

# **Change in the South African Education and Vocational Training with Reference to the College Sector**

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**Thesis presented in partial fulfilment of the requirements for the degree of  
Master of Philosophiae at the University of Stellenbosch**



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## **Declaration**

**I, the undersigned, hereby declare that the work contained in this thesis is my own original work and that I have not previously in its entirety or in part, submitted it at any university for a degree.**

**Johannes Nicolaas Boonzaaier**

16 January 2003

## Summary

Education and vocational training in South Africa are currently in the throes of various changes, especially with regard to the college sector. The process commenced after 1994's historic first democratic elections in South Africa.

The rationale for these changes presently taking place regarding education and vocational training is the total transformation of this system inherited from the apartheid era. These changes will put South Africa in a position to prepare itself for the challenges of the twenty first century, especially in the context of globalisation.

Subsequent to the apartheid era many more opportunities on international markets arose for the country than ever before. In this context of globalisation it is thus indispensable for the country to dispose of a well trained and skilled workforce. In this connection the need for training also becomes closely allied to the macro economic plan, GEAR, of the South African Government.

For the purpose of this thesis the first and second phase of the changes in the education and vocational training system in South Africa were investigated. The first phase was the policy formulation that gave rise to the Act on Further Education and Training, Act 98 of 1998. This then provided the impetus behind the process of transformation in further education and training. The second phase is the implementation phase, currently being executed. In addition, the historical roots of the present changes in the relevant education sectors were discussed.

Four strategic aims of the above changes in education and vocational training are highlighted:

- The South African Qualifications Authority is to take charge of quality control and standards in the new South African qualification system.
- The National Qualification Framework is to establish a structured qualification framework for the new Further Education and Training (FET) system.
- Learnerships, replacing apprenticeships, are being envisaged for the vocational and in-service training system.

- New ways of funding the FET system, with special reference to the sector education- and training authorities.

Finally a description follows of the implementation of these on the national, provincial, and specifically the college level as FET institutional level. On the basis of research undertaken, various interim findings are elucidated concerning the implementation of the changes in the education and vocational training system.

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## Opsomming

Onderwys en beroepsopleiding in Suid-Afrika ondergaan tans verskeie veranderinge, veral ten opsigte van die kollegesektor. Die proses het in 1994 begin nadat die eerste demokratiese verkiesing in Suid-Afrika plaasgevind het.

Die rasionaal vir hierdie veranderinge wat tans in die onderwys en beroepsopleiding plaasvind, is om die stelsel wat uit die Apartheidsera oorgeërf is, in sy geheel te transformeer. Sodoende kan Suid Afrika hom voorberei op die uitdagings van die een-en-twintigste eeu, veral in die konteks van globalisering.

Na die einde van die Apartheidsera het veel meer internasionale markte as in die verlede vir Suid-Afrika oopgegaan. Dus is dit noodsaaklik dat die land in die konteks van globalisering oor 'n behoorlik geskoolde werksmag behoort te beskik. In hierdie verband sluit die noodsaak vir opleiding ook verder aan by die Suid-Afrikaanse regering se makro-ekonomiese plan, GEAR.

Vir die doeleindes van hierdie proefskrif is ondersoek ingestel na die eerste- en tweede fase van veranderinge in die onderwys- en beroepsopleidingstelsel in Suid-Afrika. Die eerste fase was die beleidsformulering, wat gelei het tot die Wet op Verdere Onderwys en Opleiding, Wet 98 van 1998. Dit was dan ook die dryfkrag agter die proses van transformasie in verdere onderwys en beroepsopleiding. Die tweede fase is die implementeringsfase wat tans aan die gang is. Daarbenewens is 'n historiese perspektief en die wortels van die huidige veranderinge in onderwys en beroepsopleiding bespreek.

Aandag word geskenk aan vier strategiese doelwitte om die bovermelde verandering in onderwys en beroepsopleiding te bewerkstellig.

- Die SA Kwalifikasie-owerheid om gehaltebeheer en standaarde in die nuwe Suid-Afrikaanse kwalifikasieselsel te bewerkstellig;
- Die Nasionale Kwalifikasieraamwerk om 'n gestruktureerde kwalifikasieraamwerk in die nuwe Verdere Onderwys en Opleidingstelsel (VOO) daar te stel.
- Leerlingskappe, in plaas van vakleerlingskappe, wat vir beroeps- en indiensopleiding beoog word.

- Nuwe wyses om die VOO-stelsel te befonds, met spesifieke verwysing na die Sektorale Onderwys- en Opleidingsowerhede.

Laastens volg 'n beskrywing van die implementering daarvan op nasionale-, provinsiale- en spesifiek op die kollegesektor as VOO instellingsvlak. Op grond van die navorsing wat onderneem is, word verskeie tussentydse bevindinge rakende die implementering van veranderinge in die onderwys- en beroepsopleidingstelsel onder die loep geneem.

## **Acknowledgements**

I would first like to thank my supervisor and study project leaders, Dr HP Müller and Prof. J Kinghorn, for their helpfulness, professional guidance and patience.

This is for me personally not just another qualification, but this study represents a definite growth in academic and career terms regarding their value-added inputs. I would also like to thank all my lecturers for their positive influence on me and my fellow students.

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I would especially like to thank my wife, Belinda, for being so supportive and tolerant towards me during these hard times of my studies. After the completion of this thesis I look forward to being able to spend much more time with her and our baby daughter, Ilanie.

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**Johannes Nicolaas Boonzaaier**

**Stellenbosch**



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## Acronyms and definitions

ABET -	Adult Basic Education and Training
Batho Pele -	The key principles of public service provision reform in South Africa, as announced by Department of Public Service and Administration in 1997.
BEE -	Black Economic Empowerment.
COLTS -	Culture of Learning, Teaching and Service
DET -	Department of Education and Training, the Public Service Department in charge of education institutions catering for the African population within the narrowly construed Republic of South Africa before 1994.
DoE -	National Department of Education
DoL -	National Department of Labour
ECD -	Early Childhood Development, usually education prior to Grade 1.
EEA -	Employment Equity Act
FETMIS -	Further Education and Training Management Information System
ELSEN -	Education for Learners with Special Needs
ETQA -	Education and Training Quality Assurance
FET -	Further Education and Training
FETQA -	Further Education and Training Quality Authority

FTE -	Full Time Equivalent. Normally used to refer to the number of learners or educators at an institution. Often used as a basis for funding: so many Rand per FTE, for example. Often distinguished from the simpler “headcount” idea, which is the total enrolment at the institution. For example an institution with a headcount of 1000 halftime learners, would have an FTE enrolment of 500.
GDP -	Gross Domestic Product: the total value of all final goods and services produced in the country, which amounts to a measure of the income produced in the country for or by all its citizens.
GEAR -	Growth, Employment and Redistribution policy of the South African Government, announced and elaborated in 1996.
GET -	General Education and Training
HED -	Higher Education and Training
HoA -	House of Assembly, a common designation, referring to the previous Lower House of Parliament for Whites, used to characterise the educational institutions catering for the White population before 1994.
HoD -	House of Deputies, a common designation, referring to the previous Lower House of Parliament for Indians, used to characterise the educational institutions catering for the Indian population before 1994.
HoR -	House of Representatives, a common designation, referring to the Lower House of parliament for Coloureds, used to characterise the educational institutions catering for the Coloured population before 1994.
HRD -	Human Resource Development
Institution -	Normally used to distinguish a direct provider (college or school) in the education sector, as opposed to the Department of Education.



LRA -	Labour Relations Act
MEC -	Member of the Executive Council (i.e. Minister in one of the nine South African provincial governments)
MTEF -	Medium Term Expenditure Framework, the government's overarching approach to budget development.
NBFET -	National Board for Further Education and Training
NCFE -	National Committee for Further Education
NEPA -	National Education Policy Act No.27 of 1996
NGO -	Non-Governmental Organisation. Usually a non-profit organisation created with the aim of providing a social service or advocacy. The lines between NGOs, consulting firms, for profit service providers, etc., may at times become blurred.
NSA -	National Skills Authority
NSB -	National Standards Body
NSF -	National Skills Fund
NQF -	National Qualifications Framework: South Africa's new basic system for classifying education qualifications; the system of educational and labour market "weights and measures".
OBE -	Outcomes-based Education
Organising Fields -	These are broad fields of learning established by SAQA
PAB -	Provincial Advisory Body

RPL -	Recognition of Prior Learning
QMS -	Quality Management System
SAFCERT -	South African Certification Council
SASA -	South African Schools Act, 1998, the key Act guiding the governance and finance of schools.
SAQA -	South African Qualifications Authority
SDA -	Skills Development Act of 1999
SETA -	Sector Education and Training Authority
SGB -	Standards Generating Body
SMME -	Small, micro and medium enterprises
SRC -	Student Representative Council
UNESCO -	United Nation Educational, Scientific and Cultural Organisation
WP4 -	White Paper on Education and Training (4) of 1995



# Chapter 1 – Introduction

## 1.1 Background - Education needs to change in a new Democratic South Africa

“With the advent of democracy in 1994, South Africa is witnessing the introduction of a number of policies and programmes designed to change our society, to reflect the new democratic spirit that pervades all sectors of the community”<sup>1</sup>. These words preface effectively a remark by Walter Sisulu that needs to be reflected in South Africa's educational institutions: “Throughout the world, those who rule, have always tackled education as a priority. The colonial world knew what it meant to be without education. Without education, even the greatest people will perish”<sup>2</sup>.

In this thesis the significance of change – as opposed to continuity – in the South African education sector will be examined. As the backlogs and bottlenecks caused by the previous political system in this country urgently need to be solved, the significance of the education sector as a prime example to bring about the ideals of the new South Africa is obvious. The first two chapters are devoted to the background and an historical exposé of South African education. In the body, or substantive part, of the thesis specific attention will be given to one of the neglected parts of the South African education sector, namely the college sector. The problems, as identified in the first two chapters, will then be tested against especially the college sector. The final chapter will be in the fashion of intermediate findings, as the due date for the implementation of Curriculum 2005 has obviously not arrived yet. It would need some continuing studies to observe the unfolding scene as the implementation of the Curriculum gathers pace. The current problems in this regard are casting a shadow over the possible long-term success of the Curriculum, but continued hard work by all roleplayers may yet turn the ship around.

## 1.2 The Setting of the Problem examined in this Study

Against the background of the opening paragraph above, the South African Government initiated a review of higher education after 1994, and significant changes have been made to the organisation of general education in the country. These reviews and changes have been designed to improve and to make greater sense of the education system which years of segregation and inequality bequeathed to us. The review is also intended to reflect the policies of the government, and its commitment to economic growth, reconstruction and development.

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<sup>1</sup> NCFE. Preliminary Report. 1997: (i).

<sup>2</sup> Sisulu, W et al. 1998: 19.



The above stems from the election promises by the Government in 1999, as the following quote will indicate: “In the months leading to the second national democratic elections after apartheid (June 1999), the African National Congress (ANC) rallied in township and rural areas, in cities and slums, on a platform of ‘delivery’. In the weeks leading up to the local government elections of December 2000, the heart of the ANC’s election poster campaign called for ‘speeding up change’. The Minister of Education, appointed after the decisive election victory of the ANC in mid-1999, understood clearly that his brief was to deliver:

“I was told by everyone I met that we have created a set of policies and laws in education and training that are at least equal to the best in the world ... [Yet] The public believes that we have a crisis on our hands ... The people of this country gave the national and provincial governments both a mandate and a responsibility to accelerate the delivery of basic services that will improve their quality of life. The people are entitled to a better education service, and they must have it”<sup>3</sup>.

Changes in the educational system had to take place against the broader background of the need to develop human potential, to encourage democracy and to bring about liberty, equality and justice.

The significance of the above is echoed by De Groof and Bray: “During the constitutional and political struggle for democracy in South Africa, the eminence of education (or the lack of proper education) featured prominently and it became (and still remains) one of the strongest demands”, and: “The inclusion in the South African bill of rights of a fundamental right to basic education, is therefore understandable and necessary”<sup>4</sup>.

### **1.3 How this Research Project was conducted**

The relevant laws applicable to these changes were studied, as they were the driving force from a legal point of view behind these changes. Various sources were accessed that were written both from an international and from a national perspective. These are all relevant to the current changes in education and vocational training.

In addition to the above research was also conducted from an historical perspective so as to expose the roots of the changes currently taking place in both the education and the vocational training sectors. In this thesis the focus will be placed on four specific core aspects of change, namely:

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<sup>3</sup> Jansen, JD; Sayed, Y. 2001:1

<sup>4</sup> De Groof, J; Bray, E. 1996: 36.



- SAQA
- NQF
- Learnerships instead of Apprenticeships for vocational on the job training
- New ways of funding the FET system and the emerging SETAs

A study has been made of the Further Education and Training (FET) Act<sup>5</sup>, Act No. 98 of 1998, being the driving force behind the relevant changes.

#### **1.4 The core Aspects of the Changes**

Firstly, research was done on the historical basis of the changes with a view to place in perspective the four core aspects of change, as represented in this document.

Secondly, a focus is placed on the relevant changes, their basis being founded on the Four Strategic Objectives for change in education and vocational training between 1999 -2001.

Thirdly, attention is given to the purpose of changes. What is the need for these changes? The spotlight will be placed on global competition, a skilled workforce for South Africa, training for employability which is in contrast with training for employment, and to transform education and vocational training as a whole in the light of the post-1994 democratic dispensation.

The purpose of these changes is to prepare the country and its population for the twenty first century by means of education, training and work. The central aim of the FET Act is to bring about synergy between education and training. Another purpose of the changes in the South African Education and Training system is the realisation of the FET mission. The mission of the FET is focused on the development of intermediate to high-level skills and competencies in order to improve the quality of life of the citizens through responsive, flexible and high-quality learning programmes.

Fourthly, the implementation of the changes, based on the Four Strategic Objectives of 1999-2001, will be evaluated .

A fundamental transformation of the Further Education and Training (FET) sector calls for a long-term strategic direction that will provide a framework for specific priorities and actions to be implemented over a period of time. The National Strategy for Further Education and Training 1999-

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<sup>5</sup> FET Act 98 of 1998.



2001 sets out a multilevel programme of action for three years, as well as action plans for 1999, when the implementation of this three year strategy<sup>6</sup> commenced.

The strategy provides a national framework for the implementation of FET policy and it outlines areas of collaboration with key stakeholders in line with the new policy and legislation, the Education White Paper 4 and the Further Education and Training Act, 1998. This strategy is a result of long-standing collaboration and consultation with key national stakeholders in the development of a new policy and legislative framework to bolster the most important fundamental changes in the South African Educational and Vocational training system.

### **1.5 Intermediate Findings on Changes**

In conclusion the following intermediate findings will be described on the basis of the factors that have evolved after 1994 and apropos research based on international experience:

- Strengths and Weaknesses of the FET
- Lessons gained from international experience
- The Ministerial Review concerning Curriculum 2005
- High political emphasis on policy making and implementation of FET
- Questions around policy implementation
- Businesses that do not train, go off the rails
- Implications of implementing FET
- Challenges in the implementation of changes

### **1.6 The value of this Study**

Many South Africans are faced with the challenge of following and participating in the many changes occurring in the country, but also understanding what structures are involved that underlie these changes. This entails the maintenance of a close relationship between the policies and the values and the social ethics underlying them. It also means that South Africans need to develop their capability to monitor and evaluate local activities in terms of broader objectives, and especially to recognise and work within the spirit of democratic participation as it is reflected at a community level. It presupposed that a creative balance will be found between the purely economic /employment objectives of education and training on the one hand, and the social development /

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<sup>6</sup> National Strategy for Further Education and Training. 1999-2001

citizenship imperatives that are also demanded by the education and training policies. The role of education is of central importance in the reconstruction of South African society whereby persons are empowered to appreciate the culture of society and to play a part in it.

The value of this study may be summarised by way of the following conclusion:

If a realistic approach should be taken to bridge the gap between theoretical ideals and realities in practice, we could all benefit from these changes in education and vocational training.

### **1.7 The Vision and Mission of FET**

The South African Government's Vision<sup>7</sup> of the FET is that education needs to be a unit of government that steers a high-quality, co-ordinated system of Further Education and Training at national and provincial levels that is responsive, flexible and meets the needs of a learning society. The Government's Mission<sup>8</sup> of the FET in order to achieve the Vision is to operate an effective and efficient Education and Training Service that is focused on the development of intermediate to high-level skills and competencies in order to improve the quality of the citizens through responsive, flexible and high-quality learning programmes.

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<sup>7</sup> National Strategy for Further Education and Training 1999-2001: 2

<sup>8</sup> National Strategy for Further Education and Training 1999-2001: 2



## **Chapter 2 - Historical Perspective and Roots of Changes in South African Education and Vocational Training**

### **2.1 Historical Overview**

The post-apartheid education system in South Africa has emerged from one of the worst systems of inequalities in the world. The following quote sketches in stark terms the legacy of the 1980s that now needs to be overcome: “Die onrus wat in die onderwys sigbaar geword het, het die afgelope dekade ook baie duidelik verband getoon met ander protesverskynsels soos opstand teen bestaande vervoerskemas, verset teen huurtariewe in swart woongebiede en arbeidsonrus. In hierdie klimaat het die staat daartoe oorgegaan om in Julie 1985 ‘n gedeeltelike noodtoestand en in Junie 1986 ‘n landswye noodtoestand aan te kondig wat opgehef is”<sup>9</sup>.

The degree of disruption that has occurred in South Africa, largely due to apartheid, is such that the economic, social and moral fabrics of society have been severely impaired. This state of affairs has brought about a convergence of factors into play when matters relating to human resource development have to be discussed.

Not only did apartheid bring about a division of education along ethnic and racial lines, but the system was also extremely undemocratic in terms of the manner in which it was governed at all levels. As a country, South Africa will bear the scars of this legacy for a long time to come. This is because the unequal nature of the previous system caused the growth and development of human potential to be extremely distorted. The lack of skilled and trained labour to the present day means that South Africa remains less competitive in the international market, especially since the resistance against apartheid led to the destruction of the culture of learning and teaching in large sections of local communities.

### **2.2 Rising from the Ashes**

According to the National Youth Commission, there are approximately 3.5 million young women and men in South Africa who are considered “marginalised”; a good number of whom should be

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<sup>9</sup> Botha, TR. 1990: 1.



labelled not only as marginalised, but also effectively “lost”. The National Department of Education (DoE 1997) reported that there were 2.2 million “pre-employed” students enrolled in senior secondary schools, technical colleges, community colleges and distance education, but significantly this figure does not include the silent category of those considered “unavailable” for employment. The majority of these persons are not only “out of employment”, but are also without any significant school education<sup>10</sup> and are thus in danger of being permanently unemployed.

“With the advent of democracy in 1994, South Africa is witnessing the introduction of a number of policies and programmes designed to change our society, to reflect the new democratic spirit that pervades all sectors of the community”<sup>11</sup>. The significance of this quotation refers to education being more than any other sector under pressure to contribute to the democratisation and advancement of the country, and to create opportunities for people who were denied these during the period of apartheid. Consequently the government initiated a review of higher education, and significant changes have also been made to the organisation of general education. “Such reviews and changes have been designed to improve and make greater sense of the education system which years of segregation and inequality bequeathed to us”<sup>12</sup>. The reviews are also intended to reflect the policies of the government, and its commitment to economic growth, reconstruction and development<sup>13</sup>.

The political background to the above is succinctly captured by De Groof and Bray: “It is evident that the previous South African education system(s) based on segregation and racial inequality had to be changed fundamentally within a new democratic order. One of the first priorities of the new Government of National Unity, particularly, education authorities, was to create and implement a system of education within the parameters of the Constitution”<sup>14</sup>.

### **2.3 The Focus of the new Education and Vocational Training System**

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<sup>10</sup> Some estimates put this figure as high as 15 million adults without effective reading and writing skills and/or basic school education (NEPI Framework Report, 1993).

<sup>11</sup> NCFE. Preliminary Report. 1997: (i)

<sup>12</sup> NCFE. Preliminary Report. 1997: (i)

<sup>13</sup> NCFE. Preliminary Report. 1997: 6.

Government Notice No 17188, 10 May 1996.

Government Notice No 17515, 18 October 1996.

<sup>14</sup> De Groof, J; Bray, E. 1996: 37.



“The new education system is serious about the development of human potential, the goals of democracy, the national reconstruction and development objectives, as well as bringing together the goals of liberty, equality and justice”<sup>15</sup>.

*“As a consequence, the new education and training that is enshrined in the Bill of Rights. This is done in order to ensure citizens’ freedom of choice is exercised within a social and national context of equality of opportunity and the redress of inherited imbalances. Thus the most important thrusts of the new education policy have centred on the restructuring of school education, the integration of education and training, the transformation of the curriculum, the reconstruction of the bureaucracy and the improving of the educational infrastructure in general”*<sup>16</sup>.

The national system of education and training in South Africa is intended to enable citizens to become progressively qualified in a lifelong learning process. By integrating education and training in one system within a credit-based qualifications framework, all citizens should be able to develop their capacities, because the new system is learner centred and achievement led. Accordingly this could be done by means of full time or part time study, whether the individual is employed or unemployed; in general education or in occupational preparation. The integration of education and training systems is aimed at ensuring maximum flexibility for horizontal and vertical mobility between the levels of both the formal and non-formal education and training system, It provides learners with opportunities to learn regardless of their age, circumstances and the level of education and training they may have. The development of the National Qualifications Framework (NQF) in particular, reflects the achievement of learning outcomes defined at different levels from the foundation phase to post-graduate qualifications in terms of national standards. A further elucidation will follow in Chapter 3 when the fundamental changes in the new post-apartheid Further Education and Training (FET) system will be discussed.

## **2.4 The Significance of the Further Education and Training (FET) System**

The FET system is aimed at finding a creative balance between the purely economic/employment objectives and the social development/citizenship imperatives of education and vocational training. This creative balance finds an echo in the following quote on the importance of a sound education

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<sup>15</sup> Hoppers, CO et al. 2000: 6

<sup>16</sup> Hoppers, CO et al. 2000: 6.



for all South Africans: “A good general education throughout the working population followed by dedicated in-service training is the best preparation for this multi-functional skill requirement”<sup>17</sup>.

