

**The implications of new policy and legislation on
non-formal adult education programmes: A case
study of the KwaZulu-Natal Poultry Institute.**

BUYANI JUDY MJOLI

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degree of Masters in Education, in the School of
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(Pietermaritzburg)**

SUPERVISOR: IVOR BAATJES

Declaration

This study presents original work by the author. Where other author's work has been used, it has been duly acknowledged and referenced.

This research study was performed under the sole supervision of Ivor Baatjes, based at the Centre for Adult Education, University of KwaZulu-Natal, Pietermaritzburg.



BUYANI JUDY MJOLI

Dedication

I would like to dedicate this study to my late mother and father who admired education immensely. To my daughter, Maki, and sons, Sanele and S'bonangaye, whose encouragement served as an energy source for me to continue even when I felt completely despondent and incapable. Guys, you were my pillar of strength. You gave me reason to want to complete this study.

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Abstract

This study identifies and describes the implications of new policy and legislation on non-formal adult education and training focusing on the KwaZulu-Natal Poultry Institute (KZNPI) Five Months Poultry Management Programme. This is a non-formal residential course during which the learners assume full responsibility of a small modern diversified school farm. Learners apply the theoretical and practical knowledge they acquire during the course in order to advance their practical skills.

Poultry management forms an important component of the knowledge and skill pool within the poultry industry. The development and implementation of effective programmes that educate and train managers are therefore necessary and an absolute requirement. Effective management skills and knowledge of the poultry-related operations add significant value to productivity in the workplace. It is a valuable set of skills required in the industry and it needs ongoing revision in light of changing technology, new working operations and the generation of new knowledge.

In 1997 the South African government declared new policy in education with the intention to transform education systems and to improve the quality of education provided to learners in a variety of settings. The most important policies and legislation include the Further Education and Training Policy, Skills Development Act, Skills Development Levies Act and the South African Qualifications Authority Act. Policy and legislation in Further Education have been implemented over the last three years. This study investigates the impact of policy on the KZNPI Management Course. The study suggests that the new legislation poses significant changes to non-formal education programmes as well as the way in which providers of non-formal programmes operate. The legislations have not only affected the course design, provision and delivery, but the funding of non-formal providers as well.

This is a case study of a non-formal programme provided by a non-governmental organizations located in Pietermaritzburg, South Africa. This case study included an in-depth examination of the key policies and legislation, related literature and the use of interviews as the key methods of investigation. Data analysis involved a comparison of policy and legislation requirements to practices by non-formal adult education and training programmes.

South Africa has embarked on a particular process of systems transformation in education and training with emphasis being placed on programme design and delivery based on nationally recognised qualifications and standards. Systems of accreditation and quality assurance are unfolding based on standards and this has contributed to the formalisation of non-formal programmes. The study shows that non-formal programmes, such as the KZNPI management course, require significant re-development and design in order to meet the requirements set in policy and legislation. The KZNPI is expected to redevelop its courses and have them registered and accredited.

The implications of new policy and legislation also pose profound challenges for non-governmental organizations (NGOs) such as the KZNPI. Although the impact on the organizational requirements was not the focus of this study, it is intricately linked to policy reform and it is impossible to ignore them because they are directly linked to the organizational capacity and the way programmes are designed and delivered. This study therefore also describes briefly the implications of policy and legislation on the organization. Funding of non-formal education programmes is one of the key determinants and is intricately linked to the registration and accreditation of education and training programmes. It poses significant challenges to the future of non-formal education and training in the country.

Executive Summary

I have been working in the KZNPI for the last seven years. My initial responsibilities focused on the delivery of the training of the course. Later on, and with additional experience and further learning, I became involved with facilitation and instruction. As I became familiar with the course, I realised that the course was highly informative and unique to Southern Africa. The course attracted learners from many parts of Southern Africa and has shown great results. Former students from Botswana and Lesotho have either started their own poultry businesses or improved existing enterprises. Personal communication between these students has been very positive about the course and some have benefited quite substantially from the course in their places of employment.

