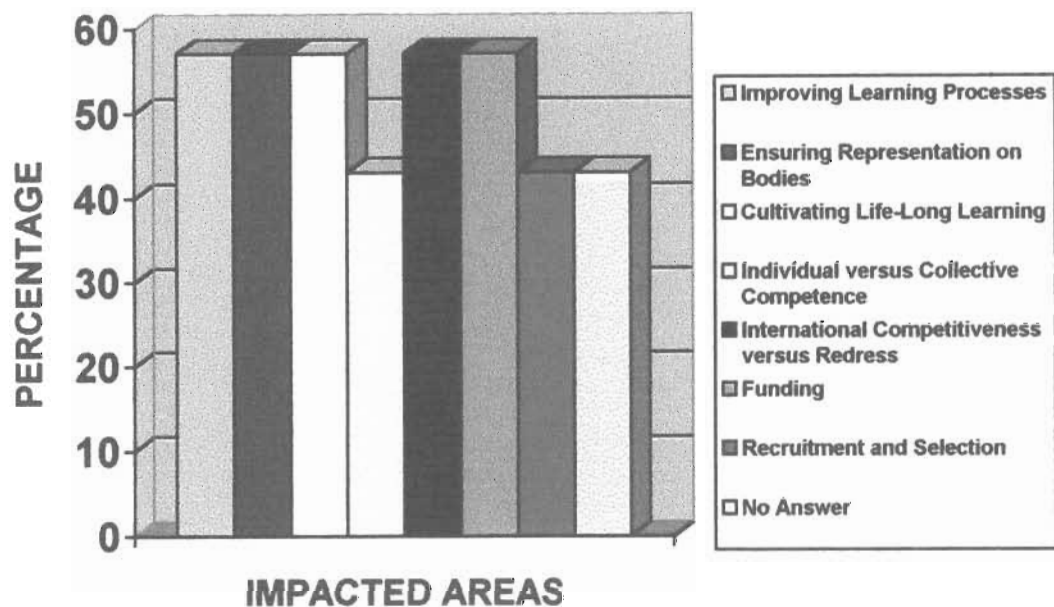
In this section of the testing instrument four major areas of concern were researched:

- Impact of the NQF on the automobile industry;
- Challenges and opportunities of the NQF for the automobile industry; and
- Criticisms of the NQF.

##### **4.3.1 Impact of the National Qualifications Framework on the automobile industry**

Since the main goal of the NQF is to bring about transformation of education, training and development in South Africa (SAQA Bulletin, Volume 1, Number 1, 1997 : 2), the emphasis in this section of the questionnaire was to gain the respondents understanding of the NQF, and the impact it will have on the automobile industry.

FIGURE 4.7: IMPACT OF THE NATIONAL QUALIFICATIONS FRAME-  
WORK ON THE AUTOMOBILE INDUSTRY



From an examination of the data in Figure 4.7, the investigation found that all respondents responded in the affirmative that the NQF would have an impact on all the activities identified in Figure 4.7.

A recurring theme among the respondents included:

- An urgent need to have representation on the NSBs and the SGBs through Business South Africa; and
- To ensure that all learning and learning processes are nationally aligned to cultivate the principle of life-long learning.
- To ensure that the focus of all learning is on demonstrated competence (individual and collective, depending on the context of learning); and
- An urgent need to become internationally competitive in order for the industry to survive and succeed.

An underlying theme in this data is for the automobile industry to move from survival to success. In 1995 there were seven local motor vehicle manufacturers supplying the whole South African market. In 1997 there are twenty-eight motor vehicle manufacturers competing for the same market (not all these manufacturers are manufacturing motor vehicles locally; most are importing vehicles cheaper than it costs the local manufacturers to manufacture similar vehicles locally). The implications of this are:

- that the local manufacturers are not growing as organisations;
- the seven local manufacturers are producing less motor vehicles; and
- the cause and effect syndrome (lower volumes of production mean short-time work and possible retrenchments).

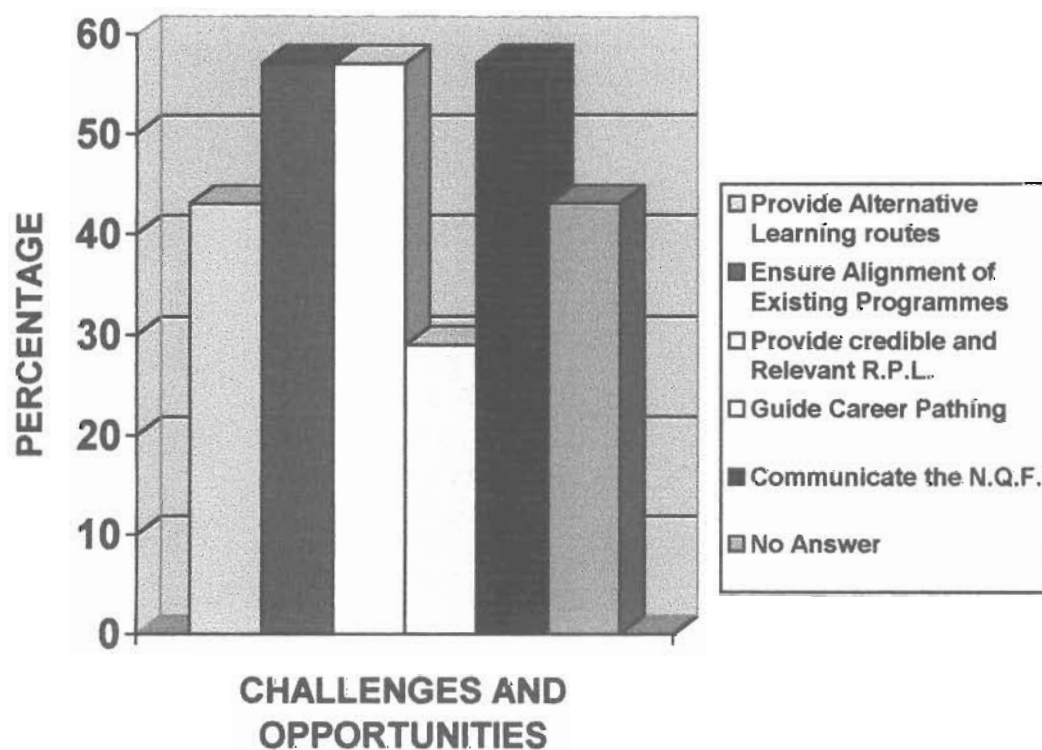
In the light of the above, the central theme arising out of this part of the data, is for the local automobile industry to strive for international competitiveness as a priority (by focusing on value-adding education, training and development) and in so doing redressing the ills of the past.

Business practices are transforming so rapidly, that key international business consultants like Tom Peters are saying that if something works well today, change it because it will be outdated tomorrow. “The nineties will be a decade in a hurry, a ‘nanosecond’ culture. There’ll be only two kinds of managers – the quick and the dead” (Mulroney, 1991 : 27). The Japanese philosophy of ‘Kaizen’, namely, continuous improvement of all policies, practices, processes and products, is indicative of the urgency for the automobile industry to survive and succeed. The NQF, when fully implemented and operational, will hopefully contribute to the aims of ‘Kaizen’ and facilitate a learning culture among both the employees in the automobile industry and South Africans.

### 4.3.2 The challenges and opportunities of the NQF for the automobile industry

The emphasis of this part of the questionnaire was to elicit responses from the respondents as to how the concepts and principles of the NQF could be utilised as challenges and opportunities for improvement of educational, training and development practices, processes and products in the automobile industry. The response-analyses indicate the following interpretation of what challenges and opportunities of the NQF await the automobile industry.

FIGURE 4.8: CHALLENGES AND OPPORTUNITIES OF THE NATIONAL QUALIFICATIONS FRAMEWORK FOR THE AUTOMOBILE INDUSTRY



From the data presented in figure 4.8, all respondents felt there were challenges and opportunities presented to the automobile industry, with some outranking the others as indicated in Figure 4.8.

The main themes of this data are:

- Through being challenged to ensure that all practices, processes and programmes are recognised nationally, the automobile industry will provide alternative routes to learning for employees;
- All respondents indicated that the opportunity exists to inform all employees about the NQF and provide credible and relevant learning for employees; and
- 29 % of respondents indicated that the NQF could influence career pathing in the automobile industry.

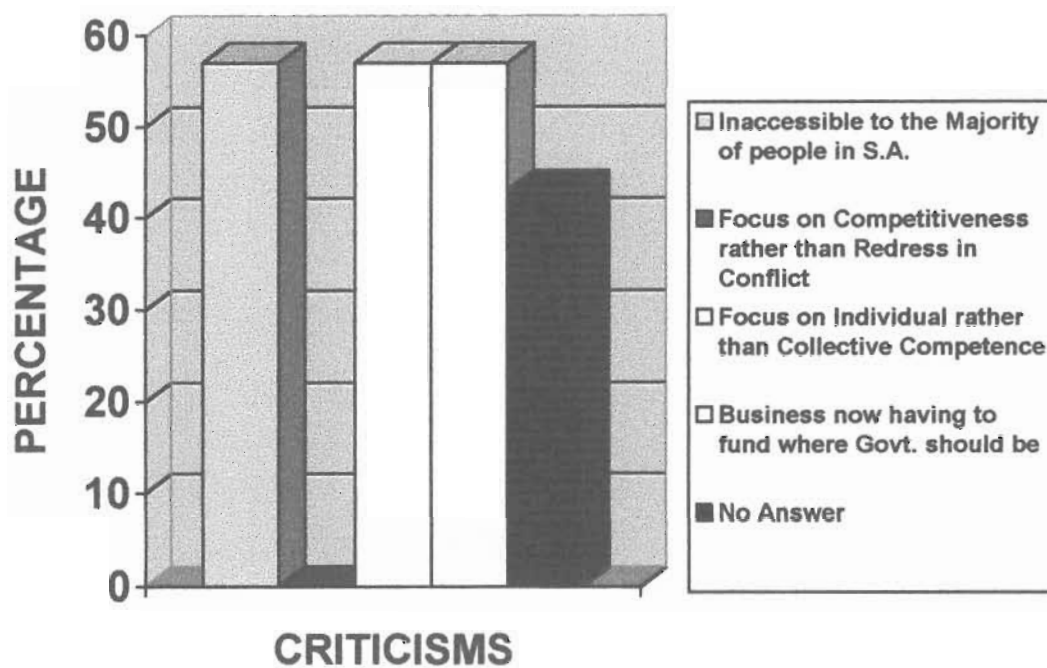
#### **4.3.3 Criticisms of the National Qualifications Framework**

The NQF has come under some recent criticisms, especially from organised labour, through various articles appearing in the Labour Bulletins (S.A. Labour Bulletins Volume 20, Number 4; Volume 30, Number 5, 1996). From Labours perspective the main criticisms are:

- That the NQF is inaccessible to the majority of people in South Africa due to the highly specialised and technocratic language used;
- That the NQF creates conflict between competitiveness and redress;
- That the NQF divides union collective strength by focusing on individual rather than collective competence;
- That the NQF devalues informal learning experiences, like strikes and mass-action; and

- That the NQF creates false expectations for workers as there are no formal links between the NQF and career-pathing.

FIGURE 4.9: CRITICISMS OF THE NATIONAL QUALIFICATIONS  
FRAMEWORK



From the data collected, the respondents did not necessarily agree with all the criticisms leveled at the NQF. The central themes arising out of this data are:

- All respondents felt that the NQF is inaccessible to the majority of people in South Africa;
- All respondents believed that the notion of competitiveness versus redress would be complementary rather than in conflict;
- All respondents believe that the focus of learning should be on individual competence rather than collective competence, unless the focus is on team learning;
- and
- All respondents criticise the fact that business and industry must now provide funding

for areas that the state should be funding.

What is apparent is that any transformation will generate conflict. The transformation of education, training and development is no different. Common ground will have to be identified and explored by all role-players. New ways of thinking and doing things is called for.

Peter Drucker wrote in the Harvard Business Preview (1992), “The relationship between knowledge workers and their organisation is a distinctly new phenomenon.” Drucker goes on to suggest that we should treat all knowledge workers as ‘volunteers.’ We demand that people show up at work on time, especially in this problematic economic period. But we cannot demand, ever, that people bring passion along, or exuberance, or imagination. We must attract the special worker, then tap into his or her curiosity (Peters, 1994 : 214). With the emphasis of developing critical outcomes implicit in all learning on the NQF, the automobile industry is challenged to foster qualities such as passion, exuberance and imagination within learning.

It is exactly this type of thinking that is needed in the automobile industry, from both the organisations and organised labour, if the NQF has any hope of being operationalised within this industry.

#### **4.4 SECTION 3 : ORGANISATIONAL AND EDUCATIONAL MANAGEMENT**

The word ‘manage’ is often anathema, for instance, in some places, being thought akin to manipulation, while in others is viewed as ‘hierarchy’ or ‘democracy’ (Handy and Aitken, 1986 ; 7). In the automobile industry, for instance, like many other industries, there has and always will be misconceptions when it comes to management and management



practices.

With the introduction of the SAQA Act, 1995, management will be under even more pressure to cope with the requirements of this Act. While it is true that management has had to cope with the day to day running of organisations, organisational and educational management will have to cope with the added pressure of ensuring alignment with legislative requirements that affect education, training and development.

In an attempt to elicit organisations' views on their management structures, the researcher has borne in mind Paisey's (1981) refrain that in the management of education there is no single irrefutable formula to be learned or applied. Karodia (1992 : 143), states, "from this it is clear that management is partly subjective, partly objective, partly concerned with values, partly concerned with facts, partly a matter of intuition and partly a matter of measurement". Handy (1981 : 13) tends to agree with this as he points out, for example, that the study of people in organisations is not to do with 'predictive certainty'. Hoyle (1981 : 1) ascertains that organisational theory contains an implicit commitment to improving life in organisations.