Many South Africans are faced with the challenge of following and participating in the many changes occurring in the country, but also understanding what structures are involved that underlie these changes. This entails the maintenance of a close relationship between the policies and the values and the social ethics underlying them. It also means that South Africans need to develop their capability to monitor and evaluate local activities in terms of broader objectives, and especially to recognise and work within the spirit of democratic participation as it is reflected at a community level. It presupposed that a creative balance will be found between the purely economic /employment objectives of education and training on the one hand, and the social development / citizenship imperatives that are also demanded by the education and training policies. The role of education is of central importance in the reconstruction of South African society whereby persons are empowered to appreciate the culture of society and to play a part in it.

The significance of the role of education is seen from the following quote that provides a wide picture: “The development of adults and continuing education over the years has been accompanied by intellectual reflection which came about in universities and other educational institutions. This reflection has its roots both in the European tradition of Enlightenment and in American tradition of pragmatism and in third-world anti-colonialism. During the last decades, changes in the field of adult and continuous education have been very intense”<sup>18</sup>.

The Further Education and Training Act (FET) is based on for strategic objectives to be implemented from 1999 to 2001 in a three-year plan<sup>19</sup>. These changes currently taking place are indispensable if South Africa is to compete successfully in the global market<sup>20</sup>. Figuratively the world opened its doors for South Africa in 1994, but the question arises as to how we compare with the rest of the world regarding the following factors mentioned by Higgins et al<sup>21</sup>?

- Economic performance

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<sup>17</sup> Kaak, A; Hall, G. 1999: 35.

<sup>18</sup> Wildenmeersch, D et al. 1998: 2.

<sup>19</sup> National Strategy for Further Education: 1999-2001.

<sup>20</sup> NBFEE Preliminary Report.1997: 44-45.

Castells, M. 1996. Vol 1: 133-136

<sup>21</sup>Higgins, J et al.: 13-16.

World Competitive Economic Report: 2001.



- Government efficiency
- Business efficiency
- Infrastructure

## **2.5 Roots of Changes in South African Education and Vocational Training System**

The historical roots of education and training continue to shape and influence its development. Together with the social, economic, and political context in which education and training in South Africa is grounded, they are the points of departure for any account of the current situation. “The advent of democracy in South Africa, however, rendered as under the structural foundation of apartheid education, and ushered in a single, non-racial, non-sexist national system of education with nine provincial sub-systems”<sup>22</sup>.

Most obviously, education and training should be understood in the context of a country which is emerging from almost half a century of apartheid, and an even longer period of segregation and colonialism. Throughout this period, education in particular was a deeply contested and divisive terrain. The student uprising in 1976 was the culmination of earlier protests against the imposition of Bantu Education since the 1950s. In the 1980s this struggle was intensified when organised workers and the liberation movements became visibly involved in rejecting the then education system. The hopes and expectations which that struggle engendered – and subsequently the training system aiming to empower and liberate rather than to oppress and control – remain powerful sources of energy and renewal.

Up to the present the psychological costs and the sacrifices made by a generation of South Africa’s young people remain disquieting sources of discontent and social instability. Any system of education and training which continues to fail the majority is in itself a significant source of popular resentment and frustration.

The years of apartheid rule resulted in a history of neglect, segregation and discrimination against black education with consequent huge racial inequalities in the provision of education and training. Moreover, as is the case in other developing countries, there are marked disparities between urban and rural contexts. In addition, deep-seated patriarchal and sexist traditions in all South African cultures have combined with these inequalities to deny girls and women access to educational advancement and management positions.

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<sup>22</sup> Bengu, SME et al. 1998: 5.



The economic context of education and training is also of critical importance. The performance of the South African economy in recent decades has been poor. Although there have been improvements since 1994, growth has been insufficient to meet many basic needs and to make a significant impact on unemployment. The South African economy is heavily capital-intensive and dominated by primary production. Combined with poor general education levels and a low skills base, these factors inhibit growth in the secondary and tertiary economic sectors which are vital to the country's international competitiveness. As South Africa is re-entering the world economy after its relative isolation, global challenges and opportunities – in addition to national developmental goals – are placing increasing demands on the local economy and on education and training.

The roots of many of the changes are grounded in the Constitution of the Republic of South Africa, Chapter 2.29 (1)<sup>23</sup> which led to the adoption by Parliament of the FET Act 98 of 1998 which stipulated that everyone has the right :

- to a basic education, including adult basic education; and
- to further education which the State, through reasonable measures, has to make progressively available and accessible.

The provisions of the Constitution are certainly in line with what international experience demands of the South African education and training sector. Kaak states: “This new competitive environment has brought with it new education and training demands, for example the need for a highly skilled labour force able to employ the new technologies and add value to existing goods and services. However, it is not merely high skills that are needed but also more well-rounded and diverse skill competencies. Enterprises require labour forces that are sufficiently skilled to adapt to unpredictable and volatile global product markets and rapid technological change”<sup>24</sup>.

## **2.6 The Principles of the RDP**

The Reconstruction and Development Programme (RDP), adopted soon after the present Government assumed power in 1994, contained the basis for the country's revitalised economy. The first principle of the RDP with regard to Further Education and Training requires programmes in this education band to be integrated and sustainable. The legacy of apartheid in further education and training cannot be surmounted by piecemeal and uncoordinated policies inherited from the past.

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<sup>23</sup> Constitution of the Republic of South Africa, 1996, Chapter 2.29 (1)

<sup>24</sup> Kaak, Andre. 1999: 34.



Therefore, all the country's resources are to be harnessed in coherent, purposeful and people driven strategies that could be sustained into the future and which should underpin the reconstruction of future education and training.

In the above connection the words by Asmal come to mind: "This human resource development strategy is innovative, and attempts to ensure that we meet the needs of our economy and our democratic order. It is a signal of our determination as Government to give practical effect to this commitment of the RDP. In terms of the strategy our people will be provided with a solid educational foundation for social participation, and also be empowered to develop relevant and marketable skills at further and higher education levels. At the same time employers will contribute to the identification and development of skills for the economy, and Government will promote and support policies which target employment growth in key industrial sectors"<sup>25</sup>.

The strategies to implement and drive further education and training by government should be executed at national, provincial and local levels. Parastatals, business, and organisations within civil society need to be involved in assisting in the reconstruction and the implementation of further education and Training.

The second principle of the RDP underpinning further education and training is that it should be "people driven," as the phrase has been coined. The national aspiration and collective determination is a crucial and important social resource in this regard. The RDP revolves around the people's immediate national needs and further education and training should be the vehicle to address these immediate national needs. Consequently further education and training programmes need to respond to the immediate need of people, irrespective of whether they are rich or poor or whether they are black or white or rural or urban.

In addition, the governance structures of FET should be structured in such a way that they are aimed at empowering people by means of a variety of forums in order to educate a wider spectrum of society about FET, because there is a general lack of knowledge about it.

The third principle of the RDP provides for the promotion of peace and security in the country. Education in general is supposed to create social awareness and social empowerment. Further

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<sup>25</sup> Asmal, K. 2001: 4.



education and training, in particular, should play a role in the promotion of peace and security in the country through the promotion of civil rights issues, the curriculum and models offered by the programmes in this sector. Such programmes could promote non-partisan professionalism and uphold respect for human rights. They should also raise gender sensitivity, combat the endemic violence to which women and children are subjected and participate against crime in South African society.

The fourth RDP principle that underpins the FET is that of creating a united country through the FET sector. Because South Africa is one country with a single economy under one Constitution, we need to consolidate our national sovereignty.

The fifth principle of the RDP entails integrating the reconstruction and development of South Africa through the principle of a unified reconstruction and development process. Further education and training could integrate national, economic growth, development, reconstruction, redistribution and reconciliation into one unified programme of action.

To this end, the development of human resources by means of the FET sector could open up previously suppressed economic and human potential in both rural and urban areas. This would help people to become involved in “the decision-making process, implementation, new job opportunities, acquiring new skills, gaining reward for existing skills previously unrecognised and in managing and governing of society”<sup>26</sup>.

The sixth principle of the RDP is more relevant to the issues of governance in the FET sector. It calls for the democratisation at all levels of the FET sector, from the national through to the provincial and local levels. The system of governance of further education and training should strive towards ensuring the successful sharing of accountability, responsibility and powers.

The above description of the RDP leads to the conclusion that there is a need to reconstruct further education and training under the six fundamental principles of the RDP outlined above, which stipulate that FET should be integrated and sustainable. According to the principles, the process engaged to reconstruct the FET needs to be people-driven so that a secured and safe social atmosphere is created through education and training.

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<sup>26</sup> RDP 1995

## 2.7 The Objectives of GEAR

The FET Act is in line with the South African Government's macro economic plan, GEAR (Growth, Employment and Redistribution)<sup>27</sup>.

Before 1994, most of South Africa's big industries, like ISCOR, ESCOM, SASOL, ARMSCOR, South African Railways etc, were government protected. All training institutions especially the Technical College sector made provision for the occupational training of these institutions.

But, after 1994, the situation changed dramatically, with these industries that were privatised according to GEAR, the ANC Government's new macro economic plan. Therefore they moved out under government protection into a scope of international competition. It is therefore an undisputed fact that the occupational training needs for these industries also changed, will never be static, in context of globalisation. The reason is that they have to move into global competition. Part of the government's GEAR strategy, is also to create a much more efficient civil service<sup>28</sup>. Therefore, the vocational training needs for government departments will also change.

## 2.8 Black Economic Empowerment in South Africa

The FET Act is also aimed to enable Black Economic Empowerment in South Africa<sup>29</sup>. As Hoppers, CO et al state: "Policy and Legislation impacts on the implementation of FET"<sup>30</sup>. According to Paul Browning<sup>31</sup>: "Education has emerged as the number one priority". "Activities to be pursued by the new institutions have to be done in co-operation with their stakeholders. Their suggestions regarding projects and their execution are important inputs within the new institutional framework. The alliance model is therefore an approach which implies that one has to work with people who happen to be stakeholders, and to pool expertise, skills and resources for the mutual benefit of the participating parties"<sup>32</sup>.

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<sup>27</sup> Crouch, L & Lombaard, C et al. 2000: 141

<sup>28</sup> Crouch, L & Lombaard, C et al. 2000: 136-140

<sup>29</sup> Higgins, J et al. 2002: 22

<sup>30</sup> Maluleke, M et al. 2000: 42

<sup>31</sup> Browning, P. 1989: 88

<sup>32</sup> Cookson, MJ. 1999:12  
Overview of BEE. 1996



## 2.9 Policy and Legislation

The roots of changes in the South African Education and Vocational Training, led to new policy and legislation, namely the Education White Paper 4 and the Further Education and Training (FET) Act 98 of 1998.

A multi-dimensional model<sup>33</sup> is required to depict the complex interrelationship of all these policies of legislation, as they attempt to weave an enabling framework for the implementation of an optimised FET system. The policies and legislation are the following:

- South African Qualifications Authority Act 58 of 1995
- Employment Equity Act 55 of 1998
- South African Schools Act 84 of 1996
- South African Constitution Act 108 of 1996
- Labour Relations Act 66 of 1995
- Skills Development Levy Act 9 of 1999
- Skills Development Act 97 of 1998
- Employment of Educators Act 76 of 1998

“All the relevant laws manifest themselves in an integrated way in the FET system with the intention of ensuring that FET offers flexible, diverse, accessible and high quality education and training programmes at specific levels within the NQF”<sup>34</sup>.

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<sup>33</sup> Maluleke, M et al. 2000: 43.

<sup>34</sup> Maluleke, M et al. 2000: 42-56.  
FET Act 98 of 1998.  
Education White Paper 4.



## Chapter 3 - Fundamental Changes

### 3.1 Most Important fundamental Changes.

The most important changes that are currently taking place in the South African Educational and Vocational Training System are the following:

- Transformation of the present qualification framework to the new National Qualification Framework (NQF) in the new education and vocational training system.
- In co-operation with the South African Qualifications Framework (NQF), who will be the governing body to approve all current and new qualifications
- Learnerships, instead of Apprenticeships, for Vocational Training
- New ways of funding via partnerships and SETAs for programme funding in the new FET system for educational and vocational training.

The abovementioned changes are the most important, because they are the foundation of the changes to transform the South African education and vocational training system.

The National Strategy for Further Education and Training put forward a medium-term strategy for the translation of the new FET policy into prioritised activity. This Strategy is a product of joint planning between the national and provincial departments and has resulted in a plan of action with far-reaching implications for all levels of FET provision. A significant characteristic of this Strategy is a shift from an annual profiling of activities to taking a medium-term view of FET development through effective multilevel planning and co-ordination<sup>35</sup>. As a result it has already considered the relevant results for the initial three years.

On the other hand, the Education White Paper 4 sets out a broad and long-term national framework and programme for the transformation of FET. It identifies four central features that underpin the new system. These take the form of new approaches in governance, programmes and qualifications, quality assurance and funding and they constituted the basic logic of the National Strategy for Further Education and Training from 1999 to 2001.

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<sup>35</sup> National Strategy for Further Education. 1998  
FET Act 98 of 1998.

Having taken a progressive approach to systems change, the Education White Paper 4 identifies eleven strategic areas<sup>36</sup>. It positions the Education Department to initially address current systemic weaknesses and deficiencies. The programme of action for the first three years (National Strategy for Further Education and Training 1999-2001) focuses on responding to these constraints and setting up the envisaged FET dispensation for the twenty first century.

### **3.2 Further Education and Training Curriculum Transformation**

Transformation of the curriculum in the FET band is even more important, because FET is situated at the intersection of a wide range of government policies that are critical to the construction of the new South African society<sup>37</sup>.

It thus stands to reason that the curriculum in an apartheid era school would be different from a curriculum that caters for the new dispensation in South Africa. The new dispensation aims to expose learners (FET included) to a curriculum that concentrates broadly on all aspects of career development, with the nucleus at FET being an integrated approach to education and training.

The legacy of inequality has produced a very poor record of human resource development (HRD). South Africa has one of the poorest HRD records compared to other countries in similar stages of development. Some of the indicators are the following<sup>38</sup>:

- Low literacy rates.
- High drop out rates.
- Little opportunity to return to formal education system.
- No recognition of prior learning and experience.
- Poor links between education and training, and between education and social and economic development.
- The current curriculum is not keeping sufficient pace with the globalising patterns of modern life.
- The curriculum is currently not adequately aligned to the world of work.
- The curriculum is not adequately equipping citizens to participate in the political institutions of the new democracy and civil society<sup>39</sup>.

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<sup>36</sup> Education White Paper 4(1998)

<sup>37</sup> Maluleke, M et al. 2000:42-43.

<sup>38</sup> Hlophe, S et al. 2000: 107-108.

<sup>39</sup>Hlophe, S et al: 108.



Currently, general academic and vocational education is mainly offered at two types of institutions, namely schools and colleges (technical and community). Schools, with the exception of vocationally-orientated schools are, to a large extent, responsible for general academic education, whilst technical colleges are mainly responsible for specific, as well as broad vocational courses, both at FET and HET levels. There are two types of FET institutions, namely schools and colleges.

### **3.3 Technical College Education**

Technical colleges provide post-school vocational education according to the human resource needs of commerce and industry and the various communities in which they are situated, at levels varying from FET level to three years after FET level.

Candidates are educated and trained to be able to function efficiently, mainly as skilled, middle level workers for specific occupations. Instructional programmes leading to national examinations are planned, compiled and revised by the education authorities in co-operation with employer and employee organisations and advisory bodies in commerce and industry, after which such instructional programmes are approved as national policy. Vocational education is specifically intended to equip learners with the knowledge, skills and attitudes required in the work situation.

Currently Technical colleges are offering the following courses:

- National N Certificates
- National Integrated Certificates
- National N Diplomas

Vocational education is specifically intended to equip learners with the knowledge, skills and attitudes required in the work situation. To achieve this, the following three types of instructional offerings are distinguished:

- Theoretical instructional offerings.
- Practical instructional offerings.
- Integrated instructional offerings.

In the current FET system, national examinations are written and the South African Certification Council requirements need to be satisfied. Examinations are conducted in April, August and November, in accordance with the trimester system<sup>40</sup>. For the semester system, national examinations are conducted in June and November.

Basically technical colleges offer programmes in five broad areas, namely:

- Engineering.
- Business.
- Utility Industries (clothing manufacture, food, hairdressing, tourism).
- Social services (educare, care of the handicapped and children, visual and performing arts).
- General education (matriculation courses).

### **3.4 Considerations on Technical College offerings relating to the focal points of changes in the NQF**

“There is limited evidence that the technical colleges are driven by the desire to serve and meet the needs of their clients and stakeholders, be they students, employers, or the wider community. Often colleges know relatively little about the needs of their students, in particular because of the structure of trimester and semester courses and because there is an inadequate conception of the student as a customer”<sup>41</sup>. The following reflect the state of affairs regarding technical college offerings:

- Their programmes cut across the NQF bands (GET, FET and HET).
- The majority of the technical colleges are not at the forefront of curriculum development and the majority of courses are not in line with either the NQF or OBE.
- There is little evidence that the programmes offered in these colleges result in jobs, and it is clear that these colleges are not responsive to employer needs.
- Insufficient attention is paid to lifelong learning concepts and to the vocational education and training needs of those in work and other contexts.
- The curriculum is too narrowly focused, it fails to provide the skills needed, and it also lacks innovative approaches.
- Advisory and support services, recreational, cultural and sporting facilities, student tracer studies, and customer research and marketing are all insufficiently developed in these colleges.

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<sup>40</sup> Hlophe, S et al: 110.

<sup>41</sup> Hlophe, S et al: 111-112



- Limited curriculum development is taking place at the formal level as the national curriculum and the system of nationally set examinations has stifled initiative.
- Very few outcomes have been courses have been introduced recently.
- There is also little evidence that, in addition to technical and skills, students are being given opportunities to develop their competencies in the core skills, communication, problem solving or team working, or that programmes are being designed around these competencies.

The new FET policy envisages that the provision of education and training at multiple sites of delivery, in the workplace and in multi-campus institutions, will be transforming FET provision into new forms and modes of delivery. To support this critical direction, high-level information management system co-ordination and quality promotion will play an increasingly crucial role in the delivery of education and training programmes<sup>42</sup>. Of great importance is the introduction of quality management practices at national, provincial and institutional level.

### **3.5 The FOUR STRATEGIC OBJECTIVES to enable Implementation of fundamental Changes in South African Education and Vocational Training.**

The National Strategy for Further Education and Training includes the four strategic objectives. It puts forward a medium-term strategy for the translation of the new FET policy into a prioritised activity. This strategy is a product of joint planning between the national and provincial departments and has resulted in a plan of action that has far reaching implications for all levels of FET provision. The results are also carefully considered for the initial three years that will have a bearing on FET transformation and development in the next ten years, as taken from 1999.

The overall goal of the strategic objectives is to establish the foundation for building capacity and systems across all levels of FET in order to bring about the desired programme, institutional and cultural changes that are necessary to achieve a flexible and responsive FET system.

Each of the four strategic objectives (for 1999 – 2001) and their respective activities are related to a set of outcomes/ results. At the end of the initial three-year start-up phase (1999-2001), various initiatives will be evaluated, consolidated and positioned for the development phase from 2002 to 2005.<sup>43</sup>

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<sup>42</sup> National Strategy for Further Education and Training. 1998: 23

<sup>43</sup> National Strategy for Further Education and Training. 1998: 4



### 3.5.1 Strategic Objective 1: Organisational Development

The first strategic objective is to establish and strengthen governing structures, initiate institutional reorganisation, build up the Culture of Learning, Teaching and Service (COLTS) and undertake human resource capacity building that is outcomes specific. Strategic Objective 1 consists of the following activities:

#### 3.5.1 (a) Founding of National and Provincial Advisory Boards

The establishment of NBFET is a central element in the Education Department's strategy for the transformation and reinvigoration of the new FET system. The NBFET will promote innovation, quality, flexibility and responsiveness and build consensus between government and its social partners by strengthening the linkages between FET programmes, providers and the workplace.

Provincial education authorities have the responsibility to shape the development of the FET system in the provinces and to determine the extent to which this matches provincial social and economic priorities. The active participation of both government and civil society should be followed consistently in all nine provinces.

#### 3.5.1 (b) Institutional Reorganisation

The National Department of Education played a key role in the past three years in steering and co-ordinating the development of a new FET system. Provincial Departments also play a key role in reorganising FET institutions, developing strategic plans and supporting institutions to manage allocated resources according to a programme-based funding formula.

The provision of training facilities will be more closely aligned to demand profiles to match both industry and community development training needs and changes in modes of delivery.

The merging and refurbishment of existing facilities for example in technical colleges – rather than the construction of new ones – will be a priority in the initial phase. In the context of fiscal constraints and the public sector reform, the major challenge for FET will be to increase the efficiency and effectiveness of the delivery of training programmes. Specific strategies to address



issues of equity and the maximum utilisation of existing facilities will need to be developed. These strategies will, among others, include the sharing of resources and joint planning among providers.

The major challenge about to face FET providers is the provision of new information technology and equipment to support flexible modes of delivery. Therefore, in the following number of years significant investment should be made towards upgrading telecommunication, computer facilities and management information systems to enable institutions to perform a range of functions. Functions, such as the development of learner profiles, the charting of growth, staff development and the management of strategic decisions relate to labour markets and community needs.

Linkages between FET institutions, industry and communities will be crucial to ensure relevant and appropriate training provision.

### 3.5.2 Strategic objective 2: Learning and Teaching

The second objective is to set up appropriate national structures for managing the introduction of responsive learning programmes and qualifications, assessment flexible modes of learning, effective learner support and articulation to the needs of communities, Higher Education and the workplace.

#### 3.5.2(a) Management of Learning Programmes and Qualifications Frameworks and Innovation.

It is an inescapable fact that today's workplace is characterised by global competition, cultural diversity and technological and management processes that require workers to have critical-thinking, problem solving and communication skills. These occur in a modern and rapidly changing world that requires a continuous adaptation of skills and methods of production. It is, therefore, imperative that learners be exposed to learning programmes and qualifications that concentrate broadly on all aspects of career development.