In order to ensure that the course maintains its status in the changing policy context, it was necessary to understand how new policy proposals and legislation might affect it. Since 1997, and even as early as 1995, there has been much debate and discussion about the sweeping policy changes and their imminent impact on provision and delivery. During this same period we have also witnessed changes taking place in civil society organizations. Although there is not much written about it, the few discussions about civil society organizations suggest that they would not escape the policy shifts (See Aitchison et al., 2000). This study is therefore based on emerging debates about NGOs and my own desire to gain a better understanding of the policy changes. I was convinced that a focus on my own organization might render a useful investigation. This study is therefore closely related to my own work in the KZNPI and my concerns that policy changes might bring.

This dissertation is divided into four chapters. The first chapter provides an overview of the research methodology used during the investigation. It gives an outline of the justification for undertaking this investigation. It explains the origin and rationale for the study and accounts for the importance of the research. This

chapter also provides an overview of the research methodology and design used during the investigation, including the type of research study adopted. It briefly describes the methodology employed to collect and analyse data for the study. It proceeds to describe the study as a revelatory single case study that engages multiple sources of information. The case study answers the how and why questions in research and focuses on contemporary events (Yin, 1994: 17). It has the unique strength of dealing with a variety of evidence. The case study is preferred in examining contemporary events, but when the relevant behaviour cannot be manipulated (ibid: 19). Here the data will be collected via the use of multiple sources, i.e. documentation, participant observation and physical artefacts. This data will be analysed by pattern matching to determine the variance between what is and what should be happening (Yin, 1994: 106). It further gives a report of the inferences made, which are the implications of policy and legislation on non-formal adult education and training programmes with particular reference to the KZNPI Five Months Poultry Management Course.

Chapter Two looks in detail at the related literature and similar experiences of other NGOs. In addition, an exhaustive description of relevant policy and legislation follows. These include the SAQA's National Qualifications Framework (NQF), the Further Education and Training (FET) policy, the National Skills Development Strategy (NSDS), the Skills Development Act (SDA), the Skills Development Levies Act (SDLA) and registration and accreditation requirements. In this chapter the iNdllovu Partnership of Lifelong Learning (iNPLL) membership position with regards accreditation is highlighted. This is because the KZNPI is a member of the partnership and the partnership has made it one of its major activities to help partners get accredited.

Chapter Three provides a detailed description of the Five Months Poultry Management course. This description encapsulates the course outline, learning support materials, staffing and staff development, curriculum approach, subjects and assessment. As mentioned earlier, the documentation of data about the course was largely non-existent and I have found it necessary to be as thorough as possible in my description of this course.

Chapter Four furnishes the analysis of literature. It is in this chapter that the variance between non-formal adult education and training providers and programme provision is weighed against policy and legislation. It is in this chapter that the implications of policy to non-formal adult education and training programmes become apparent. Programme designers and providers of non-formal adult education and training need to base their future programmes on these implications of policy and legislation.

Chapter 1

Background and Research Methodology

1.1 Introduction

This chapter provides a description of the study. It gives an outline of the justification for undertaking this investigation. It explains the origin and rationale for the study and accounts for the importance of the research. This chapter also provides an overview of the research methodology and design used during the investigation, including the type of research study adopted. Further it gives a report of the inferences made, which are the implications of policy and legislation on non-formal adult education and training programmes with particular reference to the KZNPI Management Course.

1.2 Background

The legacy of apartheid leaves the new democratic South Africa with the pressing exigency to redress the stratified education and training of South Africans caused by the inequality of education provision afforded them by the education system of the time. The year 1994 marks the end of the exclusion of South Africa from the rest of the world because of its apartheid policies, and her introduction into the global economy. With regards to education and training, South Africa needs a highly skilled workforce in order to compete in the global economy and this demands a complete overhaul of the education system. New policy and legislation have become important mechanisms to do this. It is for these reasons that the government initiated investigations into the human resource development capacity of South Africa. These investigations were not only limited to the skills profile of the country but also:

“...To provide insight towards education and training requirements for the country that will steer it in the right direction towards an education and training system that will lead to the country’s economic development, hence formulate relevant policy and legislation” (Green Paper, 1995).