Sergiovanni et al. (1987 : 156) list the following as key elements of organisational and administrative functions:

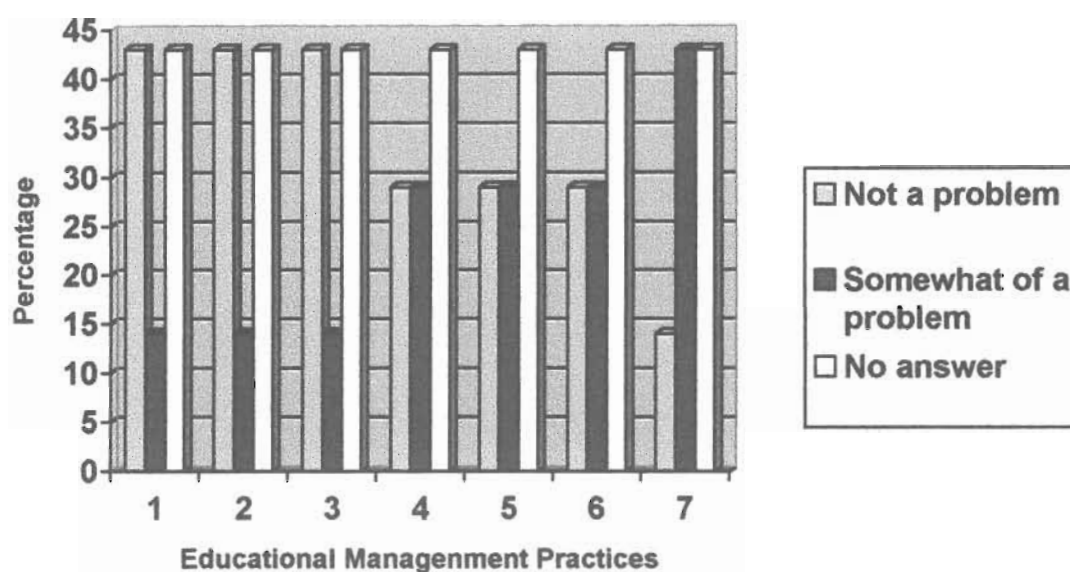
- Goal attainment;
- Maintenance of internal integration;
- External adaptation; and
- Maintaining of the organisation's cultural pattern.

From the above, these functions seem to be seldomly attended to by administrators and managers as they are often in competition. In view of these considerations, this section of the research project was concerned with the following aspects of organisational and

educational theory as they would apply to the automobile industry in handling the legislative requirements of the SAQA Act, 1995.

#### 4.4.1 Educational Management

FIGURE 4.10: EDUCATIONAL MANAGEMENT: COMPETENCY



1. Setting and Developing Organisational Goals.
2. Developing and Adapting Curricula.
3. Producing, Selecting and Evaluating Learning Material.
4. Planning for Staff Development.
5. Keeping Abreast of National Learning Initiatives.
6. Communicating National Initiatives.
7. Linking Staff Development with the National Qualifications Framework.

An evaluation of the knowledge, skills and abilities of educational managers must be based

on a conception of the challenges they face in their practice and in meeting the demands of legislative requirements of all Acts impacting upon education, training and development. The demands of leadership are often in conflict with an ethos of democracy, and with this in mind the questions in this part of the questionnaire were thus directed at fundamental management practices, which include issues like:

- Setting and developing organisational goals;
- Developing and adapting curricula;
- Producing, selecting and evaluating learning material;
- Planning for staff development;
- Keeping abreast of national learning initiatives;
- Communicating national initiatives (multi-level); and
- Linking staff development with the NQF.

Smyth (1989 : 5) says that for educational leadership the agenda has become one of empowering educational managers and staff by helping them to unmask the unquestioned and oppressive management models that have come to constrain them. Given the operational base of the organisations researched, the question of aligning all processes, products and practices with national requirements are central issues for effective and efficient management. Simultaneously, the setting of organisational goals and planning for staff development are no less important activities. These criteria form the basis of the research into educational leadership (Lane and Walberg, 1987).

An analysis of the data in Figure 4.10 indicates that most organisations are involved in the development and adaptation of curricula. However, 14% of the organisations indicated that this is somewhat of a problem due to the fact that not all the standards setting structures of the SAQA are in place to approve such curricula. The process of changes in education, training and development in the automobile industry (including curriculum design and adaptation) will be one of participation and negotiation through the NSBs

within 12 fields of learning identified by the SAQA.

Most organisations are waiting until all the members of these bodies have been appointed before they start making any changes to their current education, training and development, which includes producing, selecting and evaluating learning material.

All the organisations researched acknowledged the need to keep abreast of national learning initiatives. However, 29% of the organisations indicated that this is somewhat of a problem since the information coming out of the SAQA is not readily accessible, and when it is, it is somewhat ambiguous and confusing. Another issue raised by most of the organisations is their criticism of the representation on these national bodies. Most organisations felt they would not be adequately represented on these bodies.

All the respondents indicated that they would communicate national initiatives, as and when necessary, but 29% indicated that this is somewhat of a problem due to the fact that people need to be fairly well educated in order to understand these national initiatives. A survey among the automobile manufacturers indicated a functionally illiterate and innumerate percentage of approximately 60% of the workforce. This complicates the communication of these initiatives.

All the respondents indicated they would, at some stage, link staff development with the NQF. However, 43% indicated that this is somewhat of a problem due to the fact that there are no direct links between the NQF and structured grading systems. One of the challenges that faces the automobile industry is the development of an industry grading system linked with the NQF. One of the organisations researched is already in the process of developing a structure for linking grading with the NQF.

Only 14% of the respondents indicated that they do not need help with any of the items addressed in this part of the questionnaire, while 43% chose not to respond as to whether

they need help or not. By far the most sensitive issue of this part of the questionnaire is staff development and the link to the NQF, because inevitably, this structure would be linked to remuneration.

According to Hewton (1988 : 87), staff development has several advantages and clear policy, within organisations, could act as;

- A focussing strategy;
- A form of organisational analysis;
- A direction finder;
- A co-ordination mechanism;
- A form of commitment;
- An instrument of communication; and
- A framework for coping with change.

Once these proposed structures have been strategised, policy structures would need to be considered to ensure all practices, procedures and processes are captured within context of the automobile industry. Wiles and Bondi (1986 : 209-210) identify the following in defending the need for policy:

- When programmes, systems, strategies and materials are developed in isolation of the educational practitioner, they are likely to become the end rather than the means;
- When educators and administrators do not understand the need to change or the basis for change, new programmes and strategies will be difficult to implement regardless of the validity of the research and soundness of the design; and
- If an education institution develops and implements programmes as ends, clients will be sought to fit the programmes rather than continuously altering programmes to meet the needs and interests of the clientele.

Hughes, Ribbins and Thomas (1985 ; 436) suggest that staff development programmes may have the following aims:

- To help staff perform as effectively as possible;
- To provide opportunities for staff to prepare themselves for changing duties and responsibilities;
- To provide opportunities for members of staff to equip themselves for increased responsibility; and
- To enhance job satisfaction.

All the writers on staff development emphasise the need to be prepared for change and it is the researcher's opinion that this vital why organisations need to focus on staff development.

The transformation rate of education, training and development is alarming and unless organisations develop their staff simultaneously, the people in the automobile industry will be the losers.

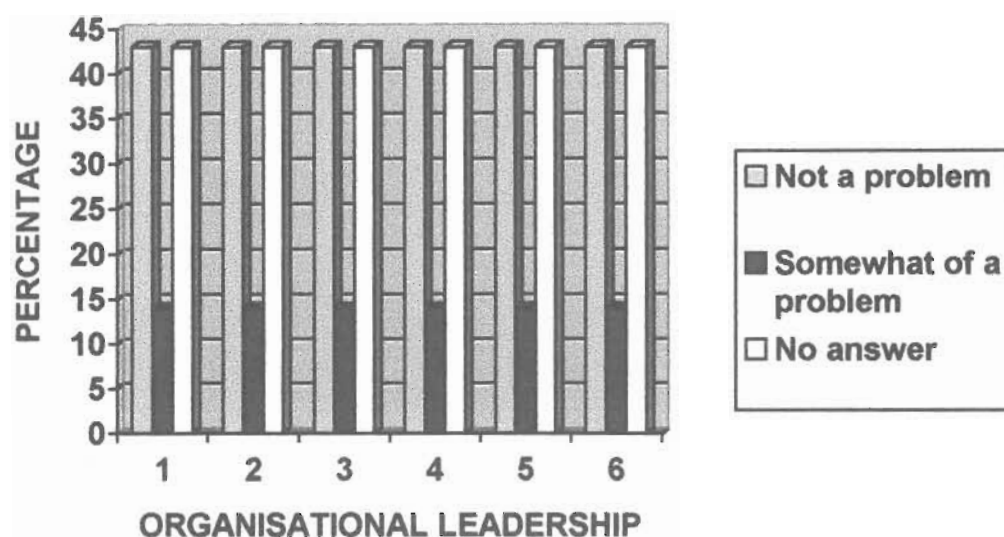
#### **4.4.2 Organisational Leadership**

This part of the questionnaire was directed towards organisations':

- Developing structures for decision – making;
- Monitoring contextual changes (Education, Training and Development, especially);
- Networking all stakeholders;
- Liaison with union leadership;
- Liaison with other Education, Training and Development practitioners; and
- Liaison with other sectors of learning.

Figure 4.11 reflects the findings in respect of these aspects.

FIGURE 4.11: ORGANISATIONAL LEADERSHIP



- |   |   |
|---|---|
| 1. Developing Structures for Decision-Making. | 4. Liaison with Union Leadership            |
| 2. Monitoring Contextual Changes.             | 5. Liaison with other E.T.D. Practitioners. |
| 3. Informing all Stakeholders.                | 6. Liaison with other sectors of learning.  |

Arising out of the data, certain trends immerge. The main trends are:

- 14% indicated that developing structures for decision making, monitoring contextual changes and liaison with other education, training and development practitioners is somewhat of a problem, while 43% indicated that this was not a problem;
- 14% indicated that informing all stakeholders, liaison with union leadership and liaison with other sectors of learning is a problem, while 43% indicated that this was not a problem;
- 14% indicated that they do not need help with any of the items listed in this part of the

questionnaire; and

- 43% chose not to indicate whether they need help or not.

In the researcher's opinion, the high percentage of respondents who chose not to respond the 'Need Help – Yes or No' section of the questionnaire for both the educational management and organisational management part of the questionnaire, is concerning. In the researcher's opinion, this indicates one of two possible scenarios, namely:

1. The respondents were apprehensive to indicate the organisations' or their own weakness in these areas.
2. The respondents were of the opinion that they have everything under control.

In the researcher's opinion, the first scenario is far less concerning than the second because it is far easier to accept help even though one may not have overtly expressed this need. The second scenario is more concerning because it is exactly through this type of thinking that the fragmented and incoherent nature of education, training and development in the automobile industry existed in the past.

Further to this, this attitude seems to coincide with Wright's (1985 : 10) criticism that elites within organisations are not accountable to anyone. He goes on to add that decisions will be taken, agendas set and issues resolved, but the basis on which these decisions are made is simply not made explicit.

It is of the researcher's opinion that this stems from the fact that most management training has been aimed at helping managers to administer the status quo more efficiently. However, as the environment becomes more turbulent, it becomes more important for organisations to develop their skills in coping with this change, and indeed steering it (Everard and Morris, 1985 : 165).



#### **4.5 SECTION 5: OTHER**

This part of the questionnaire intended to elicit from the respondents any other information that may influence or impact on education, training and development, and the NQF. None of the respondents chose to complete this part of the questionnaire.

It is the researchers opinion that the automobile industry, like many other industries, has not yet fully come to terms with all the forces and factors impacting education, training and development as a result of the NQF, and thus choose to wait for direction from their industry training board. In dealings with a lot of industry training boards, including the AMIETB, the researcher has found that they too are not too sure as how to travel this new road.

At an Inter-Ministerial Committee for Development Work meeting (1995), Samuel Isaacs, the executive officer of the SAQA Board, made a statement that pretty much sums up the attitude to have when it comes to the transformation of education, training and development in South Africa. He said, 'We will make the path as we begin to walk'. While there have been many criticisms leveled at this approach, from both business and labour, saying how can one begin walking a path when there are no structures in place to guide this path, one needs, nevertheless, to do something.

#### **4.6 SUMMARY**

In this chapter an attempt was made to analyse all the data obtained from the survey and at the same time to comment critically on the information presented. In the first instance, a general overview of organisations, which formed part of the investigation, was presented. This part was concerned with a review of the areas of provision of education, training and development in the automobile industry. The nature of the staff complements was also

examined.

This was followed by a discussion of the decision-making structures of the organisations and whether these were supported by written constitutions. The nature of decision-making within organisations was also investigated. Additional concerns included a description of project and programmatic work and whether these were internal or out-sourced.

The second part of this chapter examined the possible effect of the SAQA Act, 1995, on the automobile industry. Here, the emphasis was given to three main areas of concern, namely, the impact of the SAQA Act on the automobile industry, the challenges and opportunities of this Act for the automobile industry, and the criticisms of this Act.

The third part of this chapter examined the organisational and educational management of organisations. Here, the emphasis was on the assumed competence levels of organisations' in managing these areas, and whether these organisations anticipated any assistance in these areas. The major focus was on leadership, planning, communication, staff development, liaison with relevant bodies, and national alignment of processes, practices and policies.

In the last part of the chapter the researcher sought to elicit any other information that the organisations felt may impact upon education, training and development as a result of the NQF.

In Chapter Five the conclusions which have been derived out of the research project are discussed. Included in this chapter are recommendations which the researcher believes will assist in coming to terms with operationalising the principles and concepts of the NQF in the automobile industry.

## **CHAPTER FIVE**

### **CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1 INTRODUCTION**

The researcher has attempted to provide in this dissertation a description and critique of some of the theoretical and practical considerations affecting the design, development, implementation, management, assessment and evaluation of education, training and development within the automobile industry in South Africa. The central concern of the dissertation has been to identify, discuss and research how the NQF may be operationalised in the automobile industry by examining the impact, challenges and opportunities of the NQF on the automobile industry.

The first chapter attempted to situate this study within the framework of national legislation affecting education, training and development in South Africa. That required a discussion of both the state of education, training and development in South Africa, and in particular, the automobile industry, and the forces and factors contributing to this state. The same chapter provided the motivation for the dissertation and the aim and purpose for the pursuance of this study. For the sake of conceptual clarity, definitions of the terms used to describe the concepts and principles of the NQF were provided. Finally, the structure of the dissertation was discussed and the limitations of the study recorded.

Chapter two began with a brief overview of the provision of training and development in the automobile industry and a discussion on the forces and factors that shaped this provision. The same chapter introduced the NQF together with the SAQA Act, 1995. This required a discussion on the origin and structure of the NQF together with a discussion on the need for such a framework. The final part of the literature review, an examination of what strategies are needed to address the impact and influence of the NQF

on the automobile industry in South Africa was also undertaken.

Chapter three explains the methodological framework of the study. A brief description of the research design and the population was provided. The representativeness of the chosen sample was highlighted and reasons were given for targeting a specific group of organisations. A discussion of the questionnaire provided the framework pointing to the analysis of various considerations within organisational work. These included some general information, organisational and educational management, programmes and projects and an analysis of the anticipated alignment of education, training and development with national requirements. The central issues pertinent to each of these considerations were discussed.

Chapter four focuses on the analysis, interpretation and critique of the work of the seven main motor manufactures in the AMIETB Board. Relying on data gleaned from both open and closed questions, the researcher examined various areas of concern listed in chapter three. An attempt was also made to analyse and evaluate these concerns in order to understand those forces and factors impacting the provision of education, training and development in the automobile industry.

In this, the final chapter, the researcher draws conclusions from the corpus of the study, and offers recommendations which address the strategies needed to operationalise the concepts and principles of the NQF in the automobile industry.