### 3.5.3. Strategic objective 3 Resourcing FET

The third objective is to put in place a new funding administration and to position the Education Department to steer the transformation of FET through multiple funding instruments, including student financial aid, earmarked funding, and programme-based funding.

### 3.5.3(a) Programme-based funding

Programme-based funding pre-supposes high levels of organisational and financial management capacity, something that is currently limited in FET type institutions.

The Education Department developed in 1999 national guidelines, norms and standards for programme-based funding as a matter of priority. These will form the basis for Provincial Education Departments to assess the potential in current institutions and will trigger the establishment and application of the new funding administration in accordance with policy and legislation.

### 3.5.3(b) Skills Development Levies

To complement the Education Department's policy and funding base, the Skills Development Act, 1998, with the associated Skills Development Levies Act, 1999 provide another challenge for FET institutions. After the Departments of Education and Labour jointly developed guidelines for FET institutions to access the skills development levies, one could look forward to competition for education and training funds among private, community and public education providers to become a reality. This will require capacity to enable institutions to bid for targeted areas of human resource development and enter into operational agreements similar to the above arrangements.

### 3.5.3(c) Special Funds

The transformation of current delivery and the building of the new FET system call for special investment in strategic areas of development. Policy on programme-based funding and its provision for earmarked funding allows for the Education Department to support FET development by redressing areas that have been under-provided for previously disadvantaged persons and to encourage innovation and realignment in a number of strategic areas.

The main challenge in this area is to secure special funds for creating access to education and training opportunities. A strategy to meet this challenge will be designed and tested as part of the medium term plan.



### 3.5.4 Strategic objective 4: Planning, Monitoring and Evaluation

The fourth objective is to set up a national Further Education and Training Management Information Systems (FETMIS) for FET to determine national learning targets, monitor performance, assure quality and support the Department of Education's obligation to account to Parliament.

#### 3.5.4(a) National Plans

The National Strategy for Further Education and Training 1999-2001 introduced a planning system as one of the significant elements of policy practice that is pivotal to all policies contained in the White Paper 4. Without its implementation, the declaration of FET institutions, the establishment of a FETMIS, staff development, learning programme and qualifications change and other change processes could well become meaningless. As the National Department has undergone a two-stage planning process in response to the White Paper 4, a similar process at provincial and institutional levels is crucial to generate multilevel plans that could be aggregated into a coherent national programme of action.

#### 3.5.4(b) Further Education Management Information Systems (FETMIS)

The FET Sector is repositioning itself to prepare learners for the twenty first century through education, training and work. In an environment that is increasingly requiring better planning, high-quality provisioning, monitoring, evaluation and reporting, the process of information obtained through quality research is crucial.

The establishment of a Further Education Management Information System (FETMIS) is, therefore, important to fulfil the Department of Education's commitment to high-quality and relevant programmes. Such a FETMIS will be developed in collaboration with the Department of Labour and will fulfil the following functions:

- Collect, analyse and summarise data to enable government to evaluate the effectiveness of education and training change.
- Provide targeted information on labour market and employment trends to FET institutions to review programmes and plan future courses.
- Provide information on the performance of the system and ensure continuous improvement of programmes and services.

### 3.5.4(c) Quality Assurance

Quality assurance is assuming ever greater importance in our quest for excellence in managing and delivering education and training programmes. The management of quality in the FET system has been identified as a national priority. Responsibility for the quality of FET, as defined in the FET Act, lies on two levels, namely the education and training system level and at the institutional level.

At a systemic level, quality assurance also requires external validation in accordance with the requirements of the South African Quality Authority Act, 1995 (Act 58 of 1995). The National and Provincial Departments of Education have a special responsibility to promote the quality of provision, provide support and guidance to institutional managers and professional staff and to validate institutional quality assurance systems. Accordingly, after consultations with MECs for Education and the NBFET, the Department of Education will establish an umbrella FET Quality Authority (FETQA).

FETQA will collaborate with the Sector Education and Training Authorities (SETAs) provided for in the Department of Labour's Skills Development Act, 1998 to ensure quality assurance across the FET band.

## **3.6 Fundamental Changes developing from the four Strategic Objectives**

All of the abovementioned four strategic objectives are indispensable in enabling the following fundamental changes in the South African Education and Training System:

### 3.6.1 South African Qualifications Authority (SAQA)

The South-African Qualifications Authority executes certain regulations, governing the activities of Education and Training Quality Assurance Bodies (ETQAs). These regulations are part of a series of regulations covering the activities of the sub-structures of the SA Qualifications Authority. They are applicable to the activities of Education and Training Quality Assurance bodies (ETQAs) and should be read in conjunction with regulations applicable to National Standards Bodies and Standards Generating Bodies<sup>44</sup>.

#### 3.6.1 (a) Establishment of the South African Qualifications Authority (SAQA)

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<sup>44</sup> Government Gazette, 29 August 1997, No. 18221: 41 - 44



The South African Qualifications Authority was established in terms of SAQA Act <sup>45</sup> in October 1995 to “provide for the development and implementation of a National Qualifications Framework and to provide for matters connected therewith”<sup>46</sup>.

A chairperson and members were appointed, with one seat for a discretionary appointment being left vacant<sup>47</sup>. With this exception, SAQA as a body is representative of the key stakeholders in education and training.

### 3.6.1(b) Vision and Mission of SAQA

SAQA strives towards the following vision:

“Reconstructed and re-developed education and training which reflects the objectives of the National Qualifications Framework (NQF) which are to:

- create an integrated national framework for learning achievements;
- facilitate access to and mobility and progression within education, training and career paths;
- enhance the quality of education and training;
- accelerate the redress of past unfair discrimination in education, training and employment opportunities; and thereby
- contribute to the full personal development of each learner and the social and economic development of the nation at large”<sup>48</sup>.

The mission, or SAQA's actions in striving towards the vision, is derived from the Act (Section 5) which is simply “to ensure the development and implementation of a National Qualifications Framework”<sup>49</sup>.

### 3.6.1(c) The Functions of South African Qualifications Authority (SAQA)<sup>50</sup>

The functions of SAQA as an Authority are derived from this mission and the Act is in essence to:

- oversee the development of the National Qualifications Framework (NQF);

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<sup>45</sup>SAQA Act 58 of 1995

<sup>46</sup> Government Gazette, 29 August 1997, No. 18221 :45

<sup>47</sup> Government Gazette, 31 May 1996, No. 913

<sup>48</sup> Government Gazette, 29 August 1996, No 18221: 45

<sup>49</sup> Government Gazette, 29 August 1997, No 18221: 45

<sup>50</sup> SAQA Act (Act 58 of 1995), Section 5

- formulate and publish policies and criteria for registration of bodies responsible for establishing education and training standards, as well as the accreditation of bodies responsible for monitoring and auditing achievements in terms of standards and qualifications;
- oversee the implementation of the NQF, including the accreditation of bodies responsible for moderating and auditing achievements and the assignment of functions to them, the registration of national standards and qualifications, ensuring compliance with the provisions for accreditation and ensuring international comparability of registered standards and registered qualifications;
- advise the Minister of Education and of Labour on registration of standards and qualifications;
- be responsible for the finances of SAQA.

### 3.6.1(d) Principles of SAQA

The principles, which guide the development and the functioning of SAQA, are:

- Consult and co-operate pursue the objectives of the NQF and execute the functions of SAQA after consultation and in co-operation with specified bodies, and with due regard for Parliamentary and provincial powers.
- Needs of Learners and the Nation: The NQF contributes to the full development of the nation at large.

### 3.6.1(e) SAQA's Core Strategy

The core strategy is a simple concise statement of the essence of how SAQA intends to achieve its mission – “To develop and sustain policies, procedures and infrastructures for the NQF actively supported by the key stakeholders in education and training”<sup>51</sup>

The core strategy of SAQA requires that:

- Key stakeholders be involved (not merely be consulted and cooperate with each other) in the process of identifying, proposing, preparing, implementing and maintaining policies and procedures as well as resulting infrastructures needed for the NQF;
- In addition to its regulatory role, SAQA will guide, advise and support (financially, physically and morally) the process and its results when and where the key stakeholders require, and

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<sup>51</sup> Government Gazette, 29 August 1997, No 18221: 46



- Will tailor its staffing, their development and the supporting infrastructure accordingly.

### 3.6.1(f) Education and Training Quality Assurance Bodies (ETQAs)<sup>52</sup>

The authority for establishment of Education and Training Quality Assurance Bodies (ETQAs).

- In terms of section 5 of the Act, SAQA may inter alia undertake the registration and accreditation of bodies. They will also be responsible for establishing education and training standards or qualifications; the registration of national standards and qualifications, and the accreditation of bodies responsible for monitoring and auditing achievements in terms of such standards or qualifications.
- ETQAs are bodies accredited by SAQA for the purpose of monitoring and auditing achievements in terms of national standards and to which specific functions relating to the monitoring and auditing of national standards and qualifications have been assigned in terms of SAQA Act<sup>53</sup>. If there is a sector where no ETQA has been accredited, and where SAQA deems it necessary, SAQA should undertake the functions and responsibilities which would normally be allocated to such an ETQA as if there was one.
- ETQAs shall be established on the basis of social sectors or economic sector or education and training sub-systems.
- ETQA's functions are delegated by SAQA<sup>54</sup>

### 3.7 The National Qualifications Framework (NQF)

- The integration of education and training systems is intended to ensure maximum flexibility for horizontal and vertical mobility between levels of the education and training system, both formal and non-formal. It provides learners with opportunities to learn, regardless of age, circumstances and the level of education and training they may have. The development of the National Qualifications Framework (NQF) in particular, reflects the achievement of learning outcomes defined at different levels from the foundation phase to post-graduate qualifications, in terms of national standards.

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<sup>52</sup> Government Gazette, 29 August 1997, No 18221: 47-51

<sup>53</sup> SAQA Act, Act 58 of 1995, section 5(1)(b)(I) of the Act.

<sup>54</sup> Government Gazette, 29 August 1997, No 18221: 47-48

SAQA is in the process of developing a National Qualifications Framework (NQF) and its infrastructure. In order to enable SAQA to proceed with the creation of the NQF certain decisions were taken affecting the elements of the NQF and its application. These decisions, which affect the functioning of National Standards Bodies (NABs), Standards Generating Bodies (SGBs) and Education and Training Quality Assurance Bodies (ETQAs) are to be applied by such bodies, on the understanding that the NQF is still in the process of development and may change from time to time.

### 3.7.1 Levels, Bands and Fields in the NQF

- **Levels:** The NQF consists of an eight level framework, with levels 1 to 8 respectively being regarded as open-ended. Level 1 accommodates three Adult Basic Education and Training (ABET) certification levels.
- **Bands:** In the NQF three bands are recognised i.e. General Education and Training (covering Level 1 and below), Further Education and Training (covering Levels 2 to 4), and Higher Education and Training (covering Level 5 and above) as descriptive terms encapsulating levels of education and training in South Africa
- **Fields:** The following twelve fields are the organising fields of the NQF:
  - 01 Agriculture and Nature Conservation
  - 02 Culture and Arts
  - 03 Business, Commerce and Management Studies
  - 04 Communication Studies and Language
  - 05 Education, Training and Development
  - 06 Manufacturing, Engineering and Technology
  - 07 Human and Social Studies
  - 08 Law, Military Science and Security
  - 09 Health Sciences and Social Services
  - 10 Physical, Mathematical, Computer and Life Sciences
  - 11 Services
  - 12 Physical Planning and Construction

### 3.7.2 Schematic Representation of the NQF



**NQF LEVEL GRADE BAND TYPES OF QUALIFICATIONS AND CERTIFICATES**

8		HETC	Post doctorate	
7			Post-graduate degrees	
6			Degrees	
5			Diplomas	
			Further Education and Training Certificate	
4	12	FETC	Schools, FET institutions, private providers,	
3	11		Workplace-based training (learnerships), public adult learning	
2	10		Centres etc	
			General Education and Training Certificate	
	7 tot 9			
	4 tot 6	GETC	Senior phase	ABET level 4
1	R tot 3		Intermediate phase	ABET level 3
			Foundation phase	ABET level 2
			Pre-school	ABET level 1

### 2.7.3 The NQF implications for the FET curriculum

The White Paper on FET (1998) states that the NQF is designed to promote the integration of education and training, offer multiple entry and exit points to learners and ensure learner mobility and the portability of credits. The NQF provides the framework for the development of a new, integrated FET curriculum, which will offer a flexible mix of fundamental, core and elective learning<sup>55</sup> to meet the needs of and requirements of learners, employers and Higher Education Institutions.

<sup>55</sup> Crouch, L & Lombaard, C et al: 121.

Once FET is in place, its curricula should break the divisions between “academic-” and “vocational” education and between education and training, and have to be characterised not by the vocationalisation of education, but rather by a sound foundation of general knowledge, combined with practical relevance. It should offer the learner flexibility and choice, whilst ensuring that all programmes and qualifications offer a meaningful learning experience.

The South African Quality Authority (SAQA) requires that all FET qualifications comprise of three basic components, namely, fundamental, core and elective learning.

### 3.7.3(a) Fundamental Learning

Fundamental learning should provide the knowledge and skills that are the foundation for all learning at the level concerned. It includes language and communication, life skills and mathematical literacy.

### 3.7.2(b) Core Learning

This rubric is concerned with the specific core knowledge and competencies required for the completion of a particular qualification.

### 3.7.2(c) Elective Learning

This kind of learning offers the learner the opportunity to complete additional, optional credits, which may be of personal relevance or open the door to a range of possible career and occupational choices.

### 3.7.3 The Impact of new learning programmes

The combination of fundamental, core and elective learning will determine the breath and depth of a learning programme and a qualification. The new FET curriculum should offer multiple entry and exit points and a diversity of learning programmes and qualifications to meet the varied needs of learners in different fields.



Linked to the curriculum is a need to develop a framework for the recognition of prior learning (RPL). This would assist those who have been denied formal opportunities for learning and those who have developed their knowledge and skills through self-study or work experience to obtain credits and obtain a qualification without unnecessary duplication of effort, unwarranted expense or wastage of time.

The Further Education and Training Certificate (FETC) will replace the current exit certificates and has to provide a reliable and creditable basis for selection and entry to higher education. It should also provide employers with a realistic profile of a learner's knowledge and competencies.

Once FET is put in place, all FET institutions should provide learner counselling and support services to assist new entrants to the system to make meaningful choices about their direction of study and to ensure that all learners are given every opportunity to succeed. In addition, career guidance and support services will have to provide information on learning programmes, education and training providers, as well as qualification and job opportunities. Labour market information should also be provided.

#### 3.7.4 Education and Training Quality Assurance.

Education and Training quality assurance (ETQA) <sup>56</sup> bodies are established on the basis of social sectors, economic sectors, and education and training sub-systems. The FET ETQA is based on the education and training sub-system. Quality in this context means offering clients, industry and the general community products and Services that meet, if not exceed, their needs and expectations.

#### 3.7.5 National standards bodies

The twelve national standards bodies (NSBs) have been set up according to the twelve organising fields. FET institutions have to ensure they become part of these bodies, otherwise they will be omitted from the curriculum development process. The NSBs, which are registered by SAQA, are now an integral part of SAQA. The NSBS are constituted by national stakeholders comprising key interest groups in each field. Their main functions are to:

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<sup>56</sup> Lolwana, P et al: 173-188.

- Recommend a framework of sub-fields to be used as a guide for the recognition and/or establishment of SGBs;
- Recognise or establish SGBs;
- Ensure that the work of SGBs meets the SAQA requirements for the registration of unit standards;
- Recommend the registration of unit standards by the NQF to SAQA;
- Recommend qualifications to SAQA;
- Define requirements and mechanisms of moderation to be applied across ETQAs.

### 3.7.6 Standards Generating Bodies

Standards Generating Bodies (SGBs) are also being set up and it would be to the advantage of FET institutions to become active members and participants in these SGBs. These are comprised of key Education and Training stakeholders in various sub-fields who are drawn from interest groups and specialists who would need to be identified by the relevant NSB in accordance with the requirements of SAQA. Their main functions are to:

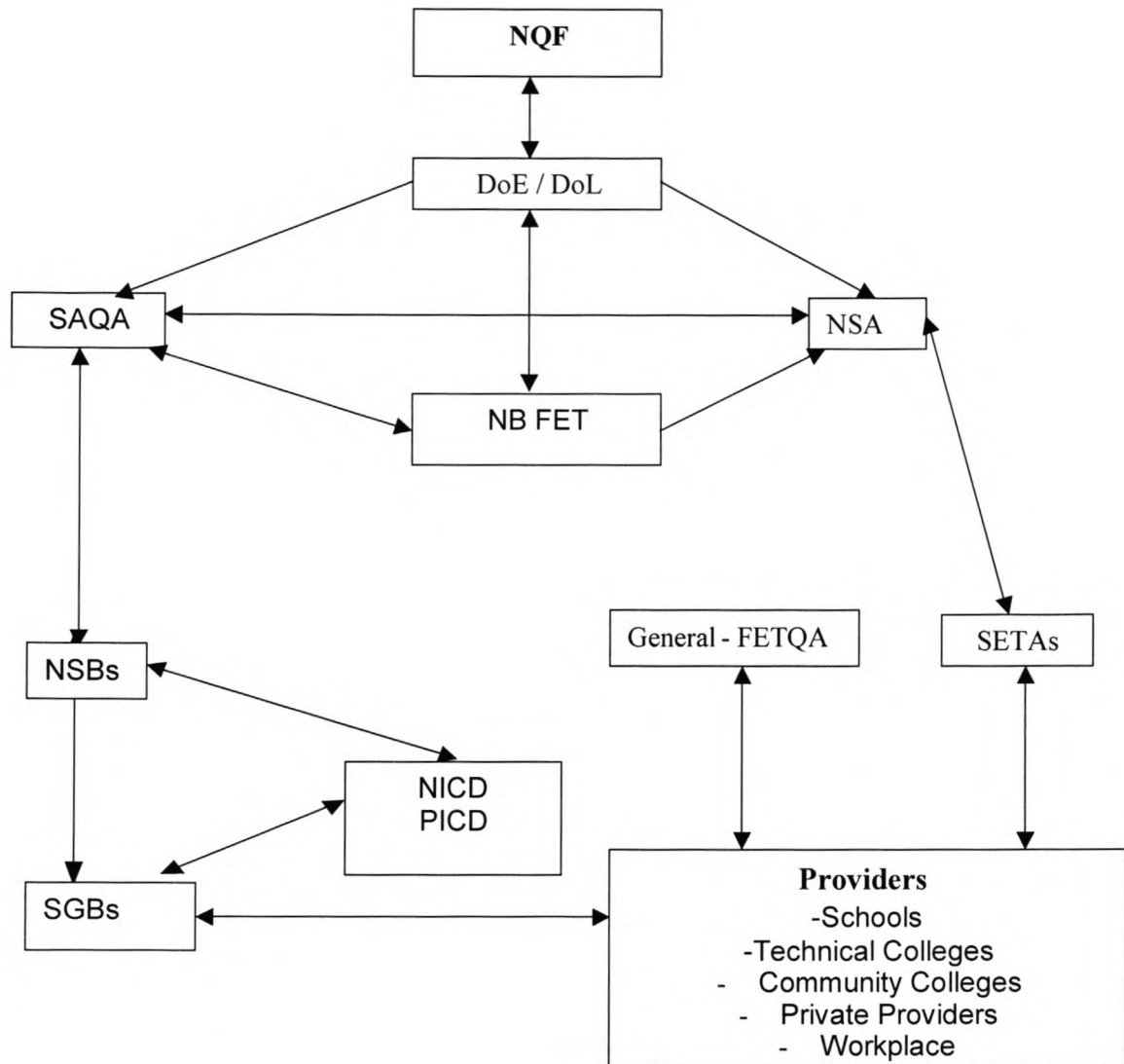
- generate unit standards and qualifications in accordance with SAQA requirements in identified sub-fields and levels;
- update and review standards, and
- recommend unit standards and qualifications to NSBs.

In the context of the abovementioned points with regard to education and training quality assurance, a diagram representation of the new education and training landscape<sup>57</sup> appears as follows:

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<sup>57</sup>Hlophe, S et al. 2000: 123





### 3.7.7 Assessment

Assessment will form a central part the FET curriculum which has to provide valid and reliable information about the achievements and competencies of learners. Assessment will have to be developmental and formative, providing learners with feedback and guidance on their progress and performance.

The White Paper on FET is explicit that assessment in FET institutions would be primarily an institutional responsibility within the framework of approved curricula, outcomes and quality assurance mechanisms. External monitoring and moderation will always be encouraged to ensure the validity and reliability of the assessment process. Public examinations, at senior certificate and

N3 levels, and their equivalents, will be maintained in order to ensure the comparability and integrity of results and the currency of FET exit qualifications.

Assessment in education and training revolves around making judgement about the results of learning so that decisions can be made. This demonstrates that learning, teaching and assessment are inextricably linked. The basic purpose of assessment is to determine whether or not learning outcomes have been attained. Thus assessment has a developmental and monitoring function, although its fundamental goal is to promote learning. Assessment in FET will, therefore, play a role in:

- The continuous monitoring of learners' progress towards achieving outcomes;
- Providing information to educators about problems experienced;
- Providing coherence to overcome the “ free-standing” nature of unit standards through integrative assessment techniques.

To achieve the above, all FET institutions have to adhere to the four assessment principles for fairness, validity, reliability and practicality.

Assessment will also apply for the following new approaches:

- assess applied competence, which is a combination of practical, foundational and reflexive competence;
- be flexible through the use of various assessment methods and instruments;
- be based on clearly articulated criteria and standards of achievement;
- enable progression through the levels;
- be transparent in terms of the standard expected;
- be fair to all learners, ensuring that no learner is disadvantaged in any way;
- allow for accelerated access to further learning through the recognition of prior learning (RPL)<sup>58</sup>.

Therefore, it is quite clear that the new FET assessment techniques will mostly have to be:

- formative with summative component;

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<sup>58</sup> Hlophe, S et al: 124-125.