With the development of new policy and legislation, pressure was exerted on all education programmes, including non-formal education and training programmes, to meet the local and global socio-economic challenges of the country. Non-formal education in South Africa takes on different forms including non-formal education that is complementary, supplementary and substitutional. The new policy and legislative frameworks clearly suggest changes that attempt to insert non-formal education into mainstream education and this attempt presents significant challenges to the conceptualisation and delivery of programmes. This study identifies and describes the implications of this new policy and legislation frameworks on these programmes with particular focus on the KZNPI course. It is therefore imperative that the study describes the course, elaborates on and explains relevant policy and legislation and then compares the two to determine discrepancies.

1.3 Purpose of the study

The purpose of this study was to determine the extent to which the KZNPI Management Course meets the new policy and legislative requirements and what changes, and redevelopments are required to satisfy the legislative requirements. The most important policies and legislation include the FET Policy, SDA, SDLA and the SAQA Act. It takes into consideration that policy and legislation attempts to use and direct education and training as a vehicle towards the redress of past apartheid discrimination in education and the resultant stratified skills picture, which characterizes the post-apartheid society. This policy and legislation enacted derive from the constitutional right that grants every South African a right to education and training as well as further education and training (Republic of South Africa, 1996).

Poultry management forms an important component of the knowledge and skill pool within the poultry industry. The development and implementation of effective programmes that educate and train managers are therefore necessary and an absolute requirement. Effective management skills and knowledge of the poultry-related operations add significant value to productivity in the workplace. I would argue that it is a valuable set of skills required in the industry and that it

needs ongoing revision in light of changing technology, new working operations and the generation of new knowledge.

Poultry management training is not only required by those in pre-employment and employment, but is also of importance to people interested in establishing their own poultry businesses. In addition to this, there are also people who simply want to learn about poultry management as part of their own personal development and interest. The KZNPI course has become particularly important in light of the level of unemployment¹ in the province of KwaZulu-Natal and the need to develop skills that enable people to become more self-sufficient and self-reliant.

Poultry management is also an important part of food security in communities where people are unemployed and under pressure to feed them. As part of non-formal education, it provides communities with essential knowledge and skills to provide food security and to maintain their livelihoods. Poultry management therefore forms part of a broader non-formal education system that works to improve the health, economic livelihood and the education of impoverished people in South Africa. Other forms of non-formal education that forms part of this system include literacy, basic education, farmer education, agricultural education, population education, cooperative education, nutrition education and community development.

1.4 Background of the study

1.4.1 Non-formal education

Non-formal education has a prominent history in South Africa. It is usually associated with learning activities that occur outside of the field of formal schooling (van der Stoep & Louw, 1984:95). Non-formal education strategies derive from the developmental needs of communities and society and are regarded as an important vehicle that provides knowledge and skills deemed necessary for community development and skills development in the workplace. In 1981 the De

¹ The current unemployment rate in KwaZulu-Natal is estimated at 40% or approximately 1 million people.

Lange Commission highlighted the significance of non-formal education and identified non-formal education as an area for development (Hofmeyer & Swart, 1984: 79). The KZNPI course is one of many non-formal courses that exist in South Africa and are affected, in some way or another, by the new policy and legislative frameworks. The findings of this study are therefore applicable to other non-formal education and training programmes in South Africa.

1.4.1.1 Sites of delivery

Today non-formal education continues to be provided in a variety of different settings and for a variety of different purposes. One prominent site of non-formal education is our existing schools that offer programmes to adults and youth in former night schools. Since 1997 night schools have been converted into Public Adult Learning Centres (PALCs) (www.erp.org.za: 4) where classes are held to support learners to complete twelve years of schooling. A similar system of private and public finishing schools offer education equivalent to Grade 10 to 12, which provides learners with the foundational knowledge and skills to access higher education. A third site is Technical Colleges where a variety of non-formal technical education and training programmes are offered with emphasis on skills training and vocational education and training. They offer a chance to possible career paths in technical fields at levels N1 (Standard 8 equivalent) to N3 (Standard 10 or Matric equivalent). There are a number of other institutions that provide non-formal education with specific focus on specializations. For instance, Cedara Agricultural College, the Midlands Community College and Nansindlela in the Pietermaritzburg region offer non-formal training in agriculture and agricultural technology. The KZNPI Five Months Poultry Management Course, which is the unit of analysis of this research, is another example of a non-formal programme offered by an NGO. A variety of programmes in the midlands of KwaZulu-Natal are being offered by NGOs, including those offered through the iNPLL². Non-formal programmes are provided in a range of different formats and over different periods of time. All public providers of non-formal education that