## **5.2 CONCLUSIONS**

The problems associated with aligning all education, training and development within the automobile industry stem from a number of reasons. The successful implementation of the concepts and principles of the NQF presupposes an understanding of all role-players

of those concepts and principles. It is in this context that the limitations in the implementation strategy for the NQF within those organisations researched seem to arise.

Despite the SAQA attempts, very recently, to inform all organisations, institutions, industries and sectors, there still remains a great deal of uncertainty as to exactly how the NQF may be implemented in the automobile industry. This may be attributed to a number of reasons:

1. Since the inception of the SAQA Board in May 1996, there has only been one Bulletin issued by that body in June 1997. The main aims of this Bulletin are to:
  - Keep all stakeholders informed of the decisions of the Authority;
  - Provide details about the deliberations, reasoning and intentions behind all decisions;
  - Inform readers about the NQF and its policies, structures and impact; and
  - Pursue transparency for political, moral and pragmatic reasons.

In the researcher's opinion, the delay in publishing and distributing this Bulletin has played a major role in keeping all stakeholders un-informed as to the implications of the NQF on business and industry.

2. To a large degree, the SAQA has not embarked on a major communication strategy. The onus has been upon organisations, institutions, industries and sectors to glean information and its related impact on business and industry.
3. The advocacy campaign, planned by the SAQA for the next six months, should have begun when the act was passed in September 1995. The aims of this campaign are:
  - To promote the NQF through the media and a variety of workshops; and

- To stimulate appropriate participation in the development of the NQF.

The point here is that all nominations for possible selection onto the NSBs and SGBs within all twelve fields of learning and forty-two sub-fields of learning closed on 31 May 1997. At this time, many organisations, institutions, industries and sectors had only vaguely heard about the NQF, let alone strategically consider all its implications, and decide whether to nominate people onto these bodies or not.

It is of the researcher's opinion that many organisations, institutions, industries and sectors have therefore been disadvantaged due to a lack of reliable and relevant information on the NQF. These are, in the researcher's opinion, the largest hindrances to organisations, institutions, industries and sectors to gain an understanding of the impact and implications of the NQF on education, training and development in the automobile industry.

Findings of the study seem to indicate that the automobile industry can benefit in various ways by an awareness of the impact and implications of the NQF on education, training and development.

Several conclusions can be derived from the research.

The study revealed that all the organisations researched consider their 'multi-skilling' model (consisting of automotive industry specific, vocational education and adult basic education and training) to be their priority when it comes to education, training and development in the automobile industry. At the same time, there is evidence to suggest that there is a growing awareness that all education, training and development within the automobile industry, needs to be nationally aligned with the NQF.

There is evidence to suggest that all learning within the automobile industry should lead towards some form of nationally recognised qualifications. To this end there is evidence

to suggest that there are moves to position their industry specific certificate the Automobile Manufacturers Industry Certificate (AMIC) with the SAQA on the NQF as a level one qualification. It may be concluded that many of these organisations are considering outsourcing the majority of education, training and development, to ensure national recognition and alignment. The responsibility and accountability for this then rests on the shoulders of those providers. The lack of infrastructure for these services is another factor for this proposed move.

With regards to representation on the relevant NSBs and SGBs, it may be concluded that the automobile industry, like many others in the field 'Engineering and Manufacturing Processes', is not adequately represented. There is evidence to suggest that the AMIETB may apply for recognition as an Education and Training Quality Assurance (ETQA) in the field Engineering and Manufacturing Processes.

It was also noted that all decisions impacting on and affecting education, training and development within the automobile industry is shared among the board members of the AMIETB.

It may be concluded that all the organisations studied realise that all legislation impacting upon education, training and development will have to adhered to. All the organisations indicated that this would be a means to recover the levy-grant system soon to be implemented in South Africa through the proposed Skills Development Strategy (positioned to replace the current Manpower Training Act). The only way to recover this levy would be to ensure that all education, training and development meets the criteria that will be laid down by the Sector Education and Training Organisations (SETOs). This should ensure the following:

- Providers of education, training and development will have to improve their quality of delivery, material and facilities;

- Providers would have to develop their learning systems within pre-identified standards; and
- Providers would participate in an open competitive environment.

The green paper suggests a levy-based system for funding skills development in South Africa. It has been suggested that a percentage of salary and wage bill, between 1 and 1.5%, be used as the basis for funding this learning. It has further been recommended in this green paper that sectors will retain 80% of that levy for redistribution among organisations and institutions within that sector who meet the laid down criteria. The remaining 20% of that levy will be aimed at national issues in terms of the target market identified in the green paper. This target market has been identified as:

- The unemployed;
- The disabled;
- The youth; and
- Women

It is also noted that all the organisations in the study are in the process of examining the concept of 'learnerships' identified in the same green paper on the Skills Development Strategy. The proposed concept of learnerships replaces the current apprenticeship scheme.

It is further noted that all the organisations studied agree that all learning and learning processes be nationally aligned to cultivate the principle of life-long learning. Life-long learning, very broadly defined, means that people learn all the time in many different places and in many different ways. This concept was never accommodated in our previous education and training system. In the past people had to learn at or through formal institutions in order to gain a qualification or certificate. With the introduction of the NQF, people may acquire qualifications through other avenues. Some of these are:



- **FORMAL PROVIDERS**

Institutions like schools, technikons, universities, colleges and research/professional institutions, to name a few.

- **INFORMAL PROVIDERS**

Institutions like churches, non-governmental organisations, trade unions and the reconstruction and development programme, to name a few;

- **RECOGNITION OF PRIOR LEARNING**

Qualifications or credits towards qualifications may be earned through an assessment of learning from life experiences, like: farming, selling, welding, building, baking and being a leader, to name a few;

- **INDUSTRY AND BUSINESS PROGRAMMES**

Qualifications or credits towards qualifications may be awarded through completing such vocationally orientated programmes (provided these have been positioned nationally on the National Qualifications Framework).

From the above-mentioned, it is clear to the researcher that organisations within the automobile industry are prepared to recognise these avenues as credible avenues provided there is no drop in standards of education and training. It may also be concluded from the study that the organisations researched accept that the focus of learning has shifted. Some of these shifts are:

- From 'course certificates' to 'credits' towards nationally recognised 'qualifications';
- From 'job/organisational content' to 12 fields of learning;
- From 'procedural tasks' to 'contextualised capabilities';
- From 'course content' to 'nationally agreed outcomes of learning';
- From 'knowledge and skill' to 'integrated competence'; and

- From ‘job descriptions’ to ‘competent citizens’.

The central theme arising out of this study is that if the automobile industry is to move from survival to success and from national competition to international competitiveness, then the focus of all education, training and development must be seen to be adding value to the core business. There is evidence to suggest that if this is achieved then this will simultaneously redress the ills of the past in terms of education, training and development in the automobile industry.

It may be concluded that more effort is needed on the part of the SAQA to inform the public and employees about the NQF and its impact on learners, learning and business.

### **5.3 RECOMMENDATIONS**

The study offers several recommendations that will assist the automobile industry in implementing the principles and concepts of the NQF. The focus of these recommendations for the automobile industry may be listed as:

- Education, training and development programmes and projects;
- Education, training and development practitioners;
- Impact, challenges and opportunities of the NQF;
- Keeping abreast of national initiatives impacting education, training and development;
- Linking Staff development with the NQF;
- Producing, selecting, implementing, assessing and evaluating learning; and
- Developing and adapting curricula.

### 5.3.1 Education, training and development programmes and projects

One of the principles of the NQF is that all learning should be nationally recognised and internationally comparable, and from the data there is evidence to suggest that that all education, training and development programmes and projects offered within the automobile industry need to be reviewed and evaluated to ensure acquiescence. Traditionally, in the automobile industry, course content has been the point of departure when developing courses or qualifications, with the emphasis on syllabus, method and duration. The introduction of the NQF has initiated the move of measurement of achievement in education and training away from inputs (content, time, method etc) towards outputs (outcomes-based), whereby the learning outcomes become the point of departure (both specific outcomes and cross-field critical outcomes), for developing courses and/or qualifications.

The course content becomes the means to the end (the resource), while time is only a design guide. According to the SAQA Bulletin (1997), the accumulation of credits within three learning categories (fundamental, contextual and elective or specialised), makes up a qualification. One credit is equivalent to 10 **‘notional hours’** of learning. Notional hours are not real hours. They are an informed estimate of the average time an average learner, entering with the correct level of assumed knowledge, would take to master the capability of the unit standard (SAQA Bulletin, Volume1, Number 1, 1997 : 10).

It is therefore recommended that all courses and certificates offered in the automobile industry be reviewed in line with this shift. The SAQA have also given some indication as to how credits will be distributed for qualifications within the general and further education and training bands. It is therefore recommended that the automobile industry take cognisance of this and begin to align their Automobile Manufacturing Industry Certificate (AMIC) with these requirements. The SAQA has identified the following criteria for the registration of qualifications.

A qualification shall:

1. Represent a planned combination of learning outcomes which has a defined purpose or purposes and which is intended to provide qualifying factors with applied competence and a basis for further learning;
2. Add significant value to the qualifying learning in terms of enrichment of the person, provision of status, recognition, credentials and licensing, enhancement of marketability and employability, opening up of access routes to additional education and training;
3. Provide benefits to society and the economy through enhancing citizenship; increasing social and economic productivity; providing specifically skilled/professional people; transforming and redressing legacies of inequity;
4. Comply with the objectives of the National Qualifications Framework, including the enhancement of learner access, mobility and progression, and the provision of quality education and training;
5. Have both specific and critical cross-field outcomes which promote life-long learning; and
6. Be internationally comparable, where applicable. (SAQA Bulletin, Volume 1, Number 1, 1997 : 15)

Having met with these requirements, the distribution of credits is defined by the SAQA as:

A total of 120 (one hundred and twenty) or more credits shall be required normally for registration at levels 1 to 8, with a minimum of 72 (seventy-two) credits being awarded at or above the level at which the qualification is registered. The number and levels of credits constituting the balance of 48 (forty-eight) shall also be specified (SAQA Bulletin, Volume 1, Number 1, 1997:15).

For qualifications at the NQF levels 1 to 4 (it is recommended by the researcher that the AMIC be positioned at level 1 on the NQF) the SAQA has set the following requirements with regards to credit distribution for qualifications:

**CREDITS:** the minimum of 72 (seventy-two) credits required at or above the level at which the certificate is awarded, shall be divided into the following categories:

- **Fundamental learning**

- ◆ A minimum of 20 (twenty) credits from the field of Communication Studies and Language, and in addition:

- ◆ A minimum of 16 (sixteen) credits from the sub-field of Mathematics, Physical, Mathematical, Computer and Life Sciences.

- **Core and Elective Learning**

- ◆ A minimum of 36 (thirty-six) shall be divided between the Core and Elective categories, with each qualification specifying the distribution of credits for these categories.

For levels 5 to 8 on the NQF, more flexible rules of combinations apply. The researcher therefore recommends that any and all courses, certificates and qualifications offered and accepted by the automobile industry be aligned with such requirements to ensure national recognition and international comparability.

### **5.3.2 Education, Training and Development Practitioners**

Evidence from the data suggests that not all the Education, Training and Development Practitioners (ETDP) in the automobile industry are qualified as ETD Practitioners. The Departments of Education and Labour have identified 10 (ten)-practitioner roles for all education, training and development across all 12 (twelve) fields and 42 (forty-two) sub-

fields of learning. The researcher recommends that anybody who is considered to be education, training and development practitioners, be assessed according to the 10 roles. Once these assessments have been done, organisations will then be in a position to develop their practitioners accordingly and develop career paths for them.

It is further recommended that the automobile industry move away from traditional job descriptions for all ETD Practitioners and begin the process of developing job profiles which encompass the competencies, capabilities, outcomes, abilities, knowledge, skills, and value frameworks for people. The fundamental change here is a shift from a focus of duties, tasks, knowledge, skills and procedural steps of a job to a focus on people capabilities within particular contexts.

One of the fundamental problems with traditional job descriptions is that they are inflexible and do not accommodate changes in technology or processes very well. Competence profiles, on the other hand, focus on people capabilities and are more readily adaptable to changes in technology and processes.

With the focus on education and training and development practitioner roles, the SAQA has allowed for accommodating a wide range of industries and processes. While the roles remain constant, allowance is made for environmental and procedural changes within organisations and institutions.

The ten roles identified by the Departments of Education and Labour (1997) – ETD Practices Report for education, training and development practitioners are:

- Assessor
- Administrator
- Individual learning facilitator
- Group learning facilitator

- Evaluator
- Learning experience designer
- Learning material developer
- Manager
- Needs analyst
- Strategist

It is further recommended that the automobile industry seek assistance from specialists in the field of competence job profiling, especially with so much pressure coming from employees for competence based remuneration. The central issue here is, whether these competencies are:

- Acquired;
- Required; or
- Applied.

The researcher recommends that the automobile industry negotiate remuneration for applied competence, for any future Human Resource Development models linked to the NQF.

### **5.3.3 The Impact, Challenges and Opportunities of the National Qualifications Framework**

An analysis of the data suggests that the NQF is by far the most significant thing that has happened to education, training and development in the history of South Africa. Many organisations, institutions, industries and sectors are just not ready for the radical transformation of the way learning will be designed, developed, implemented, facilitated, managed, assessed and evaluated.

In the researcher's view, by far the most critical and pressing issue is to move from survival to success in terms of productivity, management, leadership, education and training and development to name a few. A starting point for the automobile industry is to leverage the principles and concepts of the NQF for its benefit. The researcher further recommends that South Africa learn from the experience of countries that have traveled a similar road. As a recommendation, the researcher will use the experiences of England and Australia as a heuristic device for recommendations. Comments are restricted to three broad themes, namely: competency; integration; and institutional and intellectual capacity.

### The notion of competence

From an analysis of the data, there is evidence to suggest that individual competence (or incompetence) directly affects the performance of the organisations productivity. In this context the researcher recommends that the notion of competence be fully understood by all stakeholders and role-players in the automobile industry.

A central issue which emerges from both the English and Australian experiences is that South Africa must conceive competencies in a broader way than that in those countries. Central to this challenge of setting meaningful outcomes of learning will be the successful combination of capabilities, knowledge, skills, abilities and value frameworks. Getting this balance right is the task of the SGBs. The danger exists of slipping too far into the emphasis on either element may be injurious to the system and its goals.

Too great a practical bias runs the risk of actually disempowering learners and workers as they may not have access to the necessary underpinning and background knowledge for their skills. As a result of this they be even more subject to Taylorist control. On the other end of the scale, too great a knowledge focus runs the risk of over academicising training and development. Given the background and historical lack of access to meaningful knowledge of many South Africans, this could in fact prevent the already disadvantaged



from benefiting in the new system.