- criterion-referred with a place for norm-referenced marking; and
- continuous for diagnostic purposes.

Unit Standards are the building blocks for NQF qualifications<sup>59</sup>.

### **3.8 Learnerships rather than Apprenticeships for On the Job Vocational Training**

Learnerships are training programmes to be achieved through workplace-experienced learning and formal training in the workplace. Learnerships replace the old apprenticeship system.

Finance Minister Trevor Manuel announced in his 2002 budget speech an allowance to employers in the form of a R25 000 deduction which will be permitted when a learnership agreement is signed, and a further R25 000 when the learnership is successfully completed<sup>60</sup>.

This document outlines the components of learnerships and how to go about making them work for in the new education and vocational training system under the FET Act.

Firstly, one may well ask: what are Learnerships?

Learnerships provide an opportunity to combine and formalise workplace learning and structured training experiences, in order for learners to gain a nationally registered qualification.

A learnership is a structured process for gaining theoretical knowledge and practical skills in the workplace. This means that a learner learns on and off the job to obtain a qualification while working. The learnership leads to a nationally recognised qualification so that his/her qualification is universally recognised.

#### **3.8.1 How does one access Learnerships?**

- Through the applicable SETA – this has already been frequently done as many organisations have been identified as one of pilot sites for setting up a learnership. The learnerships currently in operation are pilot schemes, varying from NQF1 to NQF 4 Levels.

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<sup>59</sup> Higgins J et al: 59-62.

<sup>60</sup> Finance Minister's Budget Speech in Parliament, March 2002

- The employer needs to enter into a learnership agreement with the learners and prospective providers, and commence the learnership.

There are at least 3 signatories to a Learnership Agreement:

- The learner.
- The employer or lead employer.
- The training provider or lead training provider.

It should be borne in mind that the employer may simultaneously be the provider, and that one may enter into Learnership Agreements with currently employed staff or with unemployed or pre-employed learners. The employer would select the learners, and the latter may select the providers in the event of the employer not providing the training. It is imperative that one ensures that the full range of learning offered leads to the full range of outcomes contained in the qualification. Where there is more than one provider contributing to the outcomes required for the qualification a lead provider would be required. The employer can fulfil this role.

### 3.8.2 Why would one wish to enter into a Learnership? What are the benefits for the employer?

The returns from investing in learnerships for employers include:

- Facilitating skills development of the workforce.
- Providing financial benefits in the form of skills development grants.
- Providing an appropriately skilled employment pool to draw from (existing employees and new entrants), i.e. a skilled workforce.
- Providing increases in productivity through skilled learners.
- Enabling a company to increase its market share because of a skilled and competitive workforce.
- Employees have the theoretical knowledge and understanding as well as the practical application and workplace experience.
- A highly motivated workforce because of higher levels of participation in the success of the company, and through access to national recognition.
- A satisfied workforce and subsequently fewer labour disruptions.
- Effective learnerships that produce skilled learners who will contribute to economic growth and development .



Apart from the above there are direct monetary returns for entering into learnerships:

- Learnerships are part of the provision of discretionary grants for which one could qualify if one would enter into a learnership.
- The applicable SETA is offering a direct payment per learner to employers who enter into learnerships.
- The tax incentive of the taxable income deduction.
- There are specific payment recommendations should one enter into a Learnership Agreement with a previously unemployed learner. In this instance one would enter into a 'short term' employment contract with this learner using these ratios, and not current employment practice, as one's guideline, which could amount to a lower rate since one may already be providing other benefits to the learners.

The above list could assist any employer in deciding whether or not to implement a learnership.

If the learning process is to have an impact on the employee, the employer should consider what systems are in place for:

- Mentorship and coaching
- Workplace assessment
- Learner support and induction
- Management information systems
- Learner records
- Learner feedback and evaluation mechanisms
- Performance management systems

The structured work experience should include:

- A clear documented understanding of what is expected of the learner, the employer and the workplace mentor
- A planned, systematic experience of a range of work activities. In an SMME or non-formal context such experience is likely to be less structured, but the learner should experience a range of different jobs.
- Specified learning tasks.
- Specified assessment tasks, including recognition of prior learning.
- Scheduled times for learners to come together

- Clear guidelines on what will be assessed and how learners will be assessed during the workplace learning period

It should also be noted that assessment systems and a quality management system for education and training need to be instituted within the ranks of the employer's organisation. This would consequently mean that the employer – as provider of training – would need to obtain accreditation as a provider with the applicable SETA and ETQA.

With these systems in place the employer's education and training processes could be continuously improved, and he/she would be well positioned to implement Learnerships.

### 3.8.3 Learnerships versus Apprenticeships – Why Learnerships?

There are various reasons why the current apprenticeship system needs to be replaced:

Too much emphasis is traditionally placed on certification through examinations and not sufficient attention is given to actually learning the required skill in a practical way.

Apprenticeship examinations test the learner's ability to **talk** about the skill rather than the ability to **execute** the skill.

Not enough input is received from coaches, mentors or experts in the learning process in order to coach the apprentice adequately.

Too much emphasis is put on merely following verbal or written instructions.

Learners are relegated to being of little importance in the company and there is little accountability to an outside quality assurance body for their training programme.

Learners often have no legal protection from dismissal as they have no contract of employment with the company.

As a result of the above inadequacies, the country is now confronted with a drastic shortage of employees with practical workplace or employment skills.

### **3.9 Financing of the new FET System – The Development of the Skills Development Levy Act 9 of 1999.**

Finance is the key to the future development of FET. In addition to issues of total expenditure, and determining who should be responsible for paying for further education and training, funding policies could influence provider attitudes to quality and could drive outcomes-based programmes



and promote accountability, efficiency and effectiveness. Funding policies are more than merely the amounts to be expended on FET.

There are considerable gaps in information currently available on the matter at hand and this obviously makes an examination of the variables difficult. However, certain issues have already emerged.

The dynamics of FET financing and funding entail a number of tensions and pressures, including the following:

- The different arrangements in the Departments of Education and Labour for the disbursement of funds, which make it difficult to achieve co-ordination and synergy, either at national and provincial levels.
- Annual education allocations to the provinces are responsible for ensuring FET provision within national guidelines. Although the allocation formula has been revised, there remain inequalities in distribution. Provincial resource allocations to FET affect the quality and range of offerings.
- FET is shared already between government, employers and individuals. As FET develops, the responsibilities for funding between these three will require revision, and the basis on which employers and individuals meet the relevant costs would require more precise definition.
- The burden of funding that falls on employers is uneven. The tendency for larger firms to train remains, and the voluntary funding arrangements adopted by the Training Boards allow some employers to opt out of collective funding responsibilities.
- Current FET financial allocations protect some categories of providers and there is a lack of a competitive element to foster efficiency, effectiveness and greater accountability.
- Financial arrangements are at present not reinforced by contractual obligations to define programme objectives and do not include penalties and rewards to reflect performance.
- The largest part of FET costs always consists of salaries. However, if the salary bill becomes inordinately large in providers or departments, it will threaten the availability of discretionary funds needed for the other inputs to enhance quality.
- In striving to attain higher profits, private providers of FET are a potential resource to meet increasing demand, albeit in restricted occupational areas. There are inadequate mechanisms to co-ordinate this market with national policy goals in the absence of regulatory framework, to ensure minimum standards and consumer protection.
- Consumers cannot exercise a genuine choice. Public funding is based on flows of money between Public Service Departments at national and provincial levels and FET providers.



Individual consumers of services are not part of this flow. For example, there are no voucher or training credit arrangements (as in Kenya) to allow for direct consumer influence on provision, other than the payment of fees on a personal basis. Consumers' ability to pay, and the absence of loan arrangements to support learners, will influence participation in FET.

### 3.9.1 Funding during and after Implementation of Change in Education and Vocational Training.

There is an increasing emphasis on making institutions accountable for stewardship of funds and performance, and for linking them directly to their prime customers (government, employers, students/trainees and their parents). If institutions are to be responsive to changing market and social conditions, they will require the flexibility to act and be empowered to make decisions and to reallocate resources.

The principles being applied to publicly funded institutions, apply with equal force to other training providers. A degree of competition may encourage greater efficiency and responsiveness. International experience suggests this may be achieved in a number of ways:

- Through the award of contracts for FET services on a competitive basis, particularly perhaps for new and innovative services. If publicly funded institutions are subject to competition, then there is a case for giving them more discretion to compete for work in areas new to them.
- The active encouragement and promotion of training amongst employers, particularly small and medium enterprises.
- The stimulation of private sector training market. In many countries, private sector training institutions have a mixed reputation based on indifferent quality and their concentration in popular sectors such as secretarial, accounting and computer skills. International agencies, such as the World Bank, have encouraged the development of the private training sector and have suggested minimal regulation and that market forces should prevail. A different approach, however, would be to seek to harmonise the potential benefits of private training into a national system. This may set private institutions within a statutory framework. When failures occur in the private sector, students and trainees often look to government for redress, and so there is a legitimate public interest in the development of private colleges.



The roles of government and the market and the market need to be established so that the most productive combination of their functions could be established within each FET context. The development of the partnership between government, employers, workers and the wider community seems to be most effective when arrangements are agreed to enable this interaction at all levels within the FET system. As in many South American countries, in Hong Kong and Sweden, the implementation of national policy has been passed to bodies who represent the social partners. International experience points to the merits and advantages of a number of funding mechanisms. The benefits of such an approach are perhaps threefold. Over-reliance on any single funding stream leads to dependency and vulnerability. From Argentina to the UK there are many examples of FET systems that have suffered because of unexpected cut-backs in State funding. Second, where funds are linked directly to customers and consumer, a greater responsiveness to their needs usually develops. Third, a range of funding streams should add to the quantum of available expenditure.

Possible funding streams for FET are the following:

- The State, usually to fund pre-employed education and training: revenue usually from general taxation. In this context State may refer to national, provincial or local government levels, or a combination. Elements of State expenditure may be linked to loans and grants from international donor agencies.
- Fees from employers for the provision of services e.g. off the job training.
- Cross-subsidies from other training and education fee generating activity, particularly at provider level.
- Grants and /or contracts from national training fund.
- Income raised from hire of facilities, fund raising, commercial activity.
- Company and corporate sponsorship in the form of donations, scholarships, equipment.
- Fees paid by individual students/trainees.

### 3.9.2 Skills Development Levy Act<sup>61</sup> and the emerging of SETAs (Sector Education and Training Authorities)

The purpose of the National Skills Development Levy Act 9 of 1999 (SDLA) is to provide for the imposition of a skills development levy to fund the purposes of the SDA. In terms of the SDLA all employers are enjoined to fund training as an operational expense. This is in contrast with the past where training was a non-regulated activity but a prerogative of National Skills Fund (NSF)

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<sup>61</sup> Higgins J et al: 63-71



established by the SDA. An employer in this regard is every person, legal or natural (including partnerships), who is registered with the South African Revenue Services (SARS) pay-as-you earn (PAYE) or has an annual payroll in excess of R250 000 (There are exceptions of course). Thus by implication, every registered employer is now required by law to contribute to this fund in terms of the formula set out by the SDLA. Currently it is 1% of their monthly wage bill. All employers now have to pay the training levy, and nominate a relevant SETA through which those levies will be administered. Non-payment to this fund, like non-payment to the South African Revenue Services, constitutes a criminal offence. The SDLA's scope of operation is wide enough to accommodate up to at least 25 SETAs<sup>62</sup>. What happens to the levies paid? SARS, upon the receipt of the levies, pays 20% of the levies over to the National Skills Fund and the balance (80%) over to the SETA under which the particular employer resides. The SETA is entitled to retain 30% of the levies it receives to fund its own operations and make available the balance as levy-grants to employers subject to the conditions of the levy grant scheme. The Minister of Labour has published Regulations about the skill grants to be paid by Sector Education and Training Authorities (SETAs)<sup>63</sup>. These guidelines seek to explain the regulations and provide advice to employers and others on how to claim grants.

These SETAs are distinguishable economic segments with a strong skills focus orientation. Another way at looking at them is as collective forums comprising all affected role players and stakeholders in a particular sector. These SETAs are responsible for the registration and overseeing of training as well as the control of the funds allocated to them in accordance with NSF regulations. It is thus the role of a specific SETA to ensure that education training and development ideals are advanced and visibly promoted within that SETA's sphere of influence. That is, that the envisaged provision is of a consistent and acceptable quality, and that funding is directed to the priority areas and the development is carried out in a holistic manner. The SDLA tasks SETAs with ensuring that training and development is carried out in a holistic manner. The SDLA, unlike the FET Act – which has enabling characteristics – contains regulatory functions. The SDLA also works closely with SAQA in as far as qualification linkages to the NQF are concerned.

The raising of Skills Development Funds will take a six parallel project approach<sup>64</sup>. A SETA also has a number of other valuable functions in the new education and vocational training system<sup>65</sup>.

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<sup>62</sup> Lolwana, P et al. 2000: 189

<sup>63</sup> Higgins, J et al. 2002: 93.

<sup>64</sup> Maluleke, M et al. 2000: 61.

<sup>65</sup> Maluleke, M et al: 2000: 56.



## Chapter 4 - Purpose of Changes

### 4.1 Towards the Future

The background to this part of the Chapter is succinctly furnished in the following quote: “The power of education not only extends beyond the development of skills we need for economic success but can also contribute in a most meaningful way to nation building and reconciliation”<sup>66</sup>.

The mechanisms of the NQF enable learners to accumulate credit earned in the same or different learning contexts, which may subsequently be deployed towards the achievement of national qualifications. The qualifications and certification structure is constructed so as to allow for multiple entry and exit points. The following are also crucial to the new education and training system and can be seen as an important purpose of change:

- Recognition of prior learning and experience
- The promotion of career paths as an aid to mobility within all sectors of economic activity
- The development of a national curriculum based on the integration of academic and vocational skills. The promotion of democratic participation of all stakeholders in the education and training system<sup>67</sup>.

It is for these reasons that the National Youth Policy aims at redressing the past imbalances, creating an empowering environment and promoting a rural basis in recognition of the need to address the needs of young people and their communities. These youth are seen as agents for their own development, as well as for that of their communities and the broader society within the overall framework of promoting social justice.

Goals of FET after Implementation:

- To provide young people with knowledge, skills and values which will enable them to function as critical, problem-solving actors in the changing world of work.
- Prepare young people and adults for higher education.
- Provide working adults with opportunities for continuing education, retraining and personal development.
- Provide education, training and personal development opportunities to target groups of disadvantaged or marginalised learners.

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<sup>66</sup> Mandela, N et al. 1998: 4.

<sup>67</sup> ANC (1995). A Policy Framework for Education and Training.

- Continuously improve the skill base of the country, through the provision of lifelong learning opportunities.
- Facilitate institutional transformation and capacity building so those providers offer accessible, high quality, relevant learning programmes.
- Promote national reconstruction and community development.
- Enhance social mobility and equity.
- Promote nation building and democratisation by enabling people to contribute to society as autonomous, responsible and tolerant citizens.
- Foster economic growth so that the country becomes internationally competitive<sup>68</sup>.

International experience underlies the above approach, as Robinson testifies: “..[T]he focus should be on results-orientated training that is driven by business needs, helps the organisation achieve its goals, provides people with the skills and knowledge they need to improve their performance, assesses readiness of the work environment to support learned skills, has management accepting the responsibility for a supportive work environment that encourages skill transfer, and has measurable results that can be tracked”<sup>69</sup>.

## **4.2 Core Values and Principles of FET**

The future FET system should be characterised by the following values, which could be seen as part of the purposes of changes in the South African Education and Training System<sup>70</sup>.

- Democracy. This involves learner centred and pluralistic philosophies of education and training; the development of partnerships in the management, design and delivery of programmes; stakeholders involved in governance, concepts such as teamwork, and the accountability of those involved in FET provision.
- Liberty and Equality. These suggest that FET should encourage independent working and critical thought; the safeguarding of freedom of expression and association; and the acceptance of cultural and other differences. They incorporate concepts such as equitable access; non-

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<sup>68</sup> Higgins, J et al.2002: 1-29.

<sup>69</sup> Robinson, DG et al. 1989: 10.

<sup>70</sup> NCFE Preliminary Report. 1997:7-8.



discriminatory admission and progression policies; the removal of racial, gender and geographic biases; and the active redress of inequalities.

- Peace and Justice. These involve learner support; the development of programmes to reflect needs; the development of programmes to reflect needs; the upgrading of institutions and support to providers to ensure that competitive strategies are fair; openness in placing contracts, and access to information about programmes and providers performance
- Principles. The future development of FET should also rest on an integrated approach to education and training. Qualifications will be assured within the NQF.
- Lifelong Learning. Notions that FET is concerned solely with young people and new entrants to the labour market are wide of the mark. The economy will demand new skills, and individuals that would be able to improve their own skills and employability throughout their working lives.
- Equally, FET will need to provide “second chance”, retraining and continuing education opportunities to disadvantaged and marginalised groups and communities, and to unemployed and self-employed people.
- Quality. This relates to FET objectives, and the extent to which they are achieved. There is a need not only to raise standards, but also to infuse the system with a will and capacity to make continuous improvements to programmes at all levels. Quality promotion and assurance are a critical developmental aspect of a restructured and revitalised FET system.
- Accountability and transparency. The principles of accountability to stakeholders and transparency are central to the transformation of FET. Accountability and transparency should underpin programme design and delivery, curriculum development, quality assurance, funding policies and governance arrangements.
- Cost effectiveness and efficiency. FET should be marked by a cost-effective relationship between inputs to the system and its outcomes. This will involve new funding mechanism, improved management of institutions, new contractual arrangements with providers and the design of management and financial information systems geared to indicators of performance.
- Sustainability. FET financial policies should guarantee that programmes could be sustained – where quality standards are met – and that development of providers is encouraged. There

should be no conflict between greater competition to encourage efficiency and policies, which guarantee continuity of funding.

- Responsiveness. FET needs to be responsive to market needs and national priorities. It should be adaptable to changing market conditions and ready to offer programmes that meet personal development needs.

### 4.3 'Bridging the Gap'

Further education and training emerges as a priority in the development of the youth<sup>71</sup>. This is particularly so because the provision of quality, relevant and well managed education and training is inextricably linked to the development not only of the youth, but also of our communities as a whole. In this regard, access and, in particular, admission criteria, play a key role in determining to what extent an education and training institution is responding to the needs of this category of the South African population in terms of giving them new opportunities to engage in education and training<sup>72</sup>. New and creative means of financing studies, in addition to the elimination of institutional and procedural racism, are considered as crucial tests of the disposition of the institutions.

The National Youth Policy, therefore, argues for the expansion and deepening of the institutions previously known as Youth and Community Colleges in order to develop new pedagogues and a modus operandi that explicitly recognise the nature and extent of these problems. On the other hand it is such institutions that, once strengthened, could develop innovative models of responsiveness that may help to reshape practice in the traditional colleges as well<sup>73</sup>.

It is clear then, that in order for the goals of building an equitable, productive and democratic society to be realised, young people need to be placed into the broader context of reconstruction and development. These young people need to find a place in society in a way that can enable them to develop fully as individuals and as citizens, and where their personal and collective efforts can contribute to society and to the reconstruction and development of their communities<sup>74</sup>.

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<sup>71</sup> National Youth Policy 1997.

<sup>72</sup> ANC. 1995. A Policy Framework for Education and Training.

<sup>73</sup> Boss J. 1994: 182- 198.

<sup>74</sup> Hoppers, CO et al. 2000: 9.



Accordingly, responsiveness in the FET programmes consist, among many other things, of the following principles<sup>75</sup>:

- Inclusiveness.
- Promotion of reconstruction and development.
- Linking community service and internships to career-oriented studies.
- Promoting accreditation within the National Qualifications Framework.
- Tapping into public, private, as well as civil society resources.
- Placing special emphasis on rural development projects.
- Combining compulsory and incentive measures to encourage young people into the programme.
- Professionalism of youth work through the creation of accredited and specialised youth work training programmes.
- Promotion of community initiatives that include gathering information on community and youth development processes.
- Finding ways of identifying community and youth needs.
- Planning and managing community initiatives<sup>76</sup>.

For its part, the Education White Paper (1998) made several pertinent points on the issue of the role of FET institutions in relation to South Africa's economic and social development. To begin with, the FET sector is recognised as being situated at the intersection of a wide range of government policies, which are critical to the construction of the new South African society, the requirements of the new information-based economy, and the promotion of personal and social development. FET is also acknowledged as an important allocation of life changes, and an Education band in the NQF that offers both initial and second chance opportunities to young people and adults. FET also addresses directly both the transformation of the senior secondary school system, the present technical and community colleges, and the development of new, meaningful education and training opportunities for young people outside formal education. The White Paper also notes that FET institutions would enable many young people to pursue their post-compulsory education, not in school, but in a FET institution where flexibility, programme diversity, facilities and support services are able to support an open learning environment. In addition, the most pertinent to the national objective of achieving redress. The notion is that, when fully developed, the new FET

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<sup>75</sup> Hoppers, CO et al. 2000: 9

<sup>76</sup> Hoppers, CO et al: 8-9.



system should provide access to high quality education and training to a diverse set of learners, including school-going young people, out-of-school youth, youth adults and the larger adult population. Very important – A successful FET system would thus need to provide diversified programmes offering knowledge, skills, attitudes and values that South Africans require individuals and citizens, as lifelong learners and as economically productive members of society<sup>77</sup>.

#### **4.4 The Challenge of developing social and economic Competency in formal Institutions**

By social competency of an institution is meant the development of institutional capability to directly interact with communities through service-oriented outreach projects, or research and development interventions. By economic competency is meant the development of institutional capability to offer economic development curricula (e.g. computer technology, tourism, engineering, education with production etc.). Economic competency of FET institutions can also be seen in the extent to which colleges undertake direct economic support activities such as offering spaces and training for small and medium scale enterprise for the community. For this to happen, institutions should be positioned as centres for pedagogical and economic development, and as economic service centres for local communities.