2 iNdlovu Partnership of Lifelong Learning (iNPLL), is a consortium of partners operating within the iNdlovu Region of KwaZulu-Natal, who are committed to the transformation of their society, through the empowerment of learners in the lifelong development of knowledge, skills and wisdom. This mission is implemented through the unselfish and intentional use of partnership resources and effective dissemination of information.

offer courses at this level have recently been renamed as Further Education and Training Institutions.

1.4.1.2 Ideological approaches to non-formal education

Non-formal education is also informed by different ideological tendencies. Korsgaard (1997: 18) argues that political interests of a country are serviced through non-formal education. Skills training had to divert from its aim of 'human resource development' to where it is seen as an investment in 'human capital' that satisfies the capitalistic demands of the state. This tendency is also clearly visible in South Africa of which the National Skills Development Strategy (NSDS) is a good example.

Torres (1990: 34) argues that for adult education that targets political education to suffice, it needs to have clientele that is politically organised and powerful, so as to afford support for the political regimes. Reform programmes are, however, given financial preference over the adult education programmes. This is because a capitalist state is sceptical of programmes availed citizens as their political participation could become difficult to control (ibid: 41).

With the change of government and the formal acceptance of non-formal education, government, through the Ministries of Education and Labour, attempts, through policy and legislation, to ascertain that education irrespective of the institution from which it was attained, enjoys acknowledgement and recognition (Hofmeyer & Swart, 1984: 79). This will be made possible through the SAQA Act, the National Qualifications Framework (NQF) and the Ministry of Labour's National Skills Authority (NSA) and its related strategies. The two ministries have laid down policy and legislation which existent and future programmes and their providers should observe.

This study therefore endeavours to identify the incongruities that exist between policy and legislative imperatives on the one hand, and the reality of non-formal adult education programmes on the other hand. The case of the KZNPI Five

Months Poultry Management Course is used as a typical example that highlights these discrepancies.

1.5 Significance of the study

Since 1996 the education system of South Africa has undergone re-engineering through the development and implementation of a range of policies and legislation. Some of the key areas being addressed through the re-engineering process is the progression of the workforce into career paths and the development of systems that would give recognition of skills acquired on-the-job, informally as well as non-formally. The incorporation of non-formal education or the formalisation of non-formal education has become an important and valuable part of the new education system and new policy and legislation have been developed to address this.

Over the last five years it has become imperative that programmes (both formal and non-formal) are aligned to this new policy and legislation frameworks. These developments imposed by this new policy and legislation frameworks are affecting the education and training providers and non-formal education as a whole. This study also identifies the implications of policy and legislation on non-formal adult education and training programmes. This study also identifies the changes that the KZNPI needs to take into consideration if it intends to conform to the policy requirements.

The poultry management course has, over the last eight years, attracted a relatively large number³ of learners and can be regarded as needed and demanded. The urgency, to evaluate the course and understanding the implications of new policy and legislation are therefore necessary. I am assuming that a redesign of the course is inevitable and we need to understand the implications of new policy and legislation on this course. I believe that this study would add great value to the future of the course and the institution.

3 Between 1995 and 2002, a total of 90 learners have been trained. The capacity of the training centre is 18 students per intake. Applications for the programme have risen to 400 per term. The problem is that the centre has never registered up to its maximum capacity is for financial reasons. Learners cannot afford the minimum fee of which the lowest was R1 000 and the highest R3 500.