In this context, the notion of Recognition of Prior Learning (RPL) will hopefully take cognisance of this. Another central issue here, is the Critical Cross-Field Education and Training Outcomes identified by the SAQA. These are to be included in all learning to ensure the quality of education and training, the acceleration of redress of past discrimination in education and training and employment opportunities, thereby contributing to the full personal development of each learner and the social and economic development of the nation at large (SAQA Bulletin, Volume 1, Number 1, 1997 : 6). When embarking upon any form of RPL, the researcher recommends that there is evidence of these critical outcomes in the RPL assessment.

These have been identified as:

1. Identify and solve problems in which responses display that responsible decisions using critical and creative thinking have been made;
2. Work effectively with others as a team, group, organisation and community;
3. Organise and manage oneself and one's activities responsibly and effectively;
4. Collect, analyse, organise and critically evaluate information;
5. Communicate effectively using visual, mathematical and/or language skills in the modes of oral and/or written presentation;
6. Use science and technology effectively and critically, showing responsibility towards the environment and the health of others;
7. Demonstrate an understanding of the world as a set of related systems by recognising that problem-solving contexts do not exist in isolation.

The SAQA have given further direction in terms of people development, when they state; "In order to contribute to the full personal development of each learner and the social and economic development of the society at large, it must be the intention underlying any

programme of learning to make an individual aware of the importance of”:

1. Reflecting on and exploring a variety of strategies to learn effectively;
2. Participating as responsible citizens in the life of local, national and global communities;
3. Being culturally and aesthetically sensitive across a range of social contexts;
4. Exploring education and career opportunities; and
5. Developing entrepreneurial opportunities

(SAQA Bulletin, Volume 1, Number 1, 1997 : 7).

The SAQA has recommended that these critical outcomes be implicit in all learning captured in unit standards.

From the above it becomes apparent to the researcher that without such an understanding of these economic, social and political systems, processes and structures individuals are restricted in making these ‘educated’ choices. The ability to make such choices goes to the heart of both the political and industrial systems. There is therefore an urgent need to deal with such political and economic education in a sensitive way. The automobile industry is therefore encouraged to move away from traditional and outdated education and training programmes, and focus on current relevant and reliable competencies.

### The notion of integration

Evidence from the data reveals a frustration among organisations within the automobile industry with the current divide between education and training. The notion of integration hopes to bridge the great divide that exists between education and training (and possibly between formal and non-formal education), which if left to their own devices will continue to uphold these divisions within a national framework. The NQF is unique from the English, Australian and New Zealand models in that the South African model attempts to finally integrate education and training in a framework through the notion of integrative assessment.

At the qualification level, the English, Australian and New Zealand models all assess knowledge and skills separately. Within the NQF however, qualifications will only be awarded when there is evidence of integrative assessment of all three learning categories, namely, fundamental, contextual and specialised or elective. The SAQA Bulletin (1997), gives the following guidelines with respect to the notion of integrative assessment:

**“Integrative Assessment** shall be incorporated appropriately to ensure that the purpose(s) of the qualification is achieved. Such assessment shall use a range of formative and summative assessment methods such as portfolios, simulations, in situ work-place assessments, written and oral examinations” (SAQA Bulletin, Volume 1, Number 1, 1997 : 16).

The challenge for all ETD Practitioners within the automobile industry is to ensure one or more of the critical cross-field outcomes are implicit in all learning, and that these are evident in the various assessment instruments used. Devising such models is one thing. However, of equal importance is the challenge to convince both the learners and employers of the merits of the unit standards developed. The opportunity lies in the fact that in the past employers, learners, the community, critical interest groups and the Department of Labour, had little or no say in the development of learning, and now,

through the NSBs and the SGBs all of these groups become part of the process of developing learning that is current, relevant and reliable.

Like the development of the ‘multi-skilling’ model for hourly-paid employees in the automobile industry, the automobile industry is now considering developing a similar model for management structures. They now have the added advantage of having pretty clear direction from the SAQA as to the types, titles and levels of qualifications within their field of learning. The researcher therefore recommends that all stakeholders within the automobile industry use the avenues available when developing this management model.

Here, adult educators, trainers and developers can play a vital role, particularly given their greater experience of these issues than their colleagues in school-based education.

#### The notion of institutional and intellectual capacity

An analysis of the data discloses that the automobile industry has to develop and increase both its institutional and intellectual capacity if it wants to move from survival to success in a globally competitive market. The researcher recommends that the automobile industry explore all avenues available in and through the NQF to meet and transcend this aim.

Part of the SAQA structure is the ETQA, and as already discussed in greater detail in the literature review part of the study, this body will ensure that all providers of learning, from educational institutions to business and industry, have the necessary capacity to provide and /or assess learning.

In both Australia and Britain the strengths and successes of the new approaches have rested largely on the further education sector. In South Africa, further education and training is much weaker than in both those countries. Given the already large funding problems in South African education, there appears to be little prospect of a major increase

in the size of South African further education and training from the state.

In Australia in particular the strength of the further education sector has brought with it a narrow vision of institutional competence and responsibility, leading to a lack of strategic alliance-building across sub-sectors. Given the weakness of South African capacity in this further education and training sector, such a narrow vision must be avoided. Just as a truly integrated system breaks down barriers between education and training, it must also break down the historical legacy of non-cooperation both between and within education and training.

If such a cooperative vision, as legislated through the SAQA Act, 1995, is advanced and realised, then the current weakness of individual sub-sectors like the further education and training band can become the strength of vibrant South African education and training alliances.

From informal providers and business and industry's perspective, the Skills Development Strategy Bill for South Africa, poses some major financial constraints on an already tight budget for education and training. Business South Africa, including the automobile industry, is currently opposing certain issues in the Bill because of the financial strain that this proposed levy-grant system will place on an already strained economic environment in South Africa (especially the small business sector).

For the larger organisations like those in the automobile industry however, large sums of money are already going onto education and training and development, with the hope of these organisations becoming more competitively both nationally and internationally. The researcher therefore recommends that these organisations begin, in earnest, the process of ensuring that all education, training and development accedes with the requirements of the SAQA Act, 1995. The researcher suggests that there are numerous advantages for this.

1. They will be in a position to recover 80% of the levy that they would have to pay when the Bill becomes an Act.
2. They are already spending large sums of money on education and training and development, and if they do not begin this alignment, then they would have to pay, above what they are already paying, a levy to their respective SETO, with no way of recovering this additional levy.
3. They will be in a position to offer employees really meaningful education and training and development that is both nationally aligned and internationally comparable.
4. 20% of their levy will be made available to their SETO for the development of skills for people in South Africa. The groups that will benefit from these skills are: the unemployed, the disabled, women and the youth.

This can only help the country regain economic strength and begin the long road of becoming globally competitive. Christo Nel, in an article in the magazine 'People Dynamics', September 1997, states that the vast majority of South African organisations are proving to be ill-prepared for the challenges that accompany this re-entry into the global economy.

Brand Pretorius, McCarthy Motor Holdings Chief is recorded as saying, in the Daily News, Thursday 20 November 1997 that when we compare the competitiveness of South Africa's organisations against 46 other developed and developing countries, South Africa managed a miserable 45<sup>th</sup> out of 46. Its managers were placed 43<sup>rd</sup> in their sector, with their 'people skills' in last place. He went on to say that strong leadership – not low interest rates, a high gold price or a strong rand – will be the ultimate arbiter of whether South Africa prospers or slides into an economic wasteland.

Globally, a central theme emerging from business and industry is this notion of developing the 'leader within' among employees, and 'disorganising' rigid structures to compete

globally. Venture capitalist, Don Valentine, states “To Washington I say, please don’t help us. The world of technology is complex, fast changing, and unstructured, and it thrives best when individuals are left alone to be different, creative and disobedient” (Will, 1993 : 57 ). “We can no longer compete on the cost of labour with countries like China”, Carlo de Benedetti, chief executive of Italy’s Olivetti, told the Wall Street Journal Europe. “What we have to leverage is our know – how” (Revzin, 1993 : 13 ).

Alvin and Heidi Toffler write in the New York Times, 1993 (in an article aptly titled ‘Societies at Hyper – speed’), “National will wither, knowledge will triumph”. David Glass chief executive officer from Wal-Mart stated “More intellect, less materials. Our only factory asset is the human imagination” (Palmieri, 1992 : 7 ).

While some of these comments may seem a little radical, it is the researcher’s opinion that the shift from products, processes and practices to people development will greatly contribute to this great education and training and development transformation in the automobile industry and in South Africa.

In an article in the magazine ‘People Dynamics’, Chris Nel makes some interesting observations about the death of effective Human Resource Management in South Africa. After setting the scene in terms of South Africa’s poor performance in the recent World Competitiveness Report, coming 45<sup>th</sup> out of a possible 46, he observes that the Human Resources functions and practitioners must accept some responsibility and accountability for (not) leading and guiding the organisation’s strategy which is geared at optimising the capacity of people. He goes on to say that Human Resources practitioners and functions will have to undergo radical transformation, which is at least as radical and profound as that which has occurred for South Africa as a whole in the 1990s (Nel, 1997).

If the Human Resource community wants to survive and succeed as indicated from the data, a broad range of traditional approaches, practices and competencies will have to be

relinquished. In its place, Human Resource functions, practitioners and institutes must construct the competencies, strategies, structures, processes and procedures which focus on one and only one core goal, that of becoming focused on entering the value-adding workstream.

Karodia (1995), mentions that the most significant economic advances have been made in developing economies such as those in the Pacific Rim, where changes in the style and structure of management and collective decision-making are most noticeable. He goes on to add that this has meant a greater amount of workplace participation in the overall responsibilities for the management of production. He concludes with the notion that what is required in a post apartheid South Africa is the development of an ethos of consultative and cooperative management. Throughout the world there is now growing realisation that cooperative forms of management are the key to stability and growth in every sphere of activity (Middleton, Zideman and Adams, 1993; Griffin, 1990; Kreiter, 1986).

#### **5.3.4 Keeping abreast with national initiatives impacting education, training and development**

With so much at stake, it is imperative that representatives from the automobile industry position themselves so that they are in a position to influence the way learning is designed, developed, implemented, facilitated, managed, assessed and evaluated. It is therefore recommended that the AMIETB appoint one representative and nominate him/her for possible appointment onto either the NSBs, the SGBs or the ETQAs.

While there are no guarantees that the people nominated will be appointed, the automobile industry should at least try to get someone appointed. In terms of the guidelines laid down by the SAQA for possible selection onto one or more of these bodies, the following applies, as stipulated in the SAQA Regulations Governing the Activities of National



Standards Bodies-circular number 4D/1997.

## SIX STAKEHOLDER CATEGORIES

- STATE (6 representatives): 3 from the Department of Labour; 3 from the Department of Education;
- BUSINESS (6 representatives);
- LABOUR (6 representatives);
- PROVIDERS (6 representatives): 2 from each band on the National Qualifications Framework, namely: general, further and higher bands;
- CRITICAL INTEREST GROUPS (6 representatives): relevant to the field of learning; and
- COMMUNITY/LEARNERS (6 representatives). (SAQA Regulations Governing NSBs, 1997 : 5).

As discussed earlier under literature review, the structure of the SAQA, especially the working groups like the NSBs, the SGBs and the ETQAs, have been structured to represent a cross section of the South African population. In so doing however, there is still a stronger flavor of academics and State Departments in the bodies than business and labour.

### **5.3.5 Linking staff development with the National Qualifications Framework**

Competence-based Human Resource Management is evolving rapidly in the workplace. The impetus and emphasis for this approach is in great part due to the implementation of the NQF. There is also great expectations from the workforce for formal links between career- pathing and the NQF. It provides structure for such an approach to be formalised throughout industry. As a result of the NQF, a deluge of changes in theoretical models,

supporting technology, learning research and best practice has begun.

In an article, 'Concurrent' Human Resources Projects, first edition, November 1997, Jeanette Pheiffer writes: "Competence will soon be the currency for competitiveness". A competence-based approach is an approach to learning and performance which:

- Places primary emphasis on what the person can actually do;
- Is focused on outcomes (outputs) rather than on learning processes, learning methodology, course content, or time spent engaged in these activities (inputs);
- Is concerned with the attainment and demonstration through application, of capabilities, which in turn, rely on specific and critical outcomes (knowledge, skills and abilities) to a specified level of competence integrated with underlying attributes (value frameworks); and
- Is concerned with achieving competence standards at organisation level whilst still adopting portability and consistency essential to the achievement of national recognition" (Pheiffer, 1997 : 28).

By developing competence standards, organisations are laying the foundations for competence-based learning and resulting application within the workplace. The researcher recommends that the automobile industry begin clarifying terms and terminology with regards to linking staff development with the NQF. A distinction between the definition of 'competence' and 'competency' requires some discussion. Literature on this topic reflects the following: "competence" relates primarily to attributes of a person which enables "competencies" to be achieved or expressed.

The researcher offers the following definitions as culled from the 'Concurrent' Human Resources document for further discussion and debate:

- A skill or integrated cluster of skills executed within an indicated range or context to specific standards of performance, of integrated understanding of the performance and its knowledge base, of understanding the system in which the performance is carried out, of the ability to transfer to other related contexts, of the ability to innovate when appropriate. “Skill” meaning a generalised performed capability in any domain of human learning and endeavor (Bellis, 1997). Bellis further suggests that competence could be viewed through the symbol of an onion , where the “layers” or “rings” are distinct yet integral to the whole and are interacting with each other. These rings represent a scale from functional where competence is focused on task performance, to competence involving the creation of something new;
- Competence is that worthy performance..... for which someone is willing to pay (Blank, 1982);
- Aspects of the job at which the person is competent (competency) and aspects of the person that enable that person to be competent (competence) (Woodruffe, 1992);
- Applied competence is the overarching term for three kinds of competence which are defined as “practical”, “foundational” and “reflexive” (National Skills Bill, 1997); and
- Competency is the integration of knowledge, skill and value orientation, demonstrated to a defined standard in a specific context (Meyer, 1996).

The way in which competence or competencies are identified and expressed is also determined by methodology, process and techniques used to identify competence profiles within organisations to meet national requirements. The researcher therefore recommends that all the role-players in the automobile industry come to an agreement as to the competence-based Human Resource Development model, and the concepts and principles that guide that process. Once this has been strategised, the automobile industry may then put the necessary structures together that will ensure links with the NQF.

### **5.3.6 Producing, selecting, implementing, assessing and evaluating learning**

Evidence from the data discloses that those organisations that responded to the questionnaire realise that the NQF is going to change the way in which learning is viewed, and some have indicated the desire to 'position' an industry certificate on the NQF. The researcher therefore recommends that all stakeholders within the automobile industry begin to refocus all learning from inputs to outputs and to reformat all learning in the legislated format.

One of the most demanding aspects of an outcomes- based system of learning is the aspect of level descriptors. The question to ask is how do we clarify or illustrate the degree of skill, depth of understanding or sophistication required at a particular level on the NQF? One possible solution, according to the SAQA Bulletin (1997), is to create exemplars of samples of performance accompanied by expert commentary. Such an approach, as pointed out, can be very valuable in upgrading education and training, but is costly and time consuming because of the research and development required. The SAQA has appointed a working committee to study the options for level descriptors. Its deliberations are captured in the draft regulations for National Standards Bodies (Government Gazette 9 May 1997).