Within this framework, the Skills Development Act of 1998<sup>78</sup> and the provisions contained in it can be said to have come a long way in shaping the responsibility and obligation of the private and public sector to skills development requirements in the country. However individual approach that runs through the document tends to omit notions of responsibility of institutions to local communities, and does not adequately address the issue of effective utilisation of colleges in socio-economic terms. Thus, while valuable initiatives such as learnerships are now being implemented, which focus on education and training in the workplace, these should seek to integrate both economic and social competency as functions of formal institutions in relation to their communities. Moreover notions of education space are emerging which bring out the perspective that learning occurs in multiple settings far more diverse and fascinating than the routine school or college. The efficient utilisation of existing space should therefore be recast in at least two ways. In the first, physical space is input, a resource, a variable just like materials, teacher's etc, and can be designed for multiple uses that reflect diversity of its users. In the second instance, the issue at stake is the

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<sup>77</sup> Education White Paper 1998

<sup>78</sup> Maluleke, M et al.2000: 55-59.



question of optimal utilisation of the college space in relation to potential or actual demand for education services in the community. This second instance would decry the wasteful and exclusionary practice so commonplace in formal institutions, in which the community is, denied routine access to public institutions as their very own learning centres.

#### **4.5 Future Needs**

At one level, an analysis of the future needs that the FET system should address could be derived from the legacy of apartheid and our developing country conditions. It is important, however, to take a broader view than this, and to attempt to place the development of FET and the challenges which it faces in a future national and international context.

The latter context gives rise to a description of a development increasingly seen both abroad and also in this country, and the implications for the FET sector are clear: “That is why such experts as Manuel Castells study the role of Network societies in large urban settings and why Shosana Zuboff interviewed so many workers using computers and other forms of automation to understand what they do, why, and how it effects them and society at large.

Contemporary literature on present trends in labour, knowledge economics, politics, and future business focuses on a variety of issues that can neatly be summed up as the changing nature of work, the reconfiguration or desegregation of industries, the increasing role of technologies of all types, and the emerging new patterns of electronic commerce”<sup>79</sup>.

The future demands on FET will be globalisation, political changes, demographic changes, economic factors, education reconstruction and socio-political pressures. In the latter context the words of Wildemeersch are appropriate: “The central position of (inter)subjectivity in experiential learning cannot be isolated from the changes in the character of modern society”<sup>80</sup>.

We will briefly discuss the abovementioned demands.

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<sup>79</sup> Cortada, James W. 1998: xviii.

<sup>80</sup> Wildemeersch, D et al. 1992: 94.



#### 4.5.1 Globalisation and the Challenge of Human Resource Development

Globalisation is a pervasive phenomenon in our times. Its effects have been mixed. On the one hand, it has brought more flexibility for investors to move across the world, a situation that is greatly assisted by the explosive development in information technology. However, on the other hand, globalisation has cast doubt on the role of nation states by emphasising the new concept of “marketplace” for the production, distribution and consumption of goods. It is transforming in very uneven ways finance, currency, trade, employment, social systems, modes of living, and the formation of societies and training policies<sup>81</sup>. Globalisation has also redrawn the world economic map, permanently marginalising the already poor, as a result of the systemic cutting back on social policy delivery.

From the education and training perspective, all nations, rich or poor are faced with the realisation that knowledge seems to be the decisive factor in industrial production and global competition, skill acquisition throughout life appears to be the key to keeping up in the global economy<sup>82</sup>. Thus education and training have also found their way back to the top of the political agenda as a decisive factor for income and employment throughout life; and as key variable for the competitiveness of enterprises on the global market. However, this means that vigilance must be maintained in order to ensure emancipator concepts such as lifelong learning maintain their intended meaning. International experience tells us that this is not always easy to do. Lifelong learning (initiated by UNESCO in the late 1960s) for instance, drew from the humanistic tradition, and was connected with democracy and self-development. During the 1960s, pressure for expansion of educational opportunities had deep social roots. It was strongly felt that more even distribution of investment in education and training would equalise individual earnings. This assumption was important because it linked the economic justification for education reform with social demands for equality of opportunities. It was democratisation through education.

The humanistic and democratic tradition was more or less replaced by a version framed within new political economic imperative, leading education and training to become almost solely governed by economic goals. As globalisation cannot function in a moral vacuum, and especially since society requires goals that are broader than economic, the goals of education for co-operation and sustainable human development need to be brought out on a continual basis. New social contracts

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<sup>81</sup> Hoppers, CO et al. 2000: 11-12.

<sup>82</sup> Castells, M. 1996. Vol 1: 133-136.



that could bind together democratic citizenship, social justice and capitalism need to be developed or strengthened. Communitarian traditions that seek to empower the community as well as fuse social action and public responsibility should not be left to the sidelines. World order priorities should also extend to affirming human solidarity that maintains that as a matter of right. There is a duty to provide for basic needs of all persons<sup>83</sup>.

In the context of a global economy, and the advent of the information age, South Africa is faced with the choice of developing the country to a level of international competitiveness or becoming one of the backwaters of the world economy.

The key factors in the international context are likely to influence FET are<sup>84</sup>:

- New forms of work organisation.
- Internationalism of occupations.
- Importing occupational standards.
- Information technology opening up new and multiple sites of learning.
- Increased competition from international institutions offering qualifications.

South Africa cannot isolate itself from these developments. Providers should be aware of these changes and ready to offer new programmes and flexible courses. Furthermore, there may be a need for a regulatory framework to protect consumers to meet changing international trends.

#### 4.5.2 Political Change

A new democratic South Africa has ushered in participatory models of governance, entrenched constitutionalism, promoted nation building and introduced radical societal change.

- Democratic governance has come to mean stakeholder participation in policy processes and institutional governance.
- Government alone cannot solve the reconstruction, growth and development challenges, and has called on other sectors of society to assist it. As a result, partnerships between government, business, labour, communities and non-governmental organisations are to the order of the day.

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<sup>83</sup> Korsgaard O. (1997). "Internalisation and Globalisation". In special Issue of Adult Education and Development:CONFINTEAV B Background Papers. IIZ-DVV.

<sup>84</sup> National Committee on Further Education – Preliminary Report: 44.



- Under the leadership of former President Nelson Mandela, government has shown itself committed to reconciliation, negotiation and tolerance for cultural diversity, in the cause of nation building.
- The Interim and Final Constitutions have ushered in the new rule of law, where the Constitution with its Bill of Rights is the highest law in the land, rather than parliament.
- New national strategic plans, such as the Reconstruction and Development Plan (RDP) and the Growth, Employment and Redistribution (GEAR) strategy, as well as new legislation in every aspect of South African life have resulted in rapid and far-reaching societal change with profound consequences for education and training. In the future political environment, these will be significant political factors that will shape FET.

#### 4.5.3 Economic Factors<sup>85</sup>

There are some major factors that will definitely affect Further Education and Vocational Training, which includes the following:

- Skill formation for social development in South Africa will have to include the needs of an efficient civil service, capable of providing high quality public services. The massive social delivery programmes of the new government in areas such as housing, water and electrification will demand skilled workers, and increased attention needs to be given to capacity building in communities.
- High levels of unemployment that will continue to pose a formidable challenge. Job creation is lagging behind economic growth at a ratio of 1:2, i.e. for each 2 percent, the economy grows the number of job goes up by 1 percent. Although there is a general problem of youth unemployment, obtaining first time entry into the labour market is a major challenge for young South Africans.
- There is a growing demand for more skilled labour per unit of employment. Analysis of the South African labour force suggests a sharp decrease in the demand for unskilled people and an increasing demand for more sophisticated skills. Labouring and routine work are diminishing.
- More attention needs to be paid to training for the industrial sectors which are key to export performance and economic growth, in terms of skill needs, improvements in productivity and output to maintain international competitiveness. However, the dynamic parts of the economy that are labour creating are in the semi-formal and service sectors, including small businesses.

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<sup>85</sup> NCFE Preliminary Report. 1997: 46 – 48.  
Castells, M. 1996. Vol 1.



These are not part of the formal employment statistics and levels of overall activity are therefore under-recorded. Thus programmes to prepare people for entrepreneurship, to support small businesses to train for the service sectors will be functions of FET in the future.

- Although the overall output from further and higher education is high, there is likely to be a shortage of management and certain professional and technical skills. The age profile of certain professions, e.g. engineers, suggests imminent natural attrition without an adequate supply.
- A lack of information about the labour market and development needs of the country will hamper the process of skills development. Detailed macro-level manpower planning is discredited internationally, and increasingly attention will be given to labour market intelligence gathering and the interpretation of labour market intelligence gathering and the interpretation of labour market signals. Sector studies are likely to be the best source of information about changing skill demands, and this could also benchmark state of sector versus best international practice.
- The organisation of work is changing. Organisations are becoming smaller and flatter with more emphasis on teamwork by flexible, multi-skilled employees, who can be deployed more easily. The trend is also towards outsourcing many components of an organisations business. Moreover, the pace of economic and technological change means that jobs are becoming obsolete and new ones are created, so that the idea of a single lifetime career or job is no longer tenable. These trends place a huge premium on the need to develop flexible, critical thinking, problem-solving people who are able to contribute meaningfully to their organisation.
- As the economy grows, education is likely to be allocated a shrinking overall proportion of the budget because infra-structural spending will increase at a rate owing to greater backlogs in infrastructure than social services.

#### **4.6 Education Reconstruction**

South Africa is in the midst of a massive process of education reconstruction. An interesting background to these changes is to be found in the international experience, as encapsulated by Evans: "From the late 1970s, governments, employers and trade unions became ever more preoccupied with policies concerned with productivity, the viability of companies large and small, employability for those in work and their job security, and employability and how best to develop it for the unemployed. In different countries at different chronological points, these preoccupations led to two strategic policy developments. They resulted directly in all manners of education and training programmes intended to enhance the knowledge and skill of the workforce



generally to strengthen the position of the firms, and hence national economies, in the fast-growing competitiveness in the global economy. At the same time, public policies attempted to reach the same goal by widening access to post-secondary education and increasing participation levels”<sup>86</sup>.

The following features of the education renewal process in South Africa are likely to significantly influence any future FET system:

- The Constitution provides for concurrent powers in education shared between the national and provincial governments. This provision has already created certain tensions over roles and responsibilities. These are likely to continue until resolved in policy and practice.
- Although the government has pledged itself to an integrated approach to education and training, it has structurally separated these functions under a Department of Education and a Department of Labour respectively. There is little co-operation between these two departments at present and this will hamper attempts to develop a coordinated strategy for human resource development in general, and FET in particular.
- The movement towards outcomes-based education by the establishment of the SAQA and the implementation of the NQF will have profound implications for all education and training in the future.

#### **4.7 Institutions and civic Responsibility: a Question of Ethics**

Developing civic responsibility and civic literacy goes beyond undertaking community service. In the most policy documents, democracy and democratic practice is inscribed and expected of administrators and college leadership. Most college authorities want their students not only to feel a greater connection with their community but also attain an understanding of creating sustainable democratic communities. In order to achieve this goal, students need to acquire civic skills; such as the ability to engage in continuous critical thinking or to engage in effective decision-making activities. It is such skills that can help students develop civic conscience, where developing “civic conscience” means to become a democratic self, a person who disposed to consider what is in the best interests of all concerned in practical situations<sup>87</sup>

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<sup>86</sup> Evans, N. 2000: 15.

<sup>87</sup> “Integrating Reflection on Ethical Issues to Promote Civic Responsibility”. In Service Learning Resource Guide. Lisman, C.D. (1999): Vol.2, No1. May 1999.



According to Lisman, one way to integrate ethics and civic responsibility in the classroom is to use a reflective component in which the educator identifies the ethical dimensions of the course through presenting ethics case studies. Citing research carried out by Boss (1994), Lisman states the engaging students in community service activities can promote development. Thus, service learning, as a distinct pedagogical approach- can help students understand social responsibilities of professions<sup>88</sup> (Lisman 1999). From this perspective, one pedagogic framework that FET could learn from is Community Service Learning, currently being developed at the Centre for Community Development<sup>89</sup>.

Service learning, as an instructional methodology, integrates community service with academic instruction as it focuses on critical, reflective thinking and civic responsibility. Combining service with learning engages people in responsible and challenging actions for the common good, and facilitates more effective assessment of community needs as it allows those with needs.

#### **4.8 Creating new institutional Forms: Community Colleges in South Africa.**

Post-Apartheid South Africa has, and continues to struggle with the question of how to structure its institutions of higher education to foster an equitable society as well as to contribute to the country's economic and technological development<sup>90</sup>. The debate surrounding the appropriateness of community colleges as new institutional forms comes within the larger context of remarking the post-secondary education system and the society at large<sup>91</sup>. "Others argue that while the profound educational problems inherited from the prior era of apartheid may be resolved in the short term by using existing educational structures to create separate courses or curricula, a longer-term solution would be to create a system of community colleges"<sup>92</sup>.

Community Colleges present a springboard as safety net facility for the inevitable millions who wish to move upwards as well as those who missed earlier opportunities and are ready to try a new beginning.

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<sup>88</sup> "Integrating Reflection on Ethical Issues to Promote Civic Responsibility". In Service Learning Resource Guide. Lisman, C.D. (1999): Vol.2, No1. May 1999.

<sup>89</sup> Centre for Community Development (1999). Community Service Learning. A Brief to members of the of the CCD Board. Vista University.

<sup>90</sup> HSRC (1999). Research on FET Policy Implementation. "Community Colleges Pilots in South Africa. Pretoria.

<sup>91</sup> "Community Colleges in a Global Context." Ratcliff, JL et al (1998).

<sup>92</sup> "Educational Development Through Community College in a Developing Region of South Africa.(1995)." In Community College Journal of Research and Practice 19(2). (1995) Strydom A.H., Bitzer ,E.M. and De Beer K: 95-108.



These colleges have been seen as democracy's colleges because at the heart of this institutional form is a set of ideas that are democratic in both tone and substance. These ideas are humanistic, inclusive and flexible. Even as increasingly the community colleges have to contend with workplace and technology driven demands on the one hand, the place of community colleges in community and social development on the other hand, and the requirements of entry into higher education on the third hand<sup>93</sup>. As educational provision broadens, multiple forms of post-secondary institutions arise that are often founded to ensure mobility, flexibility, access to lifelong learning and relatively easy acquisition of a range of skills and competencies, which the rigidity of traditional institutions would otherwise not permit. Moreover, as the demand for post-secondary education continues to grow, business, industry and labour have become more interested and involved in the public discourse on the direction of post-secondary education as a whole<sup>94</sup>. According to Lategan (1998), community colleges balance different roles that combine skills transfer, academic development, vocational training and community services. It is thus argued that the establishment of community colleges should not be based on the availability of facilities but should rather be the result of co-ordinated decisions regarding better utilisation of existing facilities. In other words the planning and co-ordination of the colleges must be closely related to the overall planning and co-ordination of post-compulsory education. Furthermore, it is noted that community colleges can only benefit the communities that they are serving when they are physically accessible. Apart from this, community colleges should preferably be established in the neighbourhood of higher education institutions (which may facilitate the co-operation between these institutions).

Cost effectiveness remains an imperative. "Community colleges are regarded as providing an education, training and development model, which can resolve the inherited legacy of apartheid since they:

- are democratic in tone and substance;
- are humanistic, inclusive and flexible;
- allow for relatively easy acquisition of a range of skills and competencies;
- embrace the notion of community service and development;
- facilitate lifelong learning and distance learning;
- ensure horizontal and vertical mobility"<sup>95</sup>.

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<sup>93</sup> "The American Community College: A Perspective"(1998). Mahoney, JR.

Introducing Community Colleges to South Africa. University of the Free State. Bloemfontein.

<sup>94</sup> Community Colleges in a Global Context".(1998). Ratcliff J.L and Gibson –Benninger B.

<sup>95</sup> Hoppers, CO et al. 2000: 15.



The transition from narrow specialised colleges into community colleges has to be rooted at a very fundamental and has direct bearing on the agenda of transformation at personal, institutional and professional levels. In addition and probably most importantly of all, the strength of this new institutional form is that it has to be anchored in the values of equity, democracy, effectiveness and development.

#### **4.9 Moving towards a transformed FET Curriculum<sup>96</sup>**

As a departure from the curricula and the curricula approaches of the apartheid era, the National Department of Education has developed a new curriculum framework for the FET curriculum. This curriculum framework emphasises that the national curriculum has the following goals:

- to prepare all citizens for the challenges of the 21<sup>st</sup> century;
- to promote the social, cultural and personal development of our citizens;
- to understand and appreciate South Africa in the context of the African continent and the world;
- to promote understanding and respect for our linguistic and cultural diversity;
- to improve the quality of education and vocational training;
- to improve learner performance and achievement.

In order to accomplish the above national goals a single curriculum framework that will provide South African FET learners with the knowledge, skills, values and attitudes necessary to respond rapidly and creatively to the demands of the growing national and global economy has to put in place. In addition, the curriculum should be driven by the seven critical and five developmental outcomes accepted by SAQA<sup>97</sup>. Furthermore, the following has to be achieved:

- A single curriculum framework that integrates academic and vocational education, theory and practice.
- Curricula that will offer a flexible combination of fundamental, core and elective learning within the NQF.
- Programmes and curricula for the FET band that are drawn from the twelve organising fields.
- Programmes derived from a combination of credits from nationally registered unit standards, leading towards nationally recognised qualifications<sup>98</sup>.

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<sup>96</sup> Hlophe, S et al. 2000: 103 – 128.

<sup>97</sup> Hlophe, S et al. 2000: 116-118

<sup>98</sup> Higgins, J et al. 2000: 37-62.

SAQA Act 58 of 1996.

National Strategy for Further Education. 1998.

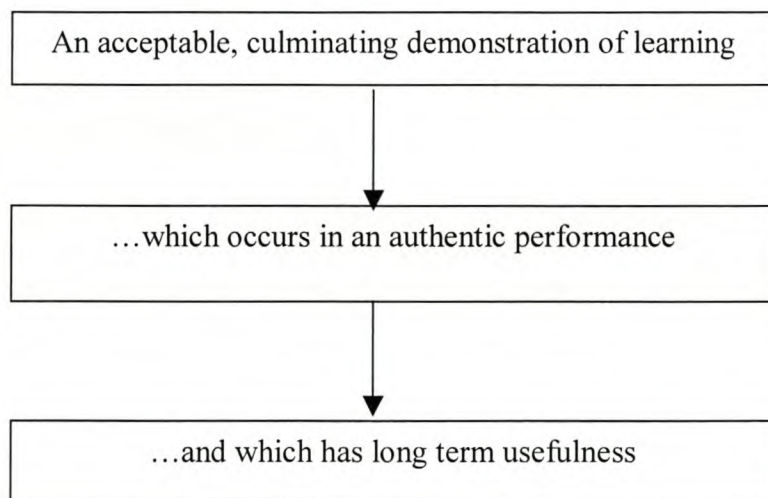
#### 4.10 Implications of the Outcomes–based Curriculum on the FET Curriculum

OBE<sup>99</sup> was introduced in South Africa at the end of December 1995 as an attempt in the curriculum field to overcome the problems in the national system of education and training inherited from the previous dispensation.

Outcomes have a similar meaning to goal, purpose and end. They are a measure of what has been achieved, rather than of what is expected. They may include aspects of the curriculum, the social and the personal.

- Outcomes differ from strictly defined behavioural objectives in that by describing the end products of an instructional process they may be observable behaviour or non-observable internal changes in the learner. OBE means defining, organising and directing all aspects of an instructional and certificate programme or system in relation to the things that all learners should be able to demonstrate successfully when they exit the programme or system.

OBE focuses on the culminating exit outcomes of significance. A significant outcome is regarded as explained in the following diagram:



Such exit outcomes should directly reflect the knowledge, competencies and orientations needed to effectively meet the challenges, adaptations and opportunities the learners will face in their particular career, family or working life context.

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<sup>99</sup> Hlophe, S et al. 2000: 114.



Any OBE programme is, therefore, designed backwards from the ultimate exit outcomes. It has a tightly articulated curriculum framework of outcomes and performances that integrate knowledge, competence and orientations across domains of learning, which directly help learners achieve the exit outcomes.

The instruction delivered ensures that all students demonstrate the requisite performances and outcomes.

These instructions made available at apposite times and use the necessary diversity of methods and strategies to encourage all learners to be successful. It usually provides several chances for learners to demonstrate their success.

All assessment, performances, standards and certification are criterion-based. The assessment methods emphasise applied learning in relevant, real lifetime contexts. The assessment methods systems document what students do successfully whenever they are able to do it. The assessment system is linked to a flexible system of eligibility, placement, and grouping that enables students to advance through a curriculum whenever they can successfully demonstrate essential performance prerequisites for new course units or courses.

In OBE clear statements are made about what knowledge, skills, values and attitudes learners should acquire as a result of their learning. These statements are called outcomes, because they say what the result (or outcome) of learning should be.

FET Institutions need to take note that there are different kinds of outcomes. The broadest outcomes and those regarded as the most important for all learning – since they underpin all learning – are called critical outcomes.

Although there are different types of outcomes, we are going to examine two types, namely critical- and developmental outcomes<sup>100</sup>.

There are seven critical outcomes and five developmental outcomes, which link into and support critical outcomes. All is learning, whether at a FET institution, a university or a school, or a workplace, should be organised to help learners to achieve these outcomes. They reflect essential qualities that all South Africans will need if we are to build a new democratic society and create a thriving economy. These seven broad outcomes, together with the five developmental outcomes,

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<sup>100</sup> Hlophe, S et al. 2000: 116.

must guide all work done in schools, in all grades, in all learning areas and even in informal intersections and extra-mural activities. In this sense they are all cross-curricular outcomes. These outcomes have a major influence on the kind of learning environment that learners need, and the kinds of activities in which they should engage if they are to progress towards achieving the outcomes. All the critical and developmental outcomes require learners to be actively engaged with their learning, to work both individually and as members of a team or a group, and to interact with learners different from themselves and with real practical situations. It is not possible for learners to develop critical problem-solving skills if they are passive recipients of abstract theory. Learners need opportunities to try things out, to test ideas and to reflect on their processes of learning. They need an environment in which they are valued, and in which they are required to respect and value other's points of view. They need to engage in constructive debate and develop and develop effective communication skills. And, as far as possible, their learning must be linked to their world experiences. FET programmes, therefore, have to be organised, designed and planned around the seven critical and five developmental outcomes as listed below:

#### 4.10.1 Critical Outcomes <sup>101</sup>

Learners should be able to:

- Identify and solve problems and make decisions using critical and creative thinking.
- Work effectively with others as members of a team, group, organisation, or community.
- Organise and manage themselves and their activities responsibly and effectively.
- Collect, analyse, organise and critically evaluate information.
- Communicate effectively, using visual, mathematical and/or language skills in the modes of oral and/or written presentation.
- Use science and technology effectively and critically, showing responsibility towards the environment and health of others.
- Demonstrate and understanding of the world as a set of related systems by recognising that problem-solving contexts do not exist in isolation.