1.6 Aim of the study

The key focus of this study was to determine the implications of new policy and legislation on non-formal adult education and training programmes. In the process the study set out:

- to document and provide a detailed description of the five months course under investigation;
- to locate the course within a brief and general description of non-formal education in South Africa;
- to discuss in brief the performance of legislation in adult education and training since 1994;
- to describe policy and legislation pertaining to the non-formal education;
- to examine similar work that has been conducted in order to identify other possible strengths and weaknesses of the study;
- to compare the programme to the requirements of policy and legislation;
- to identify discrepancies which, in essence, are the implications of policy and legislation to non-formal adult education and training programmes;
- to highlight some implications of the new policy on the organization.

1.7 Objectives of the study

The study intends to answer the following:

This broad question: What are the implications of policy and legislation on the KZNPI Management Course?

And, in particular, focussing on the following three sub-questions:

1. What competencies does it offer the learners?
2. What is the course content?

3. How does it meet or fall short of new policy requirements?⁴

1.8 Research methodology

These objectives were achieved through the revelatory, single, and holistic case study method. Different scholars describe case study in many different ways. Yin (1994: 23) defines case study as:

A case study is an inquiry in a real life context, as opposed to the constructed contexts of experiment or survey. It is an empirical inquiry that investigates a contemporary phenomenon within its real life context, especially when the boundaries between phenomenon and context are not clearly evident.

Adelman et al. cited in Bell (1987: 8) describe case study as “an umbrella term for a family of research methods having in common the decision to focus on inquiry around an instance”. Case study in education can be said to be a new method and it appears rather difficult to pinpoint what is and what is not a case study because “methods are not defining in case study” (Simons cited in Bassey, 1999: 23). Yin (1993: 24) argues that the case study method is functional in generating information that applies to a larger group of programmes. In fact, he continues to suggest, “some of the most famous case studies have been both descriptive and explanatory” (ibid: 15). The KZNPI is a good example of a non-formal adult education and training programmes and the impact of policy is similarly applicable to other programmes of its kind. Within the case study is an evaluation of the KZNPI programme against policy.

This type of study is termed “evaluative case study” cited in (Stenhouse cited in Bassey, 1999: 28). Evaluative case study “is an in-depth inquiry into a particular

4 The sub-questions to this question include the following: What qualification is it? Is it a part or is it a full qualification? What are the fundamental core, elective and elective learning within this qualification? What is the most appropriate NQF level at which this course should be registered? Which registered standards does it achieve? Is this programme a learnership or a skills development programme? If it is neither, can learnerships and or skills development programmes be developed for it in accordance with the Skills Development Act No 97 of 1998? Policy recommends the outcome based education approach to curriculum. What curriculum approach does the programme adopt? What are the major accreditation issues that require urgent attention?

case or cases, with the purposes of providing educational actors or decision makers with information that will help them judge the merit or worth of policies, programmes or institutions” (ibid: 28). Informational evaluation is regarded as the most appropriate approach to create useful data that can be used to improve educational programmes (Bassey, 1999: 53). By virtue of attempting to identify the implications of policy and legislation, the study intends to pinpoint indications of the value of the KZNPI Five Months programme, as policy and legislation aims to improve the whole system of education and training provision. A deeper understanding of both policy and legislation should provide sufficient data for comparison of the programme value status.

This case study is an evaluation of the Institute and its Five Months programme against policy and legislation to determine the degree of deviation of either programme or Institute. The discrepancy thus identified is tantamount to implications of policy and legislation on non-formal adult education programmes, specifically the KZNPI Five Months programme.

1.9 Research Methods

Multiple sources of information were gathered through the data collection process. These included publications of different volumes of the SAQA bulletins, records of the Institute minutes of meetings, government gazettes, legal documents including policy and acts pertaining to adult education and training, and observation and submissions relevant to the study. All data were scrutinised against course programme overview and general administrative practice of the KZNPI. The differences reflected through this comparison constituted the discrepancies. It is out of these discrepancies that the implications of policy are manifest.

1.9.1 Literature sources

To answer the broad question, the study requires a combination of methods of data collection, a contention in agreement with Nachmias et al. (1982: 241) and Yin (1994: 79) who assert this line of thought in their argument that “no method of data collection is without limitations, hence the need to adopt different methods in the process of data collection”. Case studies need not be limited to a single source of evidence. In fact Yin (1994: 92) recommends the use of multiple sources of evidence to provide multiple measures of phenomenon to address problems of construct validity as well as provide insight to a broader range of attitudinal and behavioural issues. Sources of data for this study include documents, interviews, verbal submissions and participant observation.