These level descriptors have a significant bearing upon the whole learning process, because the whole system is outputs based as opposed to the traditional inputs based system. The researcher suggests a number of options to consider when producing, selecting, implementing, assessing or evaluating learning. Some of these options are:

- First and foremost, all learning must be placed at a particular level on the NQF, and within a field or sub-field of learning;
- The next focus point is to decide whether the learning will result in a full qualification or whether the learning will be in one or more of the three learning categories of a qualification. The main difference here is that if the learning results in a full qualification, then the provider will not be able to assess the learning, and the

composition of the qualification will have to comply with composition of qualifications requirements as laid out by the SAQA. If the learning is in one or more of the three learning categories of a qualification, then this learning will have to comply with the unit standards requirements and there is interim provision for the provider to assess the learning; and

- Organisations who outsource either the provision or assessment of learning to other organisations or institutions, are now in a position to request that these organisations or institutions register with the SAQA, and as such, comply with their requirements. This introduces far more accountability, responsibility and relevance to providers and/or assessors of learning.

The researcher therefore recommends that the automobile industry review all their current and planned learning interventions and begin the process of going through the above process as a start to aligning all learning with the NQF.

### **5.3.7 Developing and adapting curricula**

The researcher recommends that all curriculum developers within the automobile industry attend workshops on the NQF in order to understand the fundamental changes in the focus and format of learning. To give justice to the principles and concepts of the NQF, a clear understanding of the new learning process is important. There is a range of forces and factors influencing the learning process, and it is recommended that curriculum designers and developers begin to familiarise themselves with these. An analysis of the data reveals that those respondents realise that the NQF will transform the way learning is designed, developed, implemented, assessed and evaluated. With this in mind the researcher recommends some issues for curriculum designers and developers to consider. These being:

## 1. THE FOCUS AND FORMAT OF A QUALIFICATION

Curriculum designers and developers would need to understand the new format of a qualification. The central issues are:

- Three learning categories (fundamental, contextual and specialised/elective);
- Statement of competence (the broad statement of the integrated demonstration of capabilities in continuous activity within a specific context); and
- Integrative assessment (the criteria and guidelines relating to the assessment of the integrated capabilities or competence that are required or to be met in order for the qualification to be issued).

More importantly is the focus of designing and developing a qualification. Central issues to consider are:

- The field and sub-field of learning (one of the 12 fields or 42 sub-fields of learning);
- The level of the qualification on the NQF (described by the level descriptors);
- The context of the learning; and
- The notion of access to and portability of the qualification within the broader South African context.

## 2. THE FOCUS AND FORMAT OF UNIT STANDARDS

Curriculum designers and developers would need to fully understand the format of unit standards (already covered in the literature review part of this study), and more importantly, the focus of unit standards. Some central issues to consider are:

- Identify the field and sub-field of learning;
- Identify capability statements (defined as roles within an occupation, functions within a process or learning capabilities);

- Identify specific outcomes and their related assessment criteria;
- Identify range statements (specify the degree of difficulty, volume or other specific information relating to the specific outcome);
- Identify the critical cross-field outcomes and show how they are implicit in the assessment criteria; and
- Assign credits to the unit standard.

The researcher recommends that curriculum designers and developers always look for links (formally, informally and non-formally) with other learning so that nothing is done in isolation and that the new system does not become fragmented and incoherent like the previous separate education and training systems.

#### **5.4 DELIMITATIONS AND SHORTCOMINGS OF THE RESEARCH**

The principle difficulty encountered by the researcher was one, which arises from the paucity of current material, which deals with the NQF. Most of the documents and literature available is assumptive and speculative and is hardly adequate for the purposes of making any deep-seated analysis of the impact, challenges and opportunity of the NQF on business and industry.

Another problem encountered by the researcher was the newness of the concepts and principles of the NQF and its relative infancy as a new framework for learning in South Africa. This is understandable in view of the shortcomings of the SAQA to effectively communicate these concepts and principles.

A third difficulty stems from the disagreement of the main stakeholders concerning the implementation of the NQF. While all stakeholders and role-players agree with and support the principles and concepts of the NQF, business and labour seem to have different

agendas and both parties are reluctant to compromise on any burning issues. The implementation of the NQF in South Africa is, in the researcher's view, dependent upon the sincerity of both business and labour in reaching consensus on those burning issues like: individual competence versus collective competence, and linking meaningful career paths with acquired competence to name a few. For these reasons it is not possible to make any finite judgements about the impact, challenges and opportunities of the NQF on the automobile industry in South Africa.

## **5.5 FULFILMENT OF THE RESEARCH OBJECTIVES**

In this dissertation, the researcher set out to examine and evaluate the impact, challenges and opportunities of the NQF on the automobile industry. This included a literature review of the provision of education and training in the automobile industry, an investigation into the anticipated implementation of the NQF and an evaluation of the resources of the organisations researched. These considerations led to certain conclusions and recommendations.

It is in the researcher's view that these objectives have been satisfied, in so much as possible to do so in an academic enquiry of this kind. For instance, the researcher was able to draw on a fairly wide range of literature to discuss the possible implications of the implementation of the NQF in the automobile industry.

The researcher was also able to indicate the method by which he identified particular organisations for detailed study. These organisations were satisfactorily accessible for investigation for the researcher's purpose because of the considerable co-operation, which the researcher was accorded in order to conduct the research. This in itself was a successful venture.



## **5.6 SUMMARY**

This chapter makes certain conclusions and offers recommendations, which derive from the investigation conducted. Various conclusions were drawn about the impact, challenges and opportunities of the NQF on the automobile industry. Thereafter, certain recommendations were offered by the researcher with regards to possible implementation strategies of the NQF within the automobile industry. The researcher also indicated whether the objectives of this dissertation have been met and discussed the procedures, which were used in doing so. In addition to this, the researcher also pointed to the success achieved in meeting the objectives of the investigation. Finally, the researcher drew direct attention to the limitations of the dissertation and the problems encountered.

## **5.7 CONCLUDING REMARKS**

It is the researcher's considered view that the NQF is going to have a far greater impact on the way learning is designed, developed, implemented, facilitated, managed, assessed and evaluated, than that which was originally anticipated by organisations and labour within the automobile industry. Both labour and business in the automobile industry will have to acquire the necessary knowledge, skills and abilities to implement the principles and concepts of the NQF effectively. The successful implementation of the NQF depends largely on the ability of both the training and development departments, together with labour, to be change agents through facilitating a mind shift in learning from inputs to outputs for people in the automobile industry, and indeed in education, training and development in South Africa as a whole.

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University of  
Durban-Westville

PRIVATE BAG X54001 DURBAN  
4000 SOUTH AFRICA  
TELEGRAMS: 'UDWEST'  
TELEX: 6-23228 SA  
FAX: (031)820-2383  
☎ (031)820-9111

## APPENDIX 1: LETTER

04 July 1997

FACULTY OF EDUCATION

Department of Foundations of Education

Direct line: (031) 820-2604

Fax No.: (031) 820-2866

### RESEARCH PROJECT: 'THE IMPACT, CHALLENGES AND OPPORTUNITIES OF THE SOUTH AFRICAN QUALIFICATIONS ACT 1995, ON THE AUTOMOTIVE INDUSTRY IN SOUTH AFRICA'.

I am conducting research, which examines the impact of the South African Qualifications Act 1995 on the Automotive Industry, and how the Automotive Industry will respond to the challenges and opportunities presented by the Act. The research focuses on:

- Training and Development in the Automotive Industry, pre - 1995.
- Present provision of Education, Training and Development in the Automotive Industry.
- Origin and structure of the National Qualifications Framework (NQF) and it's impact on learning within the Automotive Industry.
- Stakeholder participation.
- The advantages, disadvantages, challenges, and opportunities of the NQF on learning.
- Strategies for national positioning and recognition of learning within the Automotive Industry.

It is anticipated that the research will unify Education and Training initiatives in the Automotive Industry, leading to nationally agreed minimum Education and Training standards.

Some of the questions that follow require a brief explanation. If you do not want to respond to any question, please do not feel obliged to. You are assured of the confidentiality of the information that you provide.

I am extremely grateful to you for completing this questionnaire and will be pleased to share the results of the study with you.

Yours faithfully

Michael. S. Denton

*Kindly return the completed questionnaire in the self addressed, stamped envelope that has been provided.*

031- 4665656 (phone/fax)  
0825787589 (cell)

## APPENDIX 2: THE QUESTIONNAIRE

### *THE IMPACT, CHALLENGES AND OPPORTUNITIES OF THE SOUTH AFRICAN QUALIFICATIONS ACT 1995, ON THE AUTOMOTIVE INDUSTRY IN SOUTH AFRICA*

#### SECTION 1 : *GENERAL*

This section requires organisational details and your views. Where applicable, place an 'X' in the appropriate block.

1.1 Name of organisation : .....

1.2 Questionnaire completed by : .....

Responsibility within the organisation : .....

Number of year's experience in above: .....

1.3 Your organisation's educational provision is mainly in :

(If there is more than one activity, please rank in order of priority)

ACTIVITY	RESPONSE
Agricultural / Environment. eg. Environmental awareness	01
Vocational education. eg. Core industry learning	02
Automotive industry specific	03
Health / parenting / children. eg. Aids awareness	04
Counselling.	05
Training of educators / trainers.	06
Formal education of adults. eg. Department of education	07
Union worker education	08

Culture and recreation	09
Adult basic education and training	10
Other ( specify )	11

1.4 Your organisation's full-time staff totals :

NUMBER	RESPONSE
1 - 500	01
501 - 1000	02
1001 - 2000	03
2001 - 3000	04
3001 +	05

1.4.1 Number of Education, Training and Development (ETD) practitioners within your organisation: .....

1.5 The South African Qualifications Authority (SAQA) has identified 12 fields of learning. In terms of these fields, your organisation's main activities are: (please rank in order of priority)

FIELDS OF LEARNING	RESPONSE
Agriculture and Nature Conservation	01
Arts and Artistic Crafts	02
Business, Commerce and Management Sciences	03
Communication Science and Languages	04

Education, Training and Development	05
Engineering and Manufacturing Processes	06
Human and Social Sciences	07
Law, Military Science and Security	08
Mathematics	09
Medical Sciences, Health and Social Sciences	10
Natural and Life Sciences and Technologies	11
Utility Services	12

1.6 Does your organisation have a separate Education, Training and Development (or equivalent) division?

Yes	No
-----	----

1.6.1 To whom is this division accountable?

DIRECTOR	01
GENERAL MANAGER	02
AUTONOMOUS	03
OTHER (please specify)	04

1.7 In the space provided overleaf, please list the programmes/projects you provide and indicate whether they are out-sourced or internal.

PROGRAMME/PROJECTS	OUT-SOURCED	INTERNAL

1.7.1 Briefly describe your organisations decision-making structures in the delivery of its programmes/projects.

.....

.....

.....

.....

.....

.....

.....

.....

1.7.2 Please list your organisations community involvement projects, if any.

.....

.....

.....

.....

**SECTION 2 : *THE SOUTH AFRICAN QUALIFICATIONS AUTHORITY BILL***  
**1995**

2.1 Does your organisation have any representatives on the pilot projects for the sectors involved in the NQF process?

YES	NO
-----	----

2.2 Do you have access to the information arising out of these pilot projects?

YES	NO
-----	----

2.3 For stakeholder involvement, do you think it is necessary for your organisation to be part of the National Standards Bodies (NSBs), the Standards Generating Bodies (SGBs) and the Education and Training Quality Assurance (ETQA)?

YES	NO	MAYBE
-----	----	-------

2.4 Do you think the NQF will affect the way in which learning is designed, developed, implemented, facilitated and managed in your organisation?

YES	NO	MAYBE
-----	----	-------

2.4.1 Please elaborate.



.....

.....

.....

.....

.....

2.4.2 Is your organisation providing or planning to provide alternative routes to nationally recognised qualifications?

YES	NO	UNSURE
-----	----	--------

2.4.3 Please list some alternative routes in meeting your organisation's objectives.

.....

.....

.....

.....

2.4.4 The concept of lifelong learning requires recognised certification of learning together with learning pathways. Please indicate briefly how you think this may be achieved within the automotive industry.

.....

.....

.....

.....

.....

2.4.5 Are you planning to communicate an understanding of the NQF within your organisation?

YES	NO
-----	----

If 'YES', how?

INTERNAL LETTER	01
STAFF CIRCULAR	02
TEAM BRIEF	03
COMPANY MAGAZINE	04
OTHER ( please specify )	05

2.5 The NQF has come under some criticism recently.

2.5.1 Do you agree that the NQF is inaccessible to the majority of people, due to the specialised and technocratic language used?

YES	NO
-----	----

If 'YES', how may this be overcome?

.....

.....

.....

.....

.....

2.5.2 Do you think that the notion of outcomes based learning tends to individualise the labour market and creates tension between training for redress and training for competitiveness.

YES	NO
-----	----

If 'YES', please explain briefly.

.....

.....

.....

.....

.....

2.6 It has been recommended that “ labour market and workplace redress should not be sacrificed in favour of gearing towards international competitiveness ”. What are your views on this?

.....

.....

.....

.....

.....

2.7 Should the focus of unit standards be on (choose one):

Collective thinking and work
Individual competence

( please provide some reasons for your response )

.....

.....

.....

.....

.....

2.8 How do you think your organisational learning programmes identified in point 1.7, may be linked to the NQF?

.....

.....

.....

.....

.....

2.9 The NQF aims to:

- a) redress inequalities in South African society, and,
- b) improve the productivity of the workforce and thus the competitiveness of the South African economy.

2.9.1 Do you think these goals are attainable?

YES	NO	MAYBE
-----	----	-------

(Please elaborate briefly)

a).....

.....

.....

.....b).....

.....

.....

2.9.2 Are these goals (choose one):

In conflict with each other
Complementary

(Please elaborate briefly)

.....

.....

.....

.....

.....

.....

2.10 What do you see as the major challenge of the NQF for the automotive industry?

.....

.....

.....

.....

.....

2.11 What in your opinion are the major benefits of the NQF to the automotive industry?

.....

.....

.....

.....

.....

2.12 Once the learning outcomes have been identified at the NQF levels, will you or your organisation consider using these as a guide or pre-requisite for :

RECRUITMENT	YES	NO	MAYBE
PROMOTION	YES	NO	MAYBE

### SECTION 3 : *ORGANISATIONAL AND EDUCATIONAL MANAGEMENT*

Please indicate your ETD division/department's competency level by marking the appropriate block with an 'X'. Use the 4-point indicator below. Also indicate whether your ETD division/department would benefit with any assistance in each area.