#### 4.10.2 Developmental Outcomes

Learners should be able to:

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<sup>101</sup> Hlophe, S et al. 2000: 118



- Reflect on and explore a variety of strategies to learn more effectively.
- Participate as a responsible citizen in the life of local, provincial, national and global communities.
- Be culturally and aesthetically sensitive across a range of social contexts.
- Explore education and career opportunities.
- Develop entrepreneurial skills.

#### **4.11 The current South African Education and Training system does not give rise to a skilled Workforce.**

In the opinion of the Department of Labour, “To improve employability of labour, emphasis will be placed on improving education and training levels. The emphasis on better co-ordination in the responses of secondary and tertiary education to labour market needs, dramatic improvements in the provision of basic education, and the institutional transformation of the system of industrial skilling”<sup>102</sup>.

Young persons should be motivated to improve their skills and knowledge by disposing of education and training systems that support and enhance their own abilities, prepare them for their career paths and progression and enable them to respond successfully to employment opportunities<sup>103</sup>.

“A major shift in thinking about education and training is required. The shift must be from Education for employment to education for Employability<sup>104</sup>”.

Such a new system should deliver people who have the required knowledge for the jobs for which they apply and allied to that, the ability to apply such knowledge in an effective, innovative and creative way in the workplace to add some identifiable value to the work performed. This is underscored by the observation by Jones: “Learning and skill development, education and training, are therefore of vital priority for organisations and governments”<sup>105</sup>.

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<sup>102</sup> Extract from Employment Strategy Framework. Department of Labour. 2001.

<sup>103</sup> Onderwys “maak dat mense nie werk kry nie”. Rapport Sondag 10 Februarie 2002.

<sup>104</sup> Willemse, JW et al. 2002: 23

<sup>105</sup> Jones, Sue. 1996: 10.

## Chapter 5 - Implementation of Changes

### 5.1 Governance and Management of Further Education and Training<sup>106</sup>.

Governance refers to a process of making and enforcing laws and policies, which regulate the delivery of services towards the achievement of national or organisational goals. Management refers to a process of planning, organising, leading and controlling the resources of the state or organisation to achieve stated organisational goals as efficiently as possible. The graphic below highlights the main functions of governance and management, which also serve to indicate the differences between them. In the context of implementation of changes in the new South African Education and Training System, one could distinguish between Governance and Management as compared by the following diagram:

<b>GOVERNANCE</b>	<b>MANAGEMENT</b>
Legislation and policy making	Development of strategy and implementation plan
Determination of structures for policy implementation	Determination of management and operational structures
Determination of policy for use of national resources.	Allocation of resources for planning, organising, leadership and control

The South African Constitution provides for co-operative governance of all the country's public institutions. Co-operative governance implies co-operation by relevant stakeholders in the governance of public institutions. A co-operative governance model, therefore, underpins the governance of all public institutions. The employment of participatory management on the other hand is generally not prescribed by policy or legislation, but is largely guided by sound business principles. Management is aimed at ensuring efficiency and effectiveness in the implementation of policies or legislation. Thus, whereas representation is an underpinning principle in governance structures of public institutions, effective participation becomes an underpinning principle in all management structures. A combination of representation and effective participation is, therefore, always a desired goal in the management of any public institution.

<sup>106</sup> Zuma, S et al. 2000: 71.  
FET Act 98 of 1998.



Further distinctions in the FET domain that need to be understood include the difference between:

- FET providers and FET institutions.
- The governance of institutions, programmes and educators or staff.

## **5.2 Further Education and Training Providers and Institutions<sup>107</sup>**

FET providers include any individual, organisation or institution that provides FET programme(s). Thus provider institutions (e.g. schools, colleges, and universities) are established or declared in terms of specific Acts (e.g. Schools Act, FET Act, and HED Act). These Acts prescribe the structures and procedures for the governance of these public institutions. On the other hand, FET institutions refer to provider institutions established, declared or registered under the FET Act (98 of 1998). There is a legal procedure in place, according to the FET Act 98 of 1998, which FET providers and institutions have to follow in order to declare it as a FET provider or institution.

## **5.3 Provision of Programmes**

Provision of programmes at different levels (e.g. GET, FET, and HET) is regulated by a different set of legislation (e.g. SAQA Act, NQF regulations, ETQA regulations, and SDA). These regulations prescribe requirements for the provision and accreditation of programmes by any provider institution or organisation<sup>108</sup>. All FET providers institutions, if they are either a private FET provider- or government FET provider institution, they must operate within the framework of the above mentioned regulations. If not, the institution may be fined or even face closure.

## **5.4 Governance of Further Education and Training**

Governance of FET takes place at national, provincial and institutional levels, whereas the management of FET could assume different levels on the management model used (e.g. flat management structure versus hierarchical management structure).

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<sup>107</sup> FET Act 98 of 1998.

<sup>108</sup> SAQA Act 58 of 1996.  
FET Act 98 of 1998.

### 5.4.1 Governance at National Level

The South African Constitution provides for the Minister of Education to determine national policy, norms and standards for FET. The National Board advises the Minister for Further Education and Training (NBFET) on:

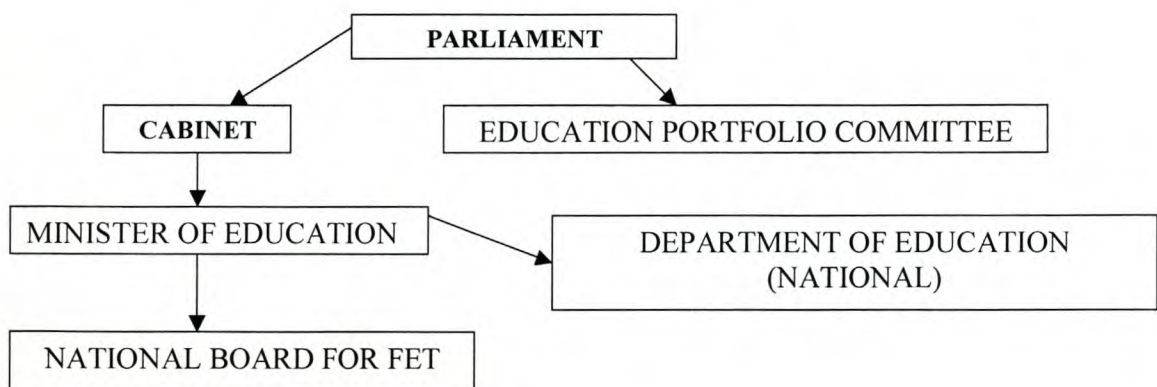
- the policy, goals and priorities of the system;
- the norms and standards of the system, including the funding policy and norms for FET;
- Goals and performance of the system<sup>109</sup>.

Members of the National Board for FET are appointed by the Minister, following nominations from:

- the public;
- national and provincial organisations representing students, academic employees, employees other than academic employees, university principals, technician principals, principals of FET institutions, other FET sector stakeholders, including teacher unions and organised business;
- non-governmental organisations.

FET policies and proposed legislation are presented by the Minister of Education to Cabinet and Parliament for debate. These are carefully studied and scrutinised by the Parliamentary Education Portfolio Committee before being accepted as public policy by Parliament. Once accepted as public policy, the Department of Education takes responsibility for its implementation.

### 5.4.2 Diagram of FET Governance at National Level



<sup>109</sup> The NBFET receives reports on FET from provincial advisory bodies for this purpose.



### 5.4.3 Governance at Provincial level

Provincial MECs for Education are responsible for the provision of FET in FET institutions under their jurisdiction, and for the funding and administration of such institutions. A Provincial Advisory Body advises the MEC on:

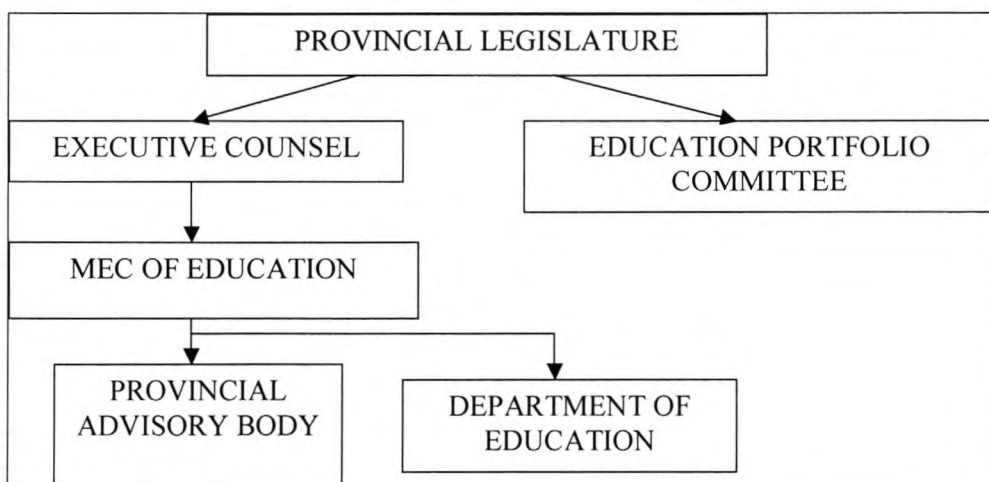
- provincial policy, goals and priorities of the system;
- funding and administration of FET institutions;
- reports received from the governing councils of FET institutions;
- goals and performance of the system.

Members of the Provincial Advisory Body are appointed by the MEC for Education following nominations from:

- the public;
- provincial organisations representing students, academic employees, non academic employees, university principals, technicon principals, principals of FET institutions, other FET stakeholders including teacher unions and organised business;
- non-government organisations.

Provincial policies and proposed legislation for FET are presented by the MEC for Education to the Provincial Executive Committee and Legislature for debate. They are carefully studied and scrutinised by the Provincial Education Portfolio Committee before being accepted as provincial policy by the relevant Legislature. Once accepted, the provincial Department of Education takes responsibility for its implementation.

The following diagram explains the Governance of FET at Provincial Level.



#### 5.4.4 Governance at Institutional level

According to the FET Act, every FET institution has to establish a Council, an Academic Board and a Student Representative Council (SRC). Each of these governance structures should have a chairperson, vice-chairperson and other office bearers.

##### 5.4.4(a) The Council

The Council must consist of:

- The principal
- The vice-principal
- Not more than five persons appointed by the MEC (through nominations from the public, business, Labour);
- Members of the academic staff, elected by Academic Board;
- Members of the educator staff elected by such staff;
- Students elected by Students Representative Council;
- Staff other than educator staff elected by such staff;
- Such additional persons as may be determined by the Council in consultation with the MEC (through nominations from the public, business, and labour).

##### 5.4.4 (b) The Academic Board

The Academic Board must consist of:

- the principal;
- the vice-principal;
- members of the educator staff;
- members of the Council
- members of the SRC;
- Such additional members as determined by Council.
- The majority of members must be members of the educator staff.



#### 5.4.4 (c) Student Representative Council

The establishment, composition, manner of election, term of office, functions and privileges of the student representative council of a public FET institution must be determined by the Council after consultation with the students.

#### 5.4.5 Procedures and Criteria for the Declaration and Merger of public FET Institutions

The legislative space created by the FET Act, which allows for the declaration of public FET institutions, presents education and training with an unprecedented opportunity to create larger and more comprehensive institutions. These should have a new ethos and identity that break with the inequities of the past, address inefficiencies, reduce duplication and wastage and provide relevant experiences to an expanded target audience of post-school youth and adults.

##### 5.4.5 (a) Guiding Principles

The following principles underpin the declaration of public FET institutions:

- The procedures for declaration should seek to be open, transparent and fair to minimise administrative bureaucracy.
- Learning and training programmes offered should cater for the diverse needs of the community and should ensure flexibility and access to open and lifelong learning opportunities for all.
- Institutions should build partnerships and linkages to promote quality, cost-effectiveness and sustainability in FET provisioning.
- Equity and redress should be attained through the merging of better resourced institutions with fewer resourced institutions to bring about economies of scale.

#### 5.4.5 (b) Characteristics and Attributes of new public FET Institutions

In its draft policy document the Department of Education <sup>110</sup> spells out in broad terms the characteristics and attributes of what are to become the new FET institutions. Amongst these the following are the most pertinent:

- A FET institution is a post-compulsory education provider of education and training at levels 2 – 4 on the National Qualifications Framework. While the institution may offer programmes below or above the FET band (provided it is accredited by the relevant ETQA to do so) at least 60% of the learning programmes that it offers should fall within the FET band.
- A FET institution is a mega-institution operating on one or more sites with 2000 FTEs (full time equivalents) or more, calculated in terms of national norms and standards. The “ownership” by, and the real participation of the communities served has to be guaranteed.
- A FET institution should offer the broadest possible range of programmes and could have sites with particular specialised niche programmes.
- A FET institution needs to be demand driven and remain economically viable, offering programmes that respond to the needs of business and communities being served.

Student support services have a pivotal role to play within the public FET institution to ensure access to education and training and to develop individuals holistically. Support provided should include information on learning programmes, providers, qualifications, career opportunities, career guidance and financial aid.

The FET institution will be required to provide the following evidence in terms of its physical, financial and human resources.

#### 5.4.5 (c) Requirements for physical Resources

The FET institution will be required to provide the following evidence in terms of its physical, financial and human resources:

- The provisioning of appropriate infrastructure of resources includes learning and teaching resources.

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<sup>110</sup> Procedures and criteria for the registration of Private Further Education and Training Institutions. Draft Discussion Document.



- The availability of the basic minimum requirements for teaching and learning as per national norms.
- Adequately resourced workshops for practical work.
- Availability of library facilities.

#### 5.4.5 (d) Requirements for Financial Resources

- Its current financial control is in compliance with the generally accepted accounting principles (GAAP).
- Appropriate mechanisms are in place to access programme-based funding.
- Capacity and mechanisms exist to develop a student fee system as well as a student financial aid scheme.
- A strategic plan linked to National Skills Fund (NSF) and an equity plan are in place.

#### 5.4.5 (e) Requirements for human Resources

- The institution's staff establishment should meet the minimum requirements in terms of national norms and standards.
- Has competency in the development of appropriate institutional staff establishments (viz. academic and administrative staff).
- Has evidence of a policy to employ additional staff (educator and non-educator staff) aligned to national laws.

### **5.5 Process involved in the Declaration of Public FET institutions<sup>111</sup>**

All public institutions seeking declaration should acquire a document on the criteria for the declaration of a FET institution and relevant application forms from the Department of Education.

The institution should read the criteria carefully and if it is satisfied that the criteria are met, the application form should be completed and submitted to the Department of Education, together with relevant supporting documentation.

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<sup>111</sup> FET Act 98 of 1998.

The Department of Education will assess the application, conduct on-site inspections if necessary and develop an assessment report accompanied by recommendations. These recommendations may be addressed and discussed with the communities that the institution serves. Should the report raise some questions, the institution would be expected to respond to these in writing.

Applications for the declaration need to be supported by a Three Year Strategic Plan, which comprises the institutions proposed:

- Human Resource Development Plan
- Marketing Plan
- Financial Plan
- Accredited curriculum
- Partnerships agreements
- Equity plan
- Widening participation plan (access and redress)
- Targets and performance indicators
- Code of practice
- Code of conduct

The MEC will require that the institution seeking registration to meet the set criteria and requirements for FET institutions. If the institution does not meet these, it will be assisted to develop or merge with another institution, or will face closure.

A FET institution needs to have the appropriate governance structures (Council, Academic Board, Student Representative Council) established within six months of the institution being declared a public FET institution.

Merging of institutions requires their amalgamation into new entities. This implies the formation of a single staff establishment, financial responsibility and legal entity under the management of a Principal, who is also the Chief Accounting Officer. The following benefits may be brought about through the merging of institutions:

- Site Rationalisation – In South Africa it is absolutely essential that the best possible use is made of all facilities.



- Supportive services – The act of merging should enable smaller colleges, which do not have the managerial capacity, planning capacity, equitable profile of staff and learners and the necessary infrastructure to link with other institutions<sup>112</sup>.
- Organisations – Another benefit is the improvement of the status of the institution. Mergers between institutions of differing historical origins will provide a unique opportunity in public education to build a non-racial society and to improve resource efficiency with concomitant savings.

It is necessary for each entity within the proposed merging cluster to meet and agree on mechanisms for planning and implementing each merger. It is essential that merging institutions should ensure that a single new institution that emerges would be in line with national legislation and policy guidelines. The following steps should be followed:

- Conduct an audit and feasibility study.
- Develop a project proposal.
- Establish timeframes.
- Set up a consultative process.
- Set up a team building initiative.
- Resolve technical issues.
- Formulate the merger proposal.
- Submit the merger proposal.

A vital ingredient for successful merger is vested in the transparency of the process. Provincial officials and managers of the institutions concerned can never spend too much time communicating with staff at all levels. Effective communication mechanisms are thus indispensable.

## **5.6 Procedures and Criteria for the Registration of Private FET Institutions**

The FET Act prohibits any person, other than a public further education and training institution or an organ of state, from offering further education and training unless that person is registered or conditionally registered as a private further education and training institution<sup>113</sup>. In terms of section 44(3) of the FET Act a private further education and training institution that is not registered, but offers further education and training, is liable to a fine.

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<sup>112</sup> Particularly with regard to practical training, student support services, appropriately qualified council members, a suitable programme mix, effective linkages with industry and communities.

<sup>113</sup> FET Act 98 of 1998, Section 44(3)

The following is the process to be followed in the application for registration of private FET institutions:

### 5.6.1 Application for registration

It is imperative that in its application for registration an institution specifies the programmes it intends to offer and the qualification(s)/standard(s), which is /are the intended outcomes. The information to be provided will depend on the scope of the registration the institution is seeking. For example:

To deliver education and training and/or

- Assess education and training
- Issue certificates

The application, together with the relevant supporting documentation requesting registration as a private FET provider, should be forwarded to the Department of Education.

Registration with the relevant Department of Education and accreditation with the relevant ETQA are a prerequisite for the provision of FET by any institution. The institution should, therefore, acquire both the Registration and Accreditation Certificates.

### 5.6.2 Issuance of Certificate of Registration

The relevant ETQA will notify the registrar that it has completed the accreditation process. Once the registrar or an official designated by the registrar is satisfied that an institution has fulfilled the predetermined requirements for registration, the Registrar will issue a Certificate of Registration (or Conditional Registration), to the provider.

Steps for accreditation and registration of private FET institutions<sup>114</sup>.

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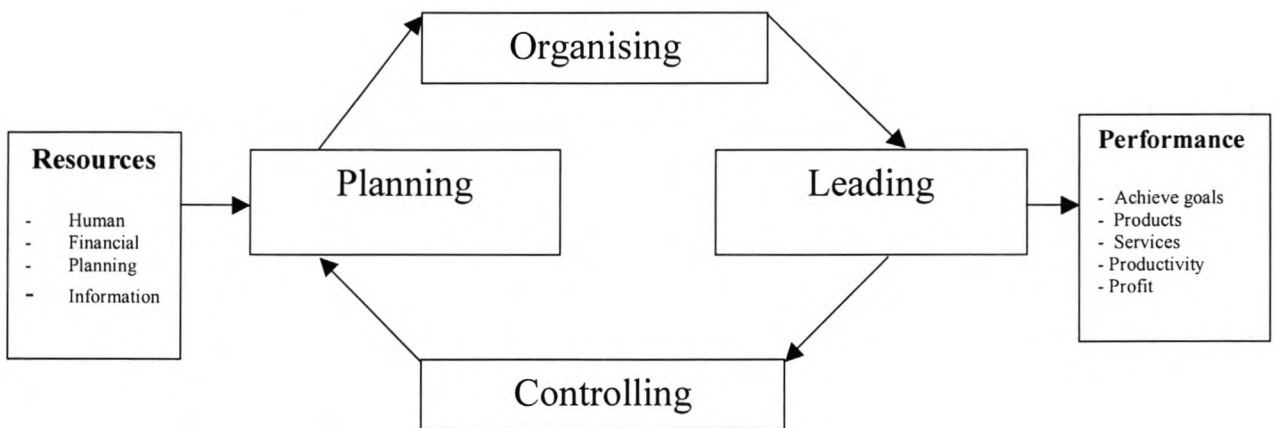
<sup>114</sup> Zuma, S et al. 2000: 85.



## 5.7 Management of Further Education and Training during and after Implementation

“Management can be defined as the process of planning, organising, leading and controlling the resources of the organisation to achieve stated organisational goals as efficiently as possible”<sup>115</sup>.

An analysis of contemporary literature indicates that the process of management can be divided into four main activities: planning, organising, leading and controlling. One could summarise the management process in the following process:

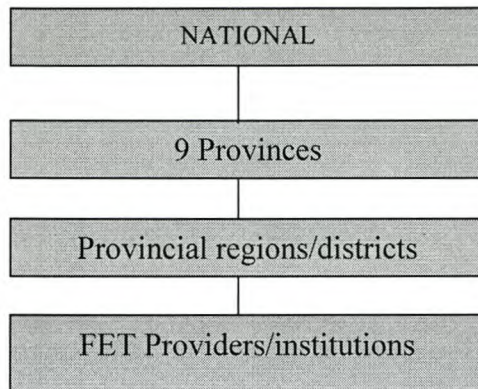


The first activity, namely planning, could be described as a process of defining objectives and funding means of attaining them. Planning is carried out in different levels, as shown in the diagram below<sup>116</sup>.

Strategic	Senior Management
	Middle Management
Operational	Operative Employees

<sup>115</sup> Zuma, S et al. 2000 : 87.

- Management levels of further education and training – Management of FET will be conducted as illustrated in diagram below:



### 5.7.1 Management of Further Education and Training at national Level

The National Department of Education is responsible for the steering, co-ordination and development of the FET system throughout the country. In fulfilling its management function, the Department should, therefore, plan, organise, lead and control the provision of FET throughout South Africa.

Planning - The National Department of Education has Developed a “National Strategy for FET 1999-2001” which outlines the vision, the mission and a three-year plan for the development of the new FET system in South Africa<sup>117</sup>.

Organising - The National Department of Education has set up a FET division, which consists of three Directorates (curriculum development, assessment examinations and systems co-ordination) and a Secretariat for the National Board for FET<sup>118</sup>.

Leadership - The Director General provides leadership for the provision of education and training in the country. A Deputy Director General guides the provision of further education and training.

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<sup>116</sup> Zuma, S et al. 2000 : 87.

<sup>117</sup>Zuma, S et al. 2000: 90, 93.

National Strategy for Further Education and Training 1999-2001: 8-9.

<sup>118</sup>Zuma, S et al. 2000: 91.



The FET division steers and co-ordinates the development of FET by working closely with the nine provincial Education Departments and key stakeholders from business, the labour movement, Higher Education and Training (HET), General Education and Training (GET), and civil society structures. This is done through the establishment of relevant committees or task teams to perform specific functions. In addition, officials from the National Department of Education are often invited to address provincial officials and public seminars or conferences on the FET policy and strategy. The National Department of Education is also spearheading specific projects that are intended to provide models for the development of FET and the establishment and declaration of FET institutions. It is also developing relevant criteria and guidelines to assist with the implementation of FET.

Control - The National Department of Education intends strengthening its monitoring, evaluation and reporting systems. It will establish a FET Quality Authority and develop a quality assurance framework. In addition, it will develop norms, standards and procedures for the registration of private FET institutions as well as conduct research and design a Further Education and Training Management Information Systems (FETMIS) for FET.

### 5.7.2 Management of Further Education and Training at provincial Level

The South African Constitution and subsequent legislation provides for education to be handled at national and at provincial level. This is inter alia based on the following consideration: “Divergente onderwysverwagtinge in die samelewing moet op wetenskaplike wyse geïdentifiseer word en die onderwysstelsel moet hierdie verwagtinge op streek- en plaaslike vlak kan akkomodeer”<sup>119</sup>. Jansen, CP et al: 1992: 71

Each Provincial Department of Education is charged with the responsibility of ensuring that FET is made progressively accessible to all learners within its province. To achieve this, provincial Education Departments are expected to manage FET. This means planning, leading, organising, leading and controlling FET.

Planning - The provincial education departments develop provincial strategic and operational plans for the provision of FET. The national implementation strategy provides useful guidelines for implementation at provincial level. Provinces should therefore consider adapting the national plan to

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<sup>119</sup> Jansen, CP et al: 1992: 71



their own situations. The national implementation strategy with minor modifications can be used as a provincial FET implementation plan.

**Organising** - Organisational structures of most provincial Education departments make it difficult to steer and co-ordinate the development of FET in the province. In this regard, the provinces may consider emulating the National Department of Education and establish FET divisions.

**Leadership** - The provincial FET Directorate should be led by Chief Director/Director with a team of Directors/Chief Education Specialists responsible for given portfolios (e.g. systems and co-ordination, curriculum development and learner support, and assessment and examinations). A secretariat for a Provincial Advisory Body on FET should also be located within this Directorate.

The provincial FET Directorate should work very closely with regional/district Directorates.

Setting up provincial committees or task teams consisting of representatives from regions/districts could activate this. Such structures should be responsible for specific tasks and should ensure participation by key stakeholder structures (e.g. business, educators, labour movements, civil society organisations etc.) The leadership should be available to address regions/districts as well as provincial seminars, workshops and conferences on the new FET system, its development and implementation.

**Control** - Provincial Departments of Education should find ways of strengthening their monitoring, evaluation and reporting systems. For effective control the following process should be considered:

- Setting standards of work performance by the FET Directorate, facilitate the setting of regional/district goals and those of FET providers.
- For measuring actual performance, the FET Directorate should develop FETMIS for FET alongside reporting procedures to acquire information and data about actual performance in terms of quality and quantity FET provision.
- Comparing performance with required standards, where the FET Directorate should evaluate all deviations from the standards articulated in the first step above. Performance may be higher, lower or the same standard as required and will enable the manager to assess to what extent FET provision is conforming to the original plan to reach pre-determined goals.
- Taking corrective action in the form of corrective measures should be instituted if it appears that the current course of action deviates from the desired course in reaching the goals of the



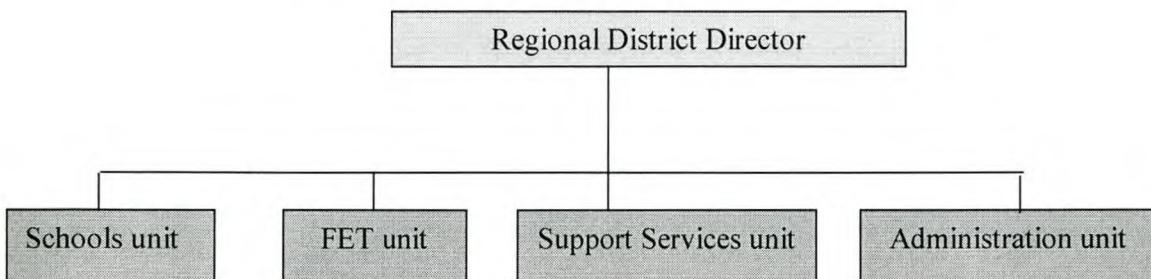
organisation. This may involve correcting or improving performance, reviewing and possibly adjusting standards of performance or both.

Further Education and Training: Provincial organisational structure<sup>120</sup>.

### 5.7.3 Management of Further Education and Training at regional/district level<sup>121</sup>

Regions or districts fall under the direct control of the provincial Education Department. The number and size of regions or districts is influenced by geographic and demographic considerations. The purpose of these structures is to bring services closer to the clients.

Regional or district offices are usually small and led by a regional or district director, as indicated by the following diagram.



At regional or district level the FET unit may be relatively small (e.g. one or two officials) whose function is to co-ordinate and guide FET providers on the development and implementation of FET. The absence of a FET Unit or co-ordinator at regional or district level has often left FET providers with no clear sense of direction.

## 5.8 Management at institutional Level

Management at institutional level, usually under the control and guidance of a principal, also entails planning, organising, leadership and control.

### 5.8.1 Planning

Each FET institution is expected to develop a strategic and business plan outlining the vision, mission, activities and resources needed to carry out these activities. The development of a three to five year strategic plan enables the Council to have a clearer understanding of the direction of the institution.

<sup>120</sup> Zuma, S et al. 2000: 95.

<sup>121</sup> FET Act 98 of 1998.

Provincial Departments of Education are investigating ways to develop the capacity of FET institutions to plan accurately and correctly. Planning skills are needed at different levels of institutional management. Section 30 of the Skills Development Act provides for 1% of payroll to be set aside for developing the skills of employees. Such funds could also be utilised for developing planning skills. It is therefore important that each institution should have a skill development facilitator.

### 5.8.2 Organising

The FET Act provides for the appointment of a principal and vice-principal for every FET institution. The principal is the head of the institution and also serves as an accounting officer. The Principal and Vice-Principal(s) constitute the top/senior management of the institution, whereas heads of departments and senior staff constitute middle management. Educators and administrative staff function at operational employee level. Organisational structures of institutions can be as diverse as institutions themselves. Example of an Organisational structure for a large FET institution<sup>122</sup>.

FET providers/institutions may be specialist (offering a specialised programme) or comprehensive (offering a wide range of programmes). They may also be single-purpose (used exclusively for learning purposes) or multi-purpose (also used as a community centre for a range of activities). The nature of a FET institution is largely determined by the needs of the community in which it is located. A wide range of institutional types with different names are found within the FET band, for example: community colleges, technical colleges, high schools, public adult learning centres, training centres, etc. The name “community college” is relatively new and usually associated with large, multi-campus comprehensive FET institutions that operate until late evening and during weekends. Although more than 60% of their programmes are FET programmes, they may also offer programmes above or below the FET band.

For a FET institution to be sustainable and cost effective, it should have at least 2000 FTEs (Full-time equivalent students). The fewer the learners, the costlier the institution becomes. It is, therefore, recommended that smaller institutions should consider mergers with each other or with larger institutions. The FET Act gives provincial education MECs powers to merge public FET institutions. In some cases, the institutions may prefer to remain separate but operate under one Council. Section 10 of the FET Act gives MECs powers to determine that the governance of two or more public FET

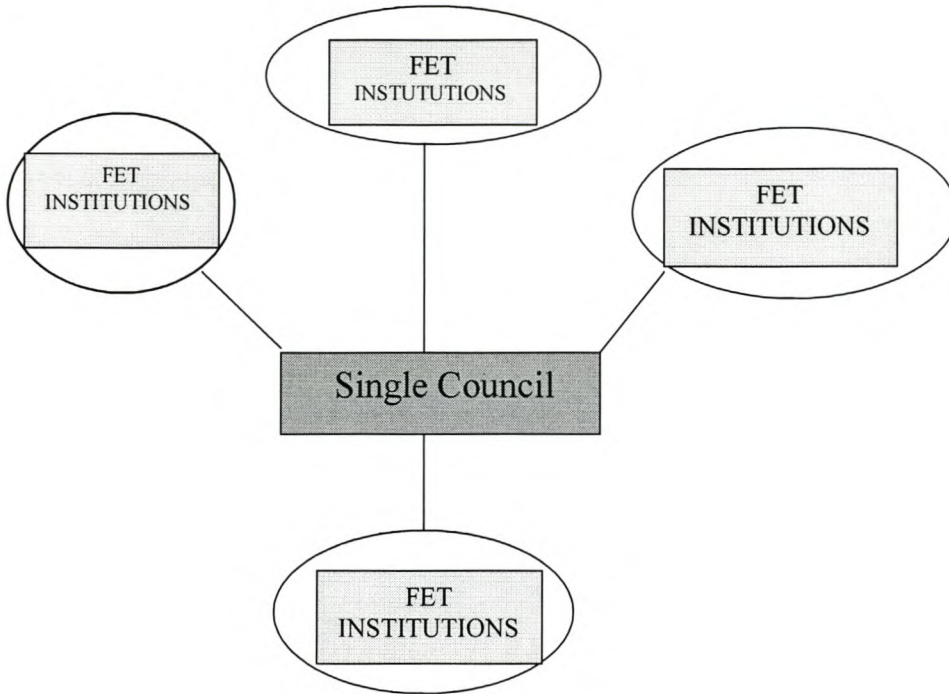
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<sup>122</sup>Zuma, S et al. 2000: 97.

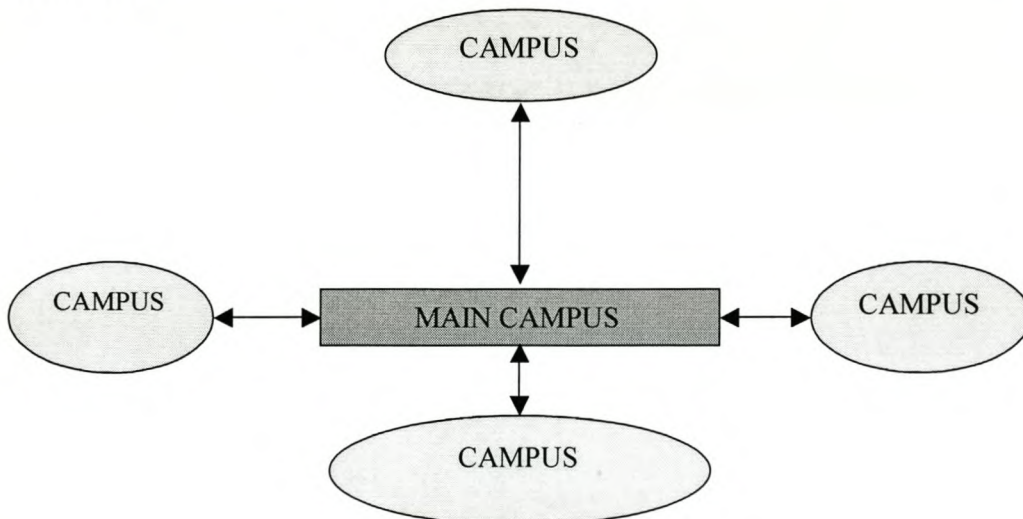


institutions be vested in a single Council if it is in the best interest of the institutions or the public, or has been requested by such Councils. There are two options for smaller FET institutions:

5.8.2 (a) Option one: Single Council (Section 10) - Separate FET institutions with a single council



5.8.2 (b) Option two: Merger (Section 6) - Institutions merged into a single Multi-campus institution



### 5.8.3 Leadership

The principal of a FET institution is the head of the institution and accountable to the Council and provincial Department of Education. The success of the FET institution will consequently largely depend on the ability of the principal to lead it. The principal is expected to work very closely with the Chairperson of Council, the Chairperson of the Academic Board and the Chairperson of the SRC.

Heads of different departments, divisions or units within the institution are also charged with leadership roles of their respective departments, divisions or units and they account to the principal. It is therefore appropriate to consider the leadership of an institution as a collective responsibility that includes student leadership as well.

### 5.8.4 Control

The following are some of the functions, which fall within the control aspect of management:

- Setting objectives and work procedures
- Each member of staff in a FET institution should have clearly defined objectives and means of attaining these objectives.
- These objectives should be in line with the overall goals of the institution as articulated in the strategic or business plan.
- Measuring actual performance
- Clear reporting procedures at agreed intervals should be determined. Reports should provide information that i.e. central to performance measurement.
- Comparing performance with required objectives
- The institution should evaluate all deviations against the agreed objectives and standards.
- Corrective action
- Corrective measures must be taken if it appears that the current course of action deviates from the desired course in reaching the objectives of the organisation.

## **5.9 Future Challenges in the Implementation of Changes in the South African Educational and Vocational Training System<sup>123</sup>**

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<sup>123</sup> Zuma, S et al. 2000: 97.



In order to implement and develop an equitable, accountable, high-quality, efficient and relevant FET system in South Africa, there are substantive challenges and procedural challenges involved which need to be taken carefully in consideration.

### 5.9.1 Substantive Challenges

Given the NCFEs (National Committee for Further Education) conceptual framework<sup>124</sup>, the features of the current FET provision, future needs and International experience, it is clear that preserving the *status quo* is not an option. South Africa requires the development of a FET system and an institutional transformation, which will redress inequalities of the past, and is firmly oriented towards the future. In order to achieve this, the NCFE must formulate policy proposals that address the following issues:

- The identification, analysis and prioritisation of the influences which affect the demand for FET. lead to a definition of a strategic vision and plan for a FET that targets and develops implementation guidelines. This vision needs to include short and long-term priorities.
- The determination of a more effective distribution of learners across the FET spectrum of providers which corrects the current over-concentration in senior secondary schools.
- Introduction of more relevant secondary school curricula which avoids the overly academic and theoretical bias, includes more applied and contextual knowledge and skills, and offers a wider range of learning programmes for students in the post-compulsory phase.
- Inclusion of more fundamental and core skills and knowledge in occupational training programmes.
- The protection and promotion of mid-level and technical skills, in line with the economic and developmental needs of the country.
- The development of lifelong learning strategies to support individual and community growth.
- The establishment of a combination of governance, financing, information, quality assurance and stakeholder participation mechanisms that would provide incentives (or sanctions) to encourage quality improvements, greater effectiveness and efficiency, and heightened accountability.
- The utilisation of diversified and expanded sources of funding to maximise the total revenue available for FET.

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<sup>124</sup> NCFE Preliminary Report. 1997: 5-12.

- Introduction of a more competitive education and training market, which is more demand-orientated.
- The clarification of the roles and responsibilities of government, business, labour, learners and communities in FET provision.
- Supporting the establishment of ETQA's (Education and Training Quality Assurance bodies), and the promotion of the vertical and horizontal mobility of learners.
- The identification of specific interventions that would redress existing individual and institutional inequalities, build power capacity, and promote staff development.
- The investigation of appropriate financing mechanisms for all target groups of learners.
- An enhancement of the image and status of FET, particularly to ensure parity of esteem between general education and vocational/technical education and Training.

### 5.9.2 Procedural Challenges

- Gaps in current knowledge about South Africa: There are significant gaps in information about current FET provision. This includes information on student/trainee flows and destinations, curricula details and costs. In order to remedy these gaps, it is necessary to do a proper FET Audit, commission other quantitative and qualitative research. Studies on labour market information, and its interpretation and analysis could be improved.
- International experience: More information should be gathered about international experience, particularly FET developments in African countries at a comparable state of development. Carefully targeted international visits would raise the expectation to increase access to overseas expertise.
- Consultation: Through the Reference Group, provincial and national workshops and stakeholder consultations, the NCFE should extend its interaction with key groups.
- Time to reflect and integrate ideas and findings: the Committee would need some time to stand back from the pressure of inputs, develop a shared understanding of their implications and formulate comprehensive policy proposals.
- Increased emphasis on the dissemination of its findings to inform stakeholders and obtain feedback from them: In this way the NCFE will have more informed discussion of issues and would seek verification and confirmation emerging conclusions and judgements.
- The NCFE should build a broad consensus, based on a coalition of interests to support the transformation of FET.



- The NCFE should have regular presentations and reports to keep stakeholders up to date with the latest happenings during the transformation process of FET.

### **5.10 Factors related to international Experience on the Implementation of Changes in South African Vocational Education<sup>125</sup>**

- A widespread recognition of the failure of manpower planning methodologies: In certain regions this has given strength to free-market ideologies, but in others it has led to an emphasis on multi-dimensional labour market intelligence and analysis, forecasting techniques, and the adoption of a range of indirect steering mechanisms and strategies to increase the flexibility and responsiveness of provision. There is a move away from centralised planning to co-ordination and regulatory and enabling frameworks.
- Increasing demands for accountability, quality, effectiveness and efficiency in education and training systems around the world.
- Growing recognition that reforms to education and training require a strong political consensus between government, business and labour regarding the nature and scope of change.
- Reform of education and training needs to be grounded on an understanding of the current state of economic and social development as well as the anticipation of future needs and opportunities.
- The importance of general education in laying the foundations for lifelong learning and flexible skilling is widely acknowledged. Vocationalism has become discredited, but simultaneously with an increasing awareness of the importance of acquiring work-related attitudes and skills especially at the FET level. An integrated approach to education and training is increasingly a goal.
- Learners and their parents increasingly demand access to higher education. This is the case for example in Germany where the vocational route has traditionally been very strong. FET needs to provide meaningful access to higher education as well as to the world of work.
- Throughout the world there is a growing recognition that key clients of FET are those already in work, the unemployed and the pre employed.

### **5.11 Models of FET Provision**

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<sup>125</sup> NCFE Preliminary Report. 1997: 5-12



In reviewing the organisation of Further Education and Training in other countries, it is possible to define four broad models<sup>126</sup> designed primarily for youngsters.

- An education-based approach which predominates throughout the world: In some countries new strategies are being developed to introduce more practical work exposures and to engender a better mix of practical and theoretical activities.
- The dual system, with structured programmes based in employment but with release for education and theoretical training: This is the approach adopted in Germany, Austria, and Switzerland, to replicate it in other countries.
- Approaches, which allow new labour, market entrants either to remain in the education system or seek employment. Some of which will involve training that may take place in educational establishments. This mixed approach has typified FET in many English speaking countries.
- An education-with-production model. This places the emphasis on understanding the production process in its entirety. This is achieved in practical work-settings, with education also provided. An example of this is the Brigade System in Botswana.
- Each of these approaches has social, economic and historical roots in particular countries, so that none of these models may be regarded as pure, nor could they necessarily be readily transplanted directly into foreign settings.
- The successful dual approach in Germany could in part be ascribed to the registration requirements of enterprises and compulsory membership of Chambers of Commerce. More generally, the traditional high status of vocational training in Germany, as opposed to the stigma traditionally attached to training in many English speaking countries, is an important if illusive element of the dual system's success. In Japan, companies emphasise training flows from a complex philosophical view of the role of enterprises within the state. Policies adopted to engage employers in Korea or the OECD countries reflect deep-seated cultural attitudes.
- Behind these different approaches, however, is the recognition in an increasing number of countries that raising the educational and skills levels of the existing work force through FET has an immediate positive impact on productivity and economic performance<sup>127</sup>. At the same time, many countries have used FET to address the special needs of targeted groups of citizens, for example women, unemployed youth, and disabled persons.

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<sup>126</sup> NCFE Preliminary Report. 1997: 53

<sup>127</sup> NCFE. Preliminary Report. 1997: 54



- The international trend with regard to programmes and qualifications seems to be away from the extremes of narrow-specialised vocational training and classical academic schooling, towards a more balanced and flexible mix. This then entails a focus on core general education components, generic competencies and the concept of training for vocational clusters, as opposed to very specific jobs. Conversely, with respect to general education, the debate is focused on the introduction of more relevant work-related skills, attitudes and competencies, whilst seeking to avoid the vocationalisation of the curriculum.

## **5.12 Governance, Policy and Planning during Implementation of Change**

In addressing the questions of governance, policy and planning, key concerns have been to increase the accountability and responsiveness of providers and to improve quality.

An important lesson exemplified by the changes that have taken place in the British Further Education system in recent years is that the public sector could bring about substantial change by not acting directly upon institutions and providers. Changes in funding mechanisms and policies, accreditation and quality assurance procedures, the qualifications framework, and the development and use of management information systems and performance indicators, could all have far-reaching and positive effects on institutional and system behaviour. Can we state that this is the situation in South Africa?

A range of strategies have been developed to galvanise public institutions – a useful objective in itself – but also to equip such institutions to compete with other training and education providers.