***Competency level :***

- 1 = Not a problem
- 2 = Somewhat of a problem
- 3 = A problem
- 4 = Not applicable

***Need help:***

- 5 = Yes
- 6 = No

#### 3.1 EDUCATIONAL MANAGEMENT

ACTIVITY	Competence Level						need help
Setting and developing organisational goals	1	2	3	4	5	6	
Developing and adapting curricula	1	2	3	4	5	6	
Producing, selecting & evaluating learning material	1	2	3	4	5	6	
Planning for staff development	1	2	3	4	5	6	
Keeping abreast of national learning initiatives	1	2	3	4	5	6	
Communicating national initiatives ( multi-level )	1	2	3	4	5	6	
Linking staff development with the NQF	1	2	3	4	5	6	

### 3.2 ORGANISATIONAL LEADERSHIP

Developing structures for decision making	1	2	3	4	5	6
Monitoring contextual changes ( ETD especially )	1	2	3	4	5	6
Informing all stakeholders	1	2	3	4	5	6
Liaison with union leadership	1	2	3	4	5	6
Liaison with other ETD practitioners	1	2	3	4	5	6
Liaison with other sectors of learning	1	2	3	4	5	6

### **SECTION 4 : OTHER**

Is there any further information, with regard to education, training and the NQF, that you would like to provide?

.....

.....

.....

.....

.....

.....

.....

.....

Thank you for taking the time to complete this questionnaire. Kindly return it in the self addressed, stamped envelope that has been provided.

### **APPENDIX 3: LETTER**

22 OCTOBER 1997

#### **QUESTIONNAIRE 'THE IMPACT, CHALLENGES AND OPPORTUNITIES OF THE SOUTH AFRICAN QUALIFICATIONS AUTHORITY ACT 1995, ON THE AUTOMOBILE INDUSTRY IN SOUTH AFRICA'**

In July 1997 I posted off the above mentioned questionnaire together with a letter explaining the reason for the research and a request for the questionnaire to be completed and returned in the self addressed, stamped envelope. To date, I have not received your response.

If you have completed the questionnaire and posted it off, then please ignore this letter (it is possible that the questionnaire has been mislaid in the post). If however, you have been unable to complete the questionnaire, or if you do not wish to complete the questionnaire, could you please notify me as I am in the process of collating all the data for the findings and recommendations of the study.

I may be contacted on the following numbers:

031 – 466 5656 (B)

031 – 466 2149 (H)

082 5787 589 (Cell)

While I realise that this is not a priority and that you are very busy, I would appreciate some feedback for the study.

Thank you for your attention to this request.

Best regards

Michael Denton



## **APPENDIX 4: FUNDA ASSOCIATES.**

### **“A LEARNING JOURNEY”**

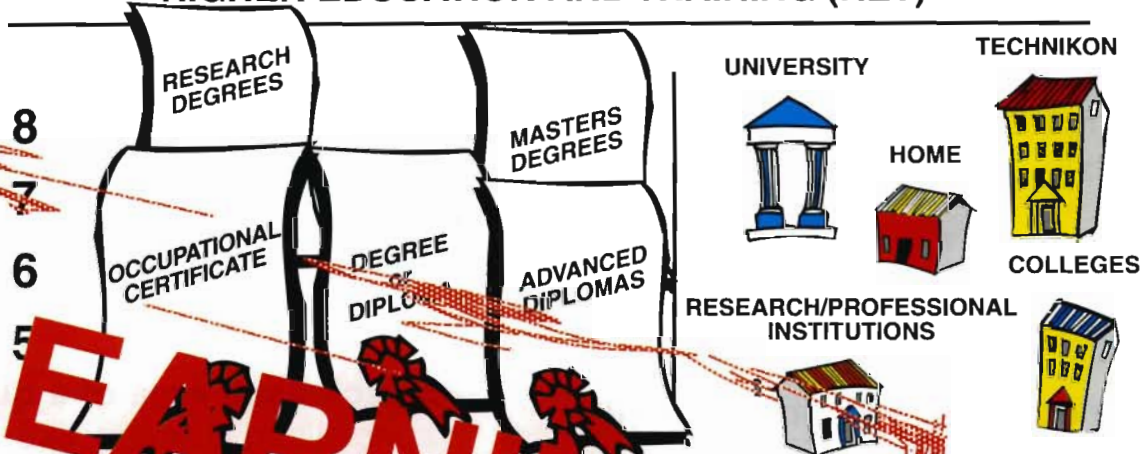
# NATIONAL QUALIFICATIONS FRAMEWORK

NQF  
LEVELS

WHAT WILL  
I GET?

WHERE WILL  
I LEARN?

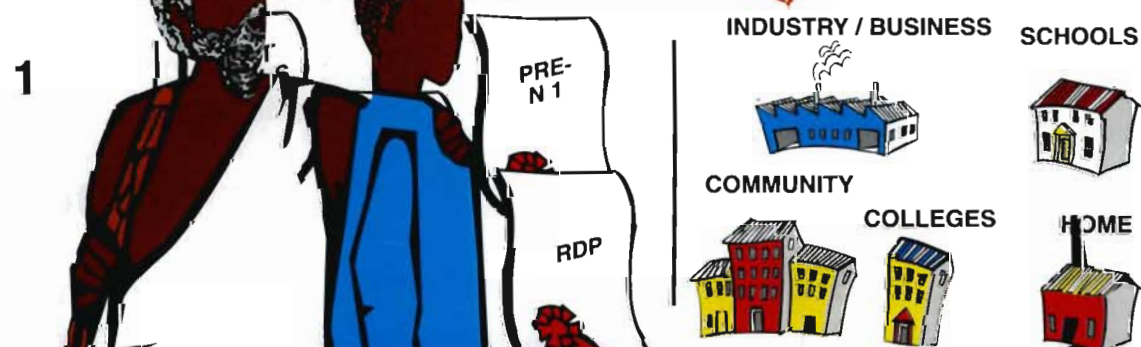
## HIGHER EDUCATION AND TRAINING (HET)



## FURTHER EDUCATION AND TRAINING CERTIFICATE (FETC)



## GENERAL EDUCATION AND TRAINING CERTIFICATE (GETC)



LIFE-LONG  
LEARNING



# TABLE OF CONTENTS

Introduction, key words and definitions	2
What is the NQF and how will it affect me?	3-4
What is a qualification?	5
Where to get a qualification?	6
What are outcomes?	7
Starting the learning journey.	8-10

## KEY WORDS AND DEFINITIONS

### **South African Qualifications Authority (SAQA)**

a group of people that will ensure the implementation of the NQF.

### **National Qualifications Framework (NQF)**

a learning framework to improve the knowledge, skills and abilities of all South African citizens.

### **Competence**

the capacity for continuous performance, within context, resulting from an integration of capability.

### **Unit Standard**

the nationally agreed format for a unit of learning.

### **Credits**

are awarded for competence in the outcomes of a unit standard.

### **Non-Government Organisations (NGO)**

providers of learning.

### **ABET**

Adult Basic Education and Training.

**N1-N6** National Courses.

### **Recognition of Prior Learning (RPL)**

credits for learning from life experiences and other learning.

### **Qualifications**

are the formal recognition of achieving the required number and range of credits for unit standards within 3 learning areas.

### **Fundamental area of a qualification**

foundational learning, like: language, communication and mathematics

### **Contextual area of a qualification**

general learning, like: health, safety, social studies, human and social sciences.

### **Specialised area of a qualification**

specialised learning, like: work related knowledge, skills and abilities, technical, commercial and technology

### **Capability**

the knowledge skills and abilities required for a unit standard within a specific context.

### **Assessment**

the process of assessing outcomes, capabilities and competence.

### **Provider**

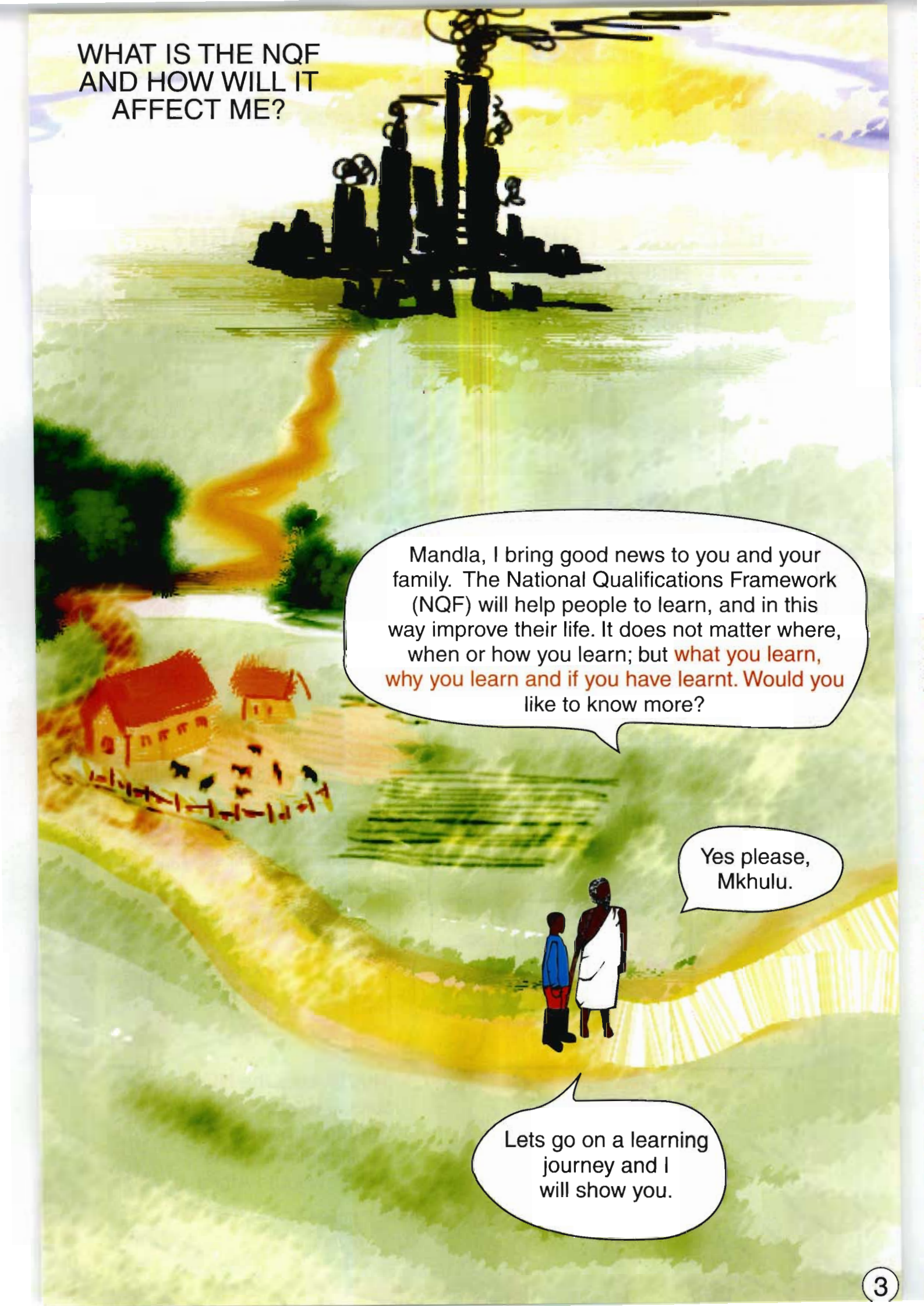
An organisation or institution that provides learning.

## INTRODUCTION

This booklet explains the National Qualifications Framework (NQF) and life-long learning, by means of a conversation between two people, Mkhulu and Mandla, as they start a learning journey.

This is the first booklet of a series to be published.

# WHAT IS THE NQF AND HOW WILL IT AFFECT ME?



Mandla, I bring good news to you and your family. The National Qualifications Framework (NQF) will help people to learn, and in this way improve their life. It does not matter where, when or how you learn; but **what you learn, why you learn and if you have learnt. Would you like to know more?**

Yes please, Mkhulu.

Lets go on a learning journey and I will show you.



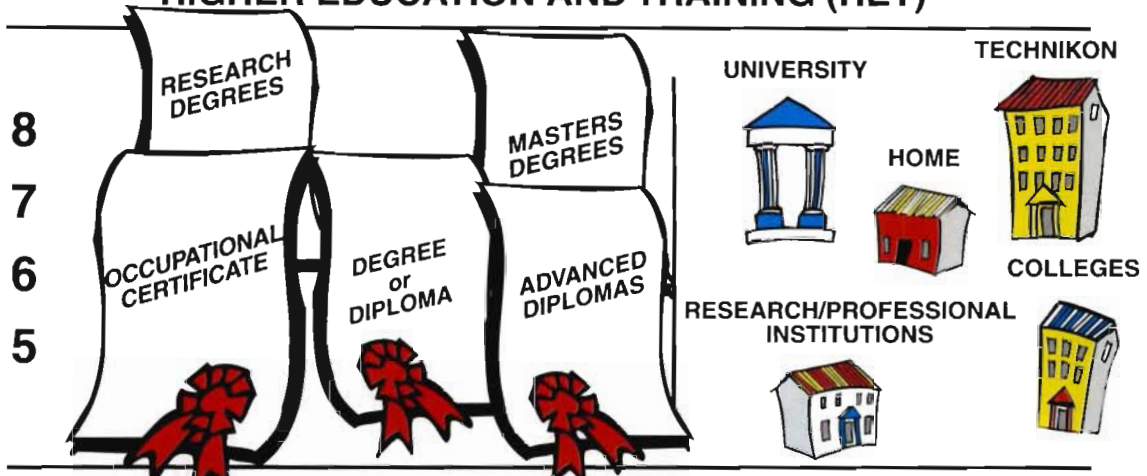
# NATIONAL QUALIFICATIONS FRAMEWORK

**NQF  
LEVELS**

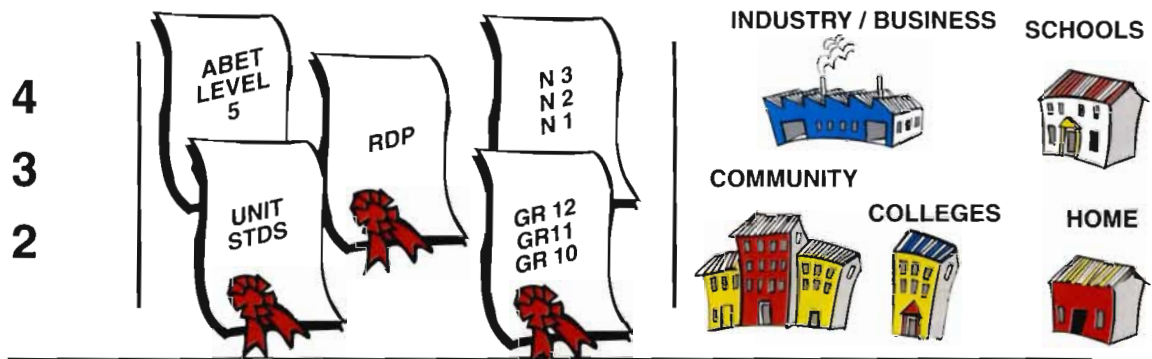
**WHAT WILL  
I GET?**

**WHERE WILL  
I LEARN?**

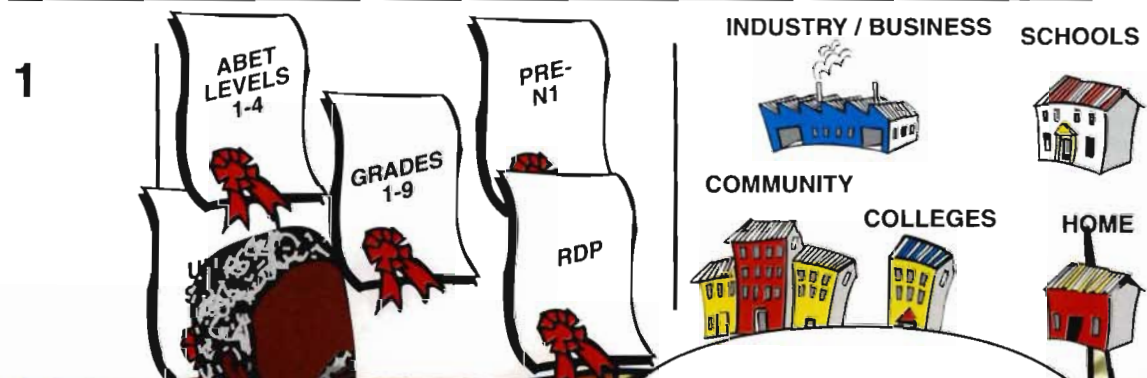
## HIGHER EDUCATION AND TRAINING (HET)



## FURTHER EDUCATION AND TRAINING CERTIFICATE (FETC)



## GENERAL EDUCATION AND TRAINING CERTIFICATE (GETC)



This is what the **NQF** looks like and **SAQA** is a group of people who will implement the NQF in South Africa.