These strategies include:

- New financial allocation systems based on the principal funder, the commissioner of services publishing their requirements and inviting bids from providers. This is the system used and introduced by Sweden.
- Granting more management autonomy to institutions, with a Board of Governors and a separate legal status. This is a feature of the further education system in England.

- Involving employers in the running of institutions, at Board and Departmental level. They contribute not only to governance, but also to course and curriculum design and in building links with other employers to provide practical work placements and job opportunities.
- The introduction of new contractual arrangements for staff, to guarantee greater lecturer/learner contact time, and to increase the use of short-term contracts.
- Co-location of education and training institutions and greater sharing of facilities, e.g. sites, workshops, canteens and other amenities. This helps to reduce costs, but also aids articulation and the forging of links between providers.
- Relationships between funders and providers are becoming more formalised, with greater specificity as to what money buys, defined through contracts. The contractual concept can also extend to trainees and students, with their learning objectives and the institutions obligations defined. Such contracts also spell out trainee/student obligations.
- Greater dissemination of information about the performance and costs of institutions and courses to inform management decisions, help consumers and encourage competition.



## Chapter 6 - Intermediate Findings

In this Chapter we will aim to synthesise the contents of the previous chapters and to come to certain findings and conclusions. The title, "Intermediate Findings," indicates that since the Curriculum 2005 has by its nature not yet been implemented, one cannot come to any conclusive findings yet. The jury is still out, metaphorically speaking. It will be a matter of a continuing study of a few years more, especially to observe the success or otherwise to implement the Curriculum 2005 countrywide at all levels, to come to any definite conclusions in this regard. At present the outlook is not rosy at all, as will also be shown presently. Should significant strides be made within the next two years to remedy the shortcomings, then the result could well be positive. But a great deal of hard work and determination to surmount the remaining obstacles is required in the meantime.

### 6.1 The Ministerial Review of Curriculum 2005.

In February 2000, the Minister of Education appointed the Curriculum 2005 Review Committee<sup>128</sup> that completed its task by submitting a report. This report stresses that the curriculum should be steered by the principles that promote personal and social development and transformation in the 21st century. In this statement the committee allies itself with the sentiments of Mr Nelson Mandela on Curriculum 2005: "The power of education not only extends beyond the development of skills we need for economic success but can also contribute in a most meaningful way to nation building and reconciliation.

Our previous system of education emphasised the physical differences of South Africa with devastating effects. We are steadily but surely introducing education that enables our children to exploit their similarities and common goals, while appreciating the strength of diversity. This system, as envisaged by curriculum 2005, needs to be geared to the realities of our country and the ideals of our people"<sup>129</sup>.

The following are the key findings of the review committee:

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<sup>128</sup> Hlophe, S et al: 118-119.

<sup>129</sup> Mandela, N et al. 1998: 4.

“There is support for Curriculum 2005 but the levels of understanding are variable. The report emphasises that teachers have a rather shallow understanding of the principles of Curriculum 2005. Many of the conception confusions, lack of clarity in policy documents and difficulties with implementation stem from basic structure and design flaws, namely:

- The language and terminology used in Curriculum 2005 are complex and confused. There are too many (eight) learning areas. Design is strong on integration but weak on conceptual coherence.
- There is now alignment between curriculum and assessment policy.
- The training given to the educators has been inadequate.
- The learning support materials prepared for C2005 are variable in quality and are often unavailable.
- The follow-up support has been insufficient.
- The timeframes put in place for Curriculum 2005 implementation is unmanageable and unrealistic.
- As a result of these findings, the Review Committee proposes and recommended that the following steps should be taken:
  - Curriculum 2005 implementation is phased out and a revised and streamlined outcomes-based Curriculum 21(C21) is introduced within manageable timeframes to achieve the social and educational goals of a curriculum for the 21st Century.
  - By June 2001, a national curriculum statement for ECD, GET, FET and ABET bands were developed. This national statement, the Committee argues, should contain four key design features, which will replace the design features of Curriculum 2005:
    - Critical outcomes
    - Learning outcomes
    - Learning area statements
    - Assessment statements

Assessment standards:

The eight (8) learning areas of Curriculum 2005 are reduced to six (6) in the GET band, the rationale being to reduce ‘overcrowding’ and also allocate more time for Mathematics and Languages.

- All terminology used in curriculum documents should be clear and accessible.



- A co-ordinated national strategy for the preparation of teachers and lecturers, which links pre-service and in-service training, is developed.
- The current Curriculum 2005 trajectory be continued in the short term with additional arrangements made for the phasing out of implementation in further grades.
- The Committee stresses that the phasing in of Curriculum 21 has many implications and these should be considered carefully. Time would have to be provided for resource mobilisation, development of trainers and learning support materials and the consolidation of national and provincial curriculum structures to drive its implementation. The Committee says that publishers would require up to three years producing quality textbooks. The entire process will require leadership, vision and planning. The question thus arises: What about the vision and mission of FET that was supposed to drive all these initiatives with the Four Strategic Objectives over three years from 1999 to 2001?

The National Minister and his provincial counterparts have warmly accepted these recommendations”<sup>130</sup>.

The incisive comments of Jansen and Sayed provide food for thought: “Yet, despite the comparative abundance of resources, policy expertise, international aid and political mandate, South African education is awakening to the fact that policy ideals seldom matches classroom realities. The most dramatic evidence of this realisation came in the wake of the report of the Curriculum 2005 Review Committee (31 May 2000), which created a potential political crisis for a government that had major ideological investment in the new curriculum”<sup>131</sup>.

Jansen's conclusion is pessimistic: ” ...the continued reliance on political symbolism as the overarching framework for education in South Africa’s future policy strategy, however, will change with greater emphasis on reducing expenditure under cover of those all-consuming discourses of 'efficiency' and 'accountability'. But, schools will not change, and education quality will not improve”<sup>132</sup>.

## **6.2 Summary of the Implications**

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<sup>130</sup> Hlophe, S et al: 118-120.

<sup>131</sup> Jansen, JD; Sayed, Y. 2001: 2.

<sup>132</sup> Jansen, JD; Sayed, Y. 2001: 6.



The curricula of FET institutions – namely senior secondary schools, technical colleges and community colleges – gradually have to move away from the old curriculum to the new. The introduction of OBE, Curriculum 2005 (and its modifications under the Ministerial review) and the NQF have the following implications for the sector:

- FET programmes ought to be presented as first-choice options for post-compulsory education.
- FET institutions should accelerate the introduction of outcomes-based approaches to programmes and register these with SAQA.
- Urgent attention should be given to the inclusion of practical work based training and simulated work experience in college programmes.
- Programme and curriculum development has to pay attention to the balance of core, fundamental and elective elements to ensure that generic and core skills are imparted.
- Urgent attention should be given to the impact of the introduction of learnerships for colleges and programmes to encourage self-employment.
- Assessment practices have to be reviewed to provide feedback from students and to prepare for the introduction of OBE.
- Issues relating to the medium of instruction need to be investigated to improve the competence of learners and educators.
- Assessment and guidance need to be provided for learners before they enroll to ensure that they are placed in appropriate programmes and that their learning needs are met.
- Informed and up-to-date counselling and advisory services need to be made available to all learners.
- Pilot approaches should be introduced so that prior learning and experience could be assessed and credited.
- Both the national and the provincial Departments of Education need to develop a programme of support to the colleges to promote OBE and curriculum development in accordance with NQF and SAQA.
- A decision on the exact location and regulation of the senior secondary phase (i.e. grades 10-12) should be taken (e.g. whether the South African Schools Act or the FET Act should regulate them).
- A decision on the overlaps (i.e. across GET, FET and HET courses) needs to be taken.
- A detailed programme for institutional capacity building has to be undertaken, with colleges instituting staff workshops to familiarise staff with new policies and plans and to involve them in planning and development activities.



### 6.3 Current Challenges in the Transformation of the Education system<sup>133</sup>

The transformation of education is simply not an easy exercise. Whilst the intentions to transform are good, there are serious challenges and hurdles that have to be overcome, some of which include:

- According to the Human Sciences Research Council (HSRC) Report (2000), the FET band contains some of the most challenging systemic uncertainties, vulnerable in terms of the most acute differentiations in terms of provision and it is also the most vulnerable in terms of funding arrangements. On the other hand, it is a sector with the most promising terrain for innovations schoolwork interface, institution-context challenges, new partnerships and a new role of the state. This implies that creativity should be invoked and applied on an ongoing basis in implementing FET policy.
- A FET system is yet to be established. It is currently still characterised by fragmentation, poor co-ordination, inefficiency and inequality.
- The inclusion of schools in the new FET system raises a number of difficulties because they are presently governed by SASA. Separation between the senior and junior phases may not be feasible or cost effective. The funding formula for schools and colleges are different, and college funding will soon be programme-based.
- FET institutions, especially the colleges, offer programmes from the general phase right up to higher education; this process has both curricular and financial implications.
- The language of innovation associated with OBE, Curriculum 2005 and NQF is too complex, confusing, and at times contradictory.
- Participation and involvement of teachers/educators as a critical constituency and as the main implementers has been limited. Re-education and retraining promises to be a costly exercise.
- As a curriculum approach OBE has outcomes predetermined, but what this exactly entails still has to be determined.
- Trivialisation of curriculum content over outcomes poses a serious issue for debate and reflection. How to strike a balance is the question at stake.
- The performance in the FET band is generally poor, while the professional commitment and the morale amongst FET staff is extremely poor. There is a dearth of managerial skills and quality assurance processes are still lacking or seriously deficient. Therefore, a culture of learning, teaching and service requires urgent development.
- Programmes offered are not yet in line with the NQF and still do not comply with the OBE stipulations.

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<sup>133</sup> Hlophe, S et al. 2000: 127-128.



- The country does not have adequate finances and other recourses to run massive training courses for teachers to put a new curriculum in place.
- Further education and training and its concomitant economic development are currently facing the following problems:
  - They are not properly contextualised.
  - They are delinked from work experience and do not address specified economic activities.
  - The timeframes to achieve the goals set for such programmes are limited.
  - The skills training and basic education needs are divorced from each other and remain separate activities.
  - Current programmes train for unemployment, since they fail to provide for full employment.
  - Disabled and women are bound by programme stereotypes and social attitudes to access training opportunities.
  - The national funds for programmes lack cohesion.

#### **6.4 Strengths and Weaknesses in the current Development of the FET System**

In the transformation and many changes in the South African Educational and Vocational Training System, a number of strengths and weaknesses emerged during our investigation<sup>134</sup>.

##### **6.4.1 Strengths, which should be seen as Assets upon which to rebuild and reshape FET.**

- There are robust partnerships in bodies such as the National Training Board, NEDLAC and there is an increasing experience of corporatist approaches to the resolution of national issues.
- Employers are providing training on a significant scale, and are involved actively in the training boards, which are industry-led and financed.
- Employers are providing training on a significant scale, and are industry-led and financed.
- There is a positive climate for policy innovation.
- There are concerns about the development of South Africa's skills, and the Department of Labour and The Department of Trade and Industry and positive work have undertaken positive work to analyse sectors of the economy and to develop a national strategy for skills formation.
- There is a wide range of providers and a growing private sector is creating new opportunities for learning.

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<sup>134</sup> NCFE Preliminary Report.1997: 41-43.



- There are examples of innovative provision and strong management within FET on which to build.
- There is an established tradition of individuals willing to pay fees.
- There is a growing demand for education and training.
- Expenditure on FET, particularly from government, is not inconsiderable and allocations are higher than for higher education.
- There is widespread recognition that FET requires change, and considerable consensus about some of the major issues.

#### 6.4.2 Weaknesses in the Transformation of the South African Education and Vocational Training System<sup>135</sup>.

- Roles, functions and responsibilities between government, employers and individuals remain unclear.
- Two central Public Service Departments are involved in FET planning and resourcing, and there are tensions between national and provincial governments.
- Employer contributions are uneven, and investment in training, particularly in key areas, lags behind international competitors.
- FET is heavily skewed towards secondary schools and targets mainly the pre-employed, at the expense of those in work and a range of vulnerable groups.
- FET is generally inefficient and ineffective, and largely unresponsive to employer and individual needs. Changes in this regard are taking place too slowly.
- FET is generally characterised by its generally poor quality and is not being phased in according to the schedule of the four strategic objectives, established in 1996, to be implemented from 1999-2001.
- There is a general lack of sound information about FET.

#### 6.4.3 General Policy Questions around FET Implementation

A general overview of the implementation of FET reveals there are eight broad questions at the heart of the FET review:

- What general and specialised skills will the economy and national development demand of FET in the future?

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<sup>135</sup> National Strategy for Further Education 1999-2001.

- What are the desired size, shape and nature of the future FET system?
- What should be the mix of academic education, technical and vocational education and related work experience in FET?
- What is the future optimum distribution of learners across the spectrum of FET provision?
- How could current inequalities be addressed, and the capacity of individual and providers be enhanced?
- What strategic interventions are required to make FET more responsive to economic and individual needs and to raise standards to qualify?
- What are the respective responsibilities of the public sector, employers and individuals for paying for FET and what governance and contractual arrangements should characterise a new FET sector?
- What general lessons could be learnt from international experience?

### **6.5 Lessons gleaned from international Experience**

By executing an international investigation, we gleaned the following information that constitute valuable lessons from examples in other parts of the world. The following review of FET developments is indicative of flexible FET systems around the world:

- A partnership between public and private sectors involved fully in the management of a national system.
- Public sector training Institutions with autonomy and clear lines of responsibility.
- Market focussed planning based on labour market analyses and signals rather than manpower forecasting.
- Competency-based training, assessment and certification.
- Clear and effective systems of quality assurance, under which information on providers' costs and outcomes is available freely.
- Employers involved fully in accreditation schemes.
- Technical assistance and other incentives available to employers to increase their training activity.
- Labour legislation and training regulation harmonised, with a minimum regulatory framework for training, consistent with a quality and consumer protection.
- Shared financing between government, employers and trainees.
- Creation of a training fund, or similar mechanism, under government/private sector management, perhaps financed through levy grant system, with training funds allocated on a competitive basis, through performance-based contracting.



In seeking to develop a more responsive and efficient FET system, South Africa faces issues common to many countries. However, given our historical legacy and the state of the South African economy, substantial reform will be needed to make the country's education and vocational training system globally competitive and to respond effectively to the country's economic needs and the varied demands of a diverse highly unequal society.

## **6.6 Businesses that do not train go off the rails**

In the context of all the changes that took place in South Africa, and the bigger picture in the context of globalisation, it is clear that changes in our education and vocational training are indeed indispensable. We should stress that the fast changing circumstances require ongoing training at all levels of the organisation, from shop floor up to the boardroom in organisations.

Furthermore, from an economic point of view, there is an urgent need to develop new knowledge and skills at all levels of the organisation. This has emerged from the numerous and far reaching changes to which South African enterprises have recently been subjected and those changes which could also be expected in the short- and medium term.

Historically, training has been considered a luxury in South Africa, and when training is done it is often fragmented, uncoordinated and inadequately focused. Because of the pressures brought by the constant changes taking place, training has now not only become a *sine qua non*, but also has to be professionally done if the organisations are to survive and obtain maximum benefit from change.

The Purpose of the FET Act is to create synergy between education and vocational training. In this context, the FET Act. 98 of 1998, the Skills Development Act 97 of 1998 and the Skills Development Levy Act 9 of 1999 provide the basis for the creation of SETAs.

## **6.7 Conclusion on Intermediate Findings**

To tie up the intermediate findings in this project against the background of the current fundamental changes in South African Education and vocational training on which this project has focused, the following realities became apparent:

### **6.7.1 Policy origins and evolution**



Jansen and Sayed explores the origins and evolution of education policy in South Africa. More specific, Jansen explores what he calls 'the race for policy' in the years leading up to the end of white minority rule. He further outlines the historical antecedents that shaped policy before the election of 1994, and identifies the players in 'the race', including COSATU, the ANC and the ruling National Party (before 1994). Jansen argues that COSATU won the race to establish what has become the regnant paradigm for policy-making in South Africa. But the questions posed throughout Jansen and Sayed's book include:

- What kind of victory was won?
- And what were the consequences?

The above statements can be proved by the following:

"The narrative review of South Africa's policy inheritance shifts to analysis of how policy is made within the bureaucracy"<sup>136</sup>. Dr Chabanyi Manganyi evaluates the ways of which policy was made and contested during the 1994-1999 period, reflecting on his involvement as then Director General of National Education. "This frank and rich analysis of policy change and contestation from within the Department of Education provides an unprecedented account of the politics of bureaucracy within the South African transition"<sup>137</sup>.

"Dr Blade Nzimande provides a fascinating narrative about policy-making from within the cauldron of Parliamentary Portfolio Committee on Education. The evidence is clear: in the parliamentary policy game, the winners were often the privileged sections of society in the relief of the politics of reconciliation. Dr Nzimande highlights the difficulties of overcoming the legacy of apartheid system while simultaneously building a democratic policy environment in which all South Africans could participate, meaningfully". As he (Nzimande) concludes, much of the work is unfinished"<sup>138</sup>.

Jansen states further: "Nzimande and Mathieson raise important questions for understanding policy change in South Africa. To what extent was parliament and its Education Portfolio Committee a role player in educational change? What support was provided to parliamentarians with respect to educational legislative change? What was the relationship between the education bureaucracy and the legislature in 'carrying through' the policy ideals of the dominant party? These honest, insider

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<sup>136</sup> Jansen, J et al. 2001: 2.

<sup>137</sup> Jansen, J et al. 2001: 2-3.

<sup>138</sup> Jansen, J et al. 2001: 3.



accounts of policy-making by Manganyani, Nzimande and Mathieson allow unprecedented insights into the process and politics of educational change under conditions of transition.

### 6.7.2 Policy concepts, contests and criticism

This may be explained through the following quotes:

“As Nzimande points out, the demobilisation of the mass democratic movement in policy change is not disconnected from the lack of understanding and resources required to influence the formal processes of policy enactment”<sup>139</sup>.

“As the NEPI process demonstrated, the diverse values that constitute educational policy change in South Africa are always in competition and tension, and produce differing actions and outcomes. To what extent, and under what conditions, can these values be mutually satisfied? The key policy conflicts in South Africa, therefore, lie between different meanings and approaches to concepts and values”<sup>140</sup>.

### 6.7.3 Explaining change and non-change in education after apartheid

Here one is dealing with two different explanatory frameworks for understanding the dilemma of education policy implementation.

Sayed outlines the important discursive influences that have shaped and continue to shape educational policy development in South Africa, highlighting the tensions and contradictions that these forces generate. “Such discursive tensions and contradictions result in policy consequences that militate against the broad values and principles outlined in the National Education Policy Act”<sup>141</sup>.

Jansen, on the other hand, experiments with the notion of ‘policy as political symbolism’ in his attempt to explain non-reform in education since 1994<sup>142</sup>.

“This is the key policy question that needs to be asked of the future: Can South Africa in fact move beyond symbolic policy and implementation constraints to craft the vision for education so eloquently portrayed in official policy?”<sup>143</sup>.

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<sup>139</sup> Jansen, J et al. 2001: 3.

<sup>140</sup> Jansen, J et al 2001: 4.

<sup>141</sup> Jansen, J et al. 2001: 251- 265

<sup>142</sup> Jansen, J et al 2001: 271 - 289

<sup>143</sup> Jansen, J et al 2001: 6



#### 6.7.4 Beyond the policy gap: a need for 'joined-up' policy analyses

Jansen points out that the policy gap cannot be understood, without contextualising the discussion in terms of the different policy phases between 1994 and 1999<sup>144</sup>. The requirement for 'joined-up policy analyses' examines the mutual interaction and potentially contradictory articulation between different social service spheres. The following quote explains this statement very well: "Another unexplored dimension of policy change that requires more critical attention is the articulation (or non-articulation) between the education terrain and other spheres"<sup>145</sup>

#### 6.7.5 Policy capacity and implementation realities

Finally, this part of the thesis containing the relevant conclusions could be rounded off with Dr Cliff Malcolm of the University of Sussex, England. He made a remark, revealing a great deal of insight, in which he captured the reality of policy change at the institutional level: "...the vision is exciting, enthusiasm is generally high, the spirit of experimentation is widespread, and infrastructure and systems of support are coming into place. At the same time, there are shortcomings in the policy documents, shortages of people who can inspire teachers and model the kinds of teaching and management required, and problems of resources and infrastructure"<sup>146</sup>.

It is an undisputed fact that the current curriculum process is beleaguered by problems, especially since the Curriculum 2005 Ministerial review has clearly demonstrated this. This situation is even worse in the FET band because – as highlighted before – there is an absolute need for laying a solid foundation in these processes. If the challenges raised above were to be tackled head on with the involvement of the implementers themselves, a crucial step would have been taken. Every single entity involved needs to be on board for the process to succeed. Curriculum development is not a static process and it is, therefore, important that FET providers and practitioners should active in the transformation of the FET curriculum.

It is also most important that South Africa should heed the lessons from experience, especially international experience, in the context of globalisation. Surveys in terms of education and vocational training need to be undertaken in broad trends, rather than to review individual countries abroad.

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<sup>144</sup> Jansen, J et al. 2001:7

<sup>145</sup> Jansen, J et al. 2001: 7

<sup>146</sup> Jansen, J et al. 2001: 5.



By implementing the current changes in the South African educational and vocational training system, the following key trends need to be considered:

- Growing consensus that qualifications at the post-compulsory level should include a number of core subjects, such as mathematics, language and communication.
- The proposal that certain generic outcomes should be built into all qualifications is gaining ground.
- In general there is a move towards broadening qualifications at the post-compulsory level and away from narrow occupational qualifications.
- While there are differences in approach from country to country, the notion is gaining acceptance that teaching and learning at FET level should be related to outcomes.

The most important lesson from other parts of the world is that international models have complex historical, cultural and socio-economic roots and cannot simply be imported or transposed into the South African context. Nor could local experience from particular contexts necessarily be generalised across the system as a whole. Furthermore systems are seldom static, and care should be taken not to regard policies and practices that may themselves be in transition as cast in concrete. Nonetheless, important lessons could certainly be gleaned from experience locally and abroad, and if reinterpreted and adapted to the demands of the changing South African context, these could prove helpful in the intelligent framing of new policies and practices.

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