# WHAT IS A QUALIFICATION?

## 3 AREAS OF LEARNING

### CONTEXTUAL AREA

"General learning"  
like: health, safety,  
social and industry.



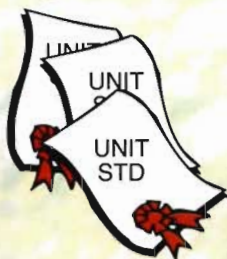
## QUALIFICATION

STATEMENT  
OF COMPETENCE

### FUNDAMENTAL AREA



### CONTEXTUAL AREA



### SPECIALISED AREA



### INTEGRATIVE ASSESSMENT

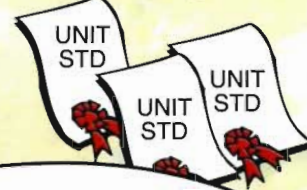
## FUNDAMENTAL AREA

"foundational learning"  
like: language,  
communication and  
mathematics.



## SPECIALISED AREA

"specialised learning"  
like: work related  
knowledge, skills and  
ability.



Let me draw you a  
picture to show you.

What is a **qualification**  
Mkhulu?

It is a form which gives a  
list of the "**outcomes**"  
(the things you have to  
know and do) to get credits  
for a qualification.

What is a **unit standard**  
Mkhulu?

UNIT STANDARD			
SAQA LOGO	TITLE	UNIT No.	
NQF LEVEL	CREDIT	COMMENT DATE	
ISSUE DATE	REVIEW DATE	FIELD	
PURPOSE / CAPABILITY STATEMENT			
LEARNING ASSUMPTIONS		ASSESSMENT	
SPECIFIC OUTCOMES		CRITERIA	
RANGE			
ACCREDITATION		MODERATION	
RANGE STATEMENT			
NOTES: CRITICAL OUTCOMES			
ESSENTIAL KNOWLEDGE			



# WHERE TO GET A QUALIFICATION?

## FORMAL PROVIDERS

schools, technikons,  
universities, colleges,  
research/professional  
institutions

## INFORMAL PROVIDERS

churches, NGO's, RDP  
unions.

### QUALIFICATION

STATEMENT  
OF COMPETENCE

FUNDAMENTAL  
AREA

CONTEXTUAL  
AREA

SPECIALISED  
AREA

INTEGRATIVE  
ASSESSMENT

Full time  
Part-time  
Correspondence  
RPL

### RPL PROCESS

You can get credits for learning  
from life **experiences**, like:  
farming, selling, welding, building,  
baking and being a leader.

INDUSTRY AND BUSINESS  
PROGRAMMES

Where can I get a  
qualification Mkhulu?

You can learn in many different  
ways and at different places.  
Look how this can happen.



# WHAT ARE OUTCOMES?

## CRITICAL OUTCOMES

The essential abilities common to all learning. Things like:-

- ☐ Identifying and solving problems.
- ☐ Working with others as a team, group, organisation or community.
- ☐ Organising and managing yourself and your activities.
- ☐ Collecting, organising and examining information.
- ☐ Communicating effectively.
- ☐ Using science and technology effectively and showing responsibility towards the environment and the health of others.
- ☐ Understanding the world as a set of related systems.

## SPECIFIC OUTCOMES

The knowledge, skills and abilities needed to do specific work.

Mandla, there are two kinds of outcomes that have been identified by SAQA. These outcomes must be included in every unit standard.

## OUTCOMES

The things you have to know and do to get credits for the unit standard.

Mandla, I must also tell you more about "outcomes".

What are outcomes, Mkhulu?



This looks very exciting Mkhulu.  
Tell me where should I start my learning journey.

Mandla, there are many ways to start your learning. You may choose between many providers of learning. It is important that you set a goal to get a qualification at NQF level. To do this, you may start your learning journey on the Fundamental road. This gives you the foundation for further learning. You could start by registering for ABET levels 1 to 4.

**ABET 1**  
Std 1  
Grade 3  
RDP

**ABET 2**  
Std 3  
Grade 5  
RDP

**ABET 3**  
Std 5  
Grade 7  
RDP

**ABET 4**  
Std 7  
Grade 9  
RDP

Well done Mandla, you have nearly reached your goal. Remember that a qualification must have all 3 areas of learning.

**QUALIFICATION**

**STATEMENT OF COMPETENCE**

**FUNDAMENTAL AREA**

**CONTEXTUAL AREA**

**SPECIALISED AREA**

**INTEGRATIVE ASSESSMENT**

**CONTEXTUAL ROAD**

**FUNDAMENTAL ROAD**

**SPECIALISED ROAD**

**NQF 1  
G.E.T.C.**



## NQF 2-4

HAVE YOU SET GOALS FOR LEARNING?

Well done Mandla, you have travelled well along all 3 roads and reached your goal. You now have a NQF level 4 qualification.

NQF 3  
ABET 5  
Std 9  
Grade 11  
N 2  
RDP

NQF 4  
ABET 5  
Std 10  
Grade 12  
N 3  
RDP

NQF 4  
F.E.T.C.

CONTEXTUAL ROAD

SPECIALISED ROAD

FUNDAMENTAL ROAD

NQF 2  
ABET 5  
Std 8  
Grade 10  
N 1  
RDP

Well done Mandla, you have reached your first goal by getting a qualification at NQF level 1 (GETC). Your next goal is a NQF level 4 (FETC).



**NQF 5-8**

We have come a long way Mkhulu.  
Is there still more learning?  
I want to specialise in a learning area  
and apply for a better job. I know  
that this is a very important decision  
to make. I will think very  
carefully before I choose.

Yes Mandla, there is also Higher Education  
and Training. Just look at all the roads  
you may choose to travel.  
Remember that there are many ways  
to learn at many different places.

**RESEARCH/PROFESSIONAL  
INSTITUTION**

**DIPLOMA  
or  
DEGREE**

**UNIVERSITY**

**EMPLOYMENT**

at any stage  
along this learning  
journey you  
may seek  
employment.

**CERTIFICATE  
or  
DIPLOMA**

**COLLEGES**

**DIPLOMA  
or  
DEGREE**

**TECHNIKON**

Mandla,  
there are two last things I must remind you of.  
Firstly, you will always keep your credits of learning  
and experience. Secondly, all learning will require a  
**demonstration of competence** of all outcomes  
before credits are rewarded.  
Remember Mandla, the goal of the NQF  
is to **improve the knowledge,  
skills and abilities of all people  
in South Africa and produce 'competent'  
citizens.**

**COMPETENT  
CITIZEN  
"MANDLA"**



## BENEFITS

These are just some of the benefits if you begin this learning journey.

What other benefits do you think there are for you ?

☐ TRANSFERABILITY:

credits from one institution will be accepted by other institutions offering similar learning.

☐ RECOGNISED:

qualifications are recognised nationally (all over South Africa) and are internationally (world) comparable.

☐ LIFE- LONG LEARNING:

a chance to carry on learning. Remember, "it's not where, when or how we learn that matters, but **what we learn, why we learn, and if we have learnt.**" (HSRC, 1995)

☐ FLEXIBILITY:


many different ways to learn at many different places.

☐ OWNERSHIP:

learners play a more active role in their learning.

☐ CAREER DECISIONS:

Learners are better equipped to make career decisions for life-long learning.



Mandla these are some of the benefits for you. On our next trip we will share more information about this journey for life- long learning.



If you do not understand any of the information in  
this booklet please ask someone to help  
explain this important  
information to you.

ARE YOU INTERESTED  
IN TAKING THIS LEARNING JOURNEY?

FUNDA ASSOCIATES CAN HELP YOU.



JEANETTE PHEIFFER

P.O. Box 53491, Yellowwoodpark, 4011  
Telephone:(031) 469 1631 Facsimile: (031) 469 2017  
Cell: 083 228 2528  
E Mail:pheiffer@pixie.co.za

MICHAEL DENTON

P.O. Box 21294, Bluff 4052  
Telephone\Facsimile: (031) 466 56 56 Cell: 082 5787 589

#### RESOURCES USED TO COMPILE THIS BOOKLET

- ☐ Ways of seeing the National Qualifications Framework, HSRC, 1995.
- ☐ White Paper on Education and Training , 1995.
- ☐ South African Qualifications Authority Act, 1995.



# STRUCTURE OF THE NQF

LEVEL NQF	BAND	TYPES OF QUALIFICATIONS AND CERTIFICATES		LOCATIONS OF LEARNING FOR UNITS AND QUALIFICATIONS		
HIGHER EDUCATION AND TRAINING						
8	Higher Education and Training	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 / Workplace, etc.		
5		Diplomas, Occupational Certificates		Universities / Technikons / Colleges / Private / Professional Institutions / Workplace, etc.		
FURTHER EDUCATION AND TRAINING						
4	Further Education and Training	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 / Unions Workplace, 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						
1	General Education and Training	Senior Phase	ABET Level 4	Formal Schools  (Urban / Rural / Farm Special)	Occupation / Work-based training / RDP / Labour Market Schemes / Upliftment / Community programmes	NGOs / Churches / Night Schools / ABET Programmes / Private Providers / Industry Training Boards / Unions / Workplace, etc.
		Intermediate Phase	ABET Level 3			
		Foundation Phase	ABET Level 2			
		Preschool	ABET Level 1			

**APPENDIX 6: THE SOUTH AFRICAN QUALIFICATIONS AUTHORITY ACT, 1995**  
**STATUTES OF THE REPUBLIC OF SOUTH AFRICA – EDUCATION**

**SOUTH AFRICAN QUALIFICATIONS AUTHORITY ACT**

**NO. 58 OF 1995**

(ASSENTED TO 28 SEPTEMBER, 1995) (DATE OF COMMENCEMENT: 4 OCTOBER, 1995)

(English text signed by the President)

**ACT**

**To provide for the development and implementation of a National Qualifications Framework and for this purpose to establish the South African Qualifications Authority; and to provide for matters connected therewith.**

**1. Definitions.** – In this Act, unless the context indicated otherwise

“**Authority**” means the South African Qualifications Authority established by section 3;

“**company**” means a company or close corporation registered under any law, which provides education or training for its employees or clients

“**Director-General**” means the Director-General of Education;

“**Minister**” means the Minister of Education and, for the purposes of sections 4(2), 4(3), 4(4), 4(5), 4(6), 5(1), 11, 13(2), 14 and 15(2), the Minister of Education in consultation with the Minister of Labour.

“**National Qualifications Framework**” means the National Qualifications Framework approved by the Minister for the registration of national standards and qualifications;

“**organised teaching profession**” means an organisation which is a member of the Education Labour Relations Council established in terms of the education Labour Relations Act, 1993 (Act no. 146 of 1993), and is recognised by the Minister for the purposes of this Act;

**“prescribe”** means prescribe by regulation;

**“qualification”** means the formal recognition of the achievement of the required number and range of credits and such other requirements at specific levels of the National Qualifications Framework as may be determined by the relevant bodies registered for such purpose by the South African Qualifications Authority;

**“registered”** means registered in terms of the National Qualifications framework;

**“standard”** means registered statements of desired education and training outcomes and their associated assessment criteria.

2. **Objectives of National Qualifications Framework.**-The objectives of the National Qualifications Framework are to-
  - (a) create an integrated national framework for learning achievements;
  - (b) facilitate access to, and mobility and progression within education, training and career paths;
  - (c) enhance the quality of education and training;
  - (d) accelerate the redress of past unfair discrimination in education, training and employment opportunities; and thereby
  - (e) contribute to the full personal development of each learner and the social and economic development of the nation at large.
3. **Establishment of South African Qualifications Authority.**-There is hereby established a juristic person called the South African Qualifications Authority.
4. **Constitution of Authority.**-(1) The Authority shall consist of a chairperson who shall be appointed in terms of subsection (2), such members as shall be appointed in terms of subsections (3) and (4), and an executive officer who shall be appointed in terms of subsection (7).
  - (2) The Minister shall appoint the following persons as members of the Authority, in the manner provided for in subsection (4)-
    - a) one member nominated by the Director-General;
    - b) one member nominated by the heads of provincial education departments;



- c) one member nominated by the Director-General: Labour;
- d) one member nominated by the National Training Board;
- e) two members nominated by the national organisations representing organised labour;
- f) two members nominated by national organisations representing organised business
- g) one member nominated by the Committee of University Principals established by section 6 of the Universities Act, 1995 (Act no. 61 of 1955);
- h) one member nominated by the Committee of Technikon Principals established by section 2 of the Technikons Act, 1993 (Act No. 125 of 1993);
- i) one member nominated by the national body representing teachers' college rectors and recognised by the Minister for this purpose;
- j) one member nominated by the national body representing technical college rectors and recognised by the Minister for this purpose;
- k) one member nominated by national organisations representing colleges other than teachers' colleges and technical colleges and recognised by the Minister for this purpose;
- l) one member nominated by national organisations representing the adult basic education and training sector and recognised by the Minister for this purpose;
- m) one member nominated by national organisations representing the early childhood development sector and recognised by the Minister for this purpose;
- n) two members nominated by the organised teaching profession;
- o) two members nominated by national organisations representing lectures and trainers and recognised by the Minister for this purpose;
- p) one member nominated by national organisations representing the special education needs sector and recognised by the Minister for this purpose;
- q) not more than six members appointed by the Minister at his or her discretion;
- r) not more than two members co-opted by the Authority at its discretion and recommended to the Minister for appointment.

## STATUTES OF THE REPUBLIC OF SOUTH AFRICA-EDUCATION

### *South African Qualifications Authority Act,*

ss. 4 - 5

No. 58 of 1995

ss. 4 - 5

- (4) For the purpose of seeking nominations as contemplated in subsection (3), the Minister shall give notice in the *Gazette* of his or her intention to appoint members of the Authority, and shall request any body or organisation in the fields referred to in subsection (3) to submit names of persons who, on account of their experience and expertise in matters relating to the functions of the Authority may be suitable candidates for appointment as members of the Authority and in submitting the names of candidates due recognition shall be given to the principle of representivity.
- (5) For the purpose of the nominations contemplated in paragraph (n) of subsection (3), not more than one nomination shall be made by any one organisation or union.
- (6) A member of the Authority excluding the executive officer, shall hold office for such period which shall not exceed three years, as the Minister may determine at the time of his or her appointment, and a member may be re-appointed for one further term of office when his or her initial term of office expires.
- (7) The Minister shall, in filling any vacancy, take the provisions of subsection (3) into account.
- (8) The members contemplated in subsection (2) and (3), shall, with the approval of the Minister, appoint a competent person to be executive officer on such conditions of service as may be determined by the Authority with the approval of the Minister, granted with the concurrence of the Minister of Finance,

**5. Functions of Authority.-** (1) Subject to the provisions of subsection (2), the Authority shall-

- (a) (i) oversee the development of the National Qualifications framework; and
- (ii) formulate and publish policies and criteria for-

- (aa) the registration of bodies responsible for establishing education and training standards or qualifications; and
- aa) the accreditation of bodies responsible for monitoring and auditing achievements in terms of such standards or qualifications;
- bb) oversee the implementation of the National Qualifications Framework, including-
  - (i) the registration or accreditation of bodies referred to in paragraph (a) and the assignment of functions to them;
  - (ii) the registration of national standards and qualifications;
  - (iii) steps to ensure compliance with provisions for accreditation; and
  - (iv) steps to ensure that standards and registered qualifications are internationally comparable;
- c) advise the Minister on matters affecting the registration of standards and qualifications; and
- d) be responsible for the control of the finances of the Authority.
- (2) The Authority shall pursue the objectives of the National Qualifications Framework as provided in section 2 and execute the functions of the Authority as provided in subsection(1)-
  - (a) after consultation and in co-operation with the departments of state, statutory bodies, companies, bodies and institutions responsible for education, training and the certification of standards which will be affected by the National Qualifications Framework;
  - (b) with due regard for the respective competence of Parliament and the provincial legislatures in terms of section 126 of the Constitution, and the rights, powers and functions of the governing bodies of a university or universities and a technikon or technikons as provided in any Act of Parliament.

**6. Functions of executive officer.**-(1) The executive officer shall-

- (a) be responsible to the Authority for the execution of its functions in terms of this Act;
- (b) supervise the officers and employees of the Authority; and
- (c) be the accounting officer of the Authority charged with accounting for moneys received, payments made and movable property purchased by the Authority.

- (2) The executive officer shall be assisted in the performance of his or her duties in terms of subsection (1) by such officers and employees of the Authority as the executive officer may designate for this purpose.

**7. Powers of Authority.**-(1) (a) The Authority may establish committees and appoint persons who are not members of the Authority to the committees.

(b) The Authority shall appoint the chairperson of every committee.

(c) The Authority may dissolve or reconstitute a committee.

(d) The Authority may delegate any of its powers, excluding the powers referred to in this section, to any of its committees, but shall not be divested of a power so delegated and may at any time withdraw such a delegation.

(e) The Authority may amend or set aside any decision of such a committee.

(2) The Authority may resolve disputes relating to the performance of its functions referred to in section 5.

(3) The Authority may acquire and dispose of assets.

(4) The Authority may cause research to be done which it considers relevant to the performance of its functions.

(5) The Authority may perform any other function which the Minister may designate which is relevant to the National Qualifications Framework.

**8. Meetings of Authority and committees.**- (1) The meetings of the Authority or of a committee shall be held at such times and places as the chairperson of the Authority or the committee, as the case may be, may determine.

(2) The proceedings of the Authority or of a committee shall not be invalid by reason of a vacancy on the Authority or the committee, as the case may be.

(3) If the chairperson of the Authority or of a committee is absent from any meeting of the Authority or a committee, as the case may be, the members present shall elect from among themselves a person to preside at that meeting.

(4) The Authority may prescribe rules relating to the procedures at its meetings or at the meetings of a committee, including the quorum for such meetings.

**9. Vacation of office by members of Authority.**—The chairperson or any member of the Authority referred to in section 4(3) shall vacate his or her office if-

- (a) his or her estate is sequestrated or he or she enters into a compromise with his or her creditors;
- (b) he or she is detained as a mentally disordered person in terms of any law;
- (c) he or she is absent from three consecutive meetings of the Authority without leave from the Authority;
- (d) he or she resigns by giving notice in writing to the Minister; or
- (e) he or she, during the course of his or her term of office, is found guilty of an offense and sentenced to imprisonment without the option of a fine.

**10. Funds of Authority.**—(1) The funds of the Authority shall consist of-

- (a) moneys appropriated by Parliament for the achievement of the objectives of the Authority;
- (b) moneys received by the Authority by virtue of the regulations made in terms of section 14;
- (c) moneys obtained by means of loans raised by the Authority with the approval of the Minister, granted with the concurrence of the Minister of Finance;
- (d) donations, contributions or royalties received by the Authority; and
- (e) interest on investments

(2) The Authority shall employ its funds to defray expenses in connection with the performance of its functions.

(3) (a) The Authority shall in each financial year, at such time and in such form as the Minister may determine, submit a statement of its estimated income and expenditure for the ensuing financial year to the Minister for approval.

(c) The moneys contemplated in subsection (1) (a) shall be employed by the Authority in accordance with the approved statement referred to in paragraph (a), and any unexpended balance shall be carried forward as a credit to the following financial year.

(4) Subject to the provisions of subsection (3) (b), the Authority may invest any portion of its funds in such manner as the Minister, with the concurrence of the Minister of Finance, may approve.

(5) The Authority may charge or waive fees-

- (a) for the granting of any registration or accreditation; and
- (b) for any services provided by the Authority.

**11. Officers and employees of Authority.-** The Authority may, subject to the conditions of service determined by the Authority with the approval of the Minister and the concurrence of the Minister of Finance, appoint such officers and employees as the Authority may deem necessary for the performance of its functions in terms of this Act.

**12. Allowances and remuneration of members of Authority and committees.-** The chairperson, every other member of the Authority and any person appointed as a member of a committee under section 7 (1) who is not in the full-time service of the State may, in respect of services rendered by him or her in connection with the affairs of the Authority or a committee, be paid by the Authority-

- (a) such traveling, subsistence and other allowances; and
- (b) in the case of the chairperson of the Authority, such additional remuneration, as the Minister with the concurrence of the Minister of Finance may determine.

**13. Auditing and annual report.-**(1) The books of account and financial statements of the Authority shall be audited at the end of each financial year by the Auditor-General.

(2) The Authority shall not later than six months after the end of each financial year submit to the Minister a report in such form as the Minister may determine on its functions during that financial year, including an audited balance sheet and a statement of income and expenditure.

(3) The Minister shall table copies of the report, including the balance sheet and statement of income and expenditure referred to in subsection (2), in Parliament within 14 days after the receipt thereof if Parliament is in ordinary session, or if Parliament is not in ordinary session, within 14 days after the commencement of its next ensuing ordinary session.

**14. Regulations.-** The Authority may, with the approval of the Minister, make regulations relating to-

- (a) any matter which by this Act is required or permitted to be prescribed;

- (b) the moneys payable to the Authority in respect of matters referred to in section 10 (5) (a) and (b); and
- (c) any other matter the regulation of which is necessary or expedient to give effect to the provisions of the Act.

**15. Transitional provision relating to existing bodies.-** (1) Any body established by law which performs functions similar to those of the Authority as provided in section 5 shall continue to perform such functions until the body is abolished or its functions are changed by law.

(2) No body contemplated in subsection (1) shall be abolished nor shall the functions of any such body be changed until the Authority and the body have jointly examined the implications of such abolition or change and the implementation of the National Qualifications Framework and made recommendations to the Minister.

(3) This section shall not apply to any body established by a private law of a university.

**16. Short title.-** This Act shall be called the South African Qualifications Authority Act, 1995.

## **APPENDIX 7: CRITERIA FOR THE REGISTRATION OF QUALIFICATIONS**

(SAQA Bulletin, volume one, number one, May / June 1997 : 15 – 17)

### **1. Composition of Qualifications:**

A qualification shall:

- 1.1 represent a planned combination of learning outcomes which has a defined purpose or purposes, and which is intended to provide qualifying factors with applied competence and a basis for further learning;
- 1.2 add significant value to the qualifying learning in terms of enrichment of the person, provision of status, recognition, credentials and licensing; enhancement of marketability and employability; opening-up of access routes to additional education and training;
- 1.3 provide benefits to society and the economy through enhancing citizenship, increasing social and economic productivity; providing specifically skilled/professional people; transforming and redressing legacies of inequity;
- 1.4 comply with the objectives of the NQF including the enhancement of learner access, mobility and progression, and the provision of quality education and training;
- 1.5 have both specific and critical cross-field outcomes which promote life-long learning; and
- 1.6 be internationally comparable, where applicable.

### **2. Credits and Qualifications:**

A total of 120 (one hundred and twenty) or more credits shall be required normally for registration at levels 1 to 8, with a minimum of 72 (seventy- two) credits being obtained at or above the level at which the qualification is registered. The number and levels of credits constituting the balance (of forty-eight) shall also be specified. Qualifications consisting of less than 120 credits may be considered if they:

- 2.1 meet the requirements in paragraph 1 above; and
- 2.2 enable learners to progress within the NQF as in paragraph 1.4 above.



### **3. Types, levels and titles of Qualifications:**

The type and level of qualification shall be determined on the basis of the total number and levels of credits required in accordance with the following criteria:

- 3.1 **National Certificate:** A minimum of 120 (one hundred and twenty) credits with 72 (seventy-two) credits at or above the level at which the certificate is registered. Where SAQA has considered and found that a qualification consisting of less than the minimum number of credits met the requirements stated in paragraphs 2.1 and 2.2 above, the foregoing requirement is waived and the qualification registered as a National Certificate.
- 3.2 **National First Diploma:** A minimum of 240 (two hundred and forty) credits, of which a minimum of 72 (seventy-two) shall be at level 5 or above on the NQF.
- 3.3 **National First Degree:** A minimum of 360 (three hundred and sixty) credits of which a minimum of 72 (seventy-two) shall be at level 6 or above on the NQF.
- 3.4 **Titles of Qualifications:** Qualifications shall be distinguished by type, NQF level, number of credits and title. The title should describe the primary purpose of the qualification.

### **4. Fundamental, Core and Elective learning for National Certificates at NQF levels 1 - 4:**

An adequate level of applied competence acquired through general and further education and training shall be ensured at these levels. For this reason the following criteria apply:

- 4.1 **Credits:** The minimum of 72 (seventy-two) credits required at or above the level at which the certificate is awarded, shall be divided into the following categories:

- 4.1.1 **Fundamental learning**

- A minimum of 20 (twenty) credits from the field of Communication Studies and Language, and in addition:

- A minimum of 16 (sixteen) credits from the sub-field of Mathematics (which includes numeracy) in the case of certificates at level 1,

**or**

- A minimum of 16 (sixteen) credits from the field of Physical, Mathematical, Computer and Life Sciences in the case of certificates at levels 2 to 4.

#### **4.1.2 Core and Elective Learning**

A minimum of 36 (thirty-six) credits shall be divided between the Core and Elective categories, with each qualification specifying the distribution of credits required in these categories; provided that the range of additional credits shall be broad enough to enable learners to pursue some of their own learning interests.

**4.2 Integrated assessment** shall be incorporated appropriately to ensure that the purpose(s) of the qualification is achieved. Such assessment shall use a range of formative and summative assessment methods such as portfolios, simulations, in situ work-place assessments, written and oral examinations.

#### **5. Fundamental, Core and Elective learning for Qualifications at NQF levels 5 to 8:**

More flexible rules of combination in terms of credits for Fundamental, Core and Elective learning may be applied at these levels, providing that the requirements of paragraphs 1 and 4.2 are met.

#### **6. Recognition of Prior Learning;**

In the rules governing the award of qualifications shall be indicated that qualifications may be achieved in whole or in part through the recognition of prior learning (RPL), which concept includes learning outcomes achieved through formal, informal and non-formal learning and work experience.

#### **7. Assignment of Levels to Unit Standards and Qualifications:**

The assignment of levels to unit standards, other components of qualifications and qualifications shall occur as follows:

##### **7.1 Unit Standards:**

The “community” of SGBs and the NSB in each field will be required to reach agreement on the level of each unit standard on a scale of eight levels (as in the NQF), taking into account the way in which both the breadth and depth of knowledge, skills and values in a specific sub-field have been advanced by learning, and the way in which one or more of the critical cross-field

outcomes is seen to be a distinctive though contextual part of the prescribed outcome of the unit standard concerned.

## **7.2 Qualifications:**

- 7.2.1 The proposes of unit standards-based programmes will be required to construct, through appropriate rules of combination of selected unit standards registered at different levels, qualifications which have exit levels that are a function both of the particular component unit standards used, and a process of integrating the overall outcome, again considered as reflecting the extent (on a scale of 1 to 8) to which knowledge, skills and values in a sub-field have been acquired and the critical cross-field outcomes incorporated, into the assessable performance.
- 7.2.2 The proposes of qualifications not based on unit standards will be required to construct combinations of learning outcomes which have exit levels that are a function of the most advanced outcomes included and of a process of integrating the overall outcome, considered as reflecting the extent (on a scale of 1 to 8), to which knowledge, skills and values in a sub-field have been acquired and the critical sub-field outcomes incorporated into the assessable performance as a whole.

## **7.3 Level Descriptors:**

NSBs will be required to engage with their SGBs to produce level descriptors (or descriptions of each of the eight levels of the NQF), with exemplars, which will explain their process of assigning levels to unit standards, other components of qualifications and qualifications.

SAQA will engage with the NSBs and their SGBs to develop guidelines on level descriptors in order to ensure coherence across fields and to facilitate the assessment of international comparability of unit standards and qualifications.