1.9.2 Documents

Documents are advantageous in that they can be reviewed repeatedly, and they are unobtrusive in that they were not created for the case study and they are a good source of spelling and names verification (Yin, 1994: 80; Nachmias, 1982: 243). However, their access may be deliberately blocked, and may contain edited information to suit the purpose for which they were written. Documents available for the study that pertain to the programme under investigation include proposals, namely, the proposed curriculum for the Institute (Inglis, n.d.), minutes of meetings, the KZNPI Education Committee meetings and Staff meetings, letters e.g. correspondence between SETASA and the KZNPI, and articles appearing in the mass media, i.e. talks pertaining to the KZNPI and advertisements.

Documents both pertaining to policy and legislation relevant to the study comprise different volumes of the SAQA Bulletins, the FET Policy and Act, the National Skills Development Strategy, the Skills Development Act, the Skills Development Levies Act and the Departments of Education and Labour’s websites. Other documents comprise work performed that bears relevance to the information required by the investigation.

Examples of the last mentioned include:

- Studies on non-formal education and adult education and training versus legislation
- The Poultry bulletin, a South African Poultry Association monthly publication registered at the G.P.O as a newspaper serves as mass media
- The research conducted for the iNPLL to establish partners' position towards meeting SAQA's requirements on programmes and programme providers.

Information from policy and legislation documents provide the fundamentals against which non-formal adult education and training programmes, specifically the KZNPI course, are evaluated. The KZNPI Five Months course programme overview and similar non-formal adult education and training programmes' experience with policy and legislation furnish the data for evaluation.

1.9.3 Interviews

Interviews can be defined as interpersonal, in-depth, conversational reactions where the interviewer asks respondents questions designed to obtain answers pertinent to the research study (Nachmias & Nachmias, 1982:188; Rubin & Rubin 1996: 1). Interviews can be held face-to-face or telephonically. In both cases, for this study, unstructured interviews using open-ended questions were used to explore experiences of non-formal adult education and training programme providers with policy and legislation in the iNPLL. Rubin & Rubin (1996: 3) support this thought in their contention that “qualitative interviews also explore specific topics, events, or happenings”. Unstructured interviews model a conversation between equals (Bogdan & Taylor, 1984: 77), affording the interviewee freedom of expression and latitude to do most of the talking (Rubin & Rubin, 1996: 5; Nachmias & Nachmias, 1982: 189-190; Yin, 1993: 84). Unstructured interviews were advantageous in that they afforded interviewees greater flexibility, thus facilitating probing and more in-depth questioning for clarification of information provided (Nachmias & Nachmias, 1982: 192).

Because face-to-face interviews were rather time consuming and expensive to carry out with regards to travelling, etc., very little of it was done and telephonic interviews were mostly conducted.

1.9.4 Interviewees

Interviews were conducted with a number of people. The first set of interviews took place with individuals who work in the organization. Three key members of the KZNPI were interviewed to verify the data collected from and about the institution. Data about the course was collected and checked by the individuals to ensure that it represented a true and accurate reflection of the course and the organization. The interviews had a second purpose. It was necessary for the researcher to develop an understanding of the interpretations of the new policy. The interviews captured information about how members of the institute understood the impact of the new policy and legislative frameworks on the course. In both cases, unstructured interview schedules were used.

Interviews were also conducted with a selection of NGOs who are member of the iNPLL. The purpose of these interviews was to compare the experiences of other NGOs with regard to the new policy requirements. Three organizations were interviewed using face-to-face or telephonic interviews. The organizations were selected on the basis of size. The first was a small organization, the second a larger NGO and the third, a non-formal college. All three organizations were members of the iNPLL. During the data collection process, information about the accreditation and registration of partners in the iNPLL were being gathered. Information was sourced from this data and the draft documentation about this process was consulted.

Of the sample used a few were members that were either already registered or waiting for registration, members struggling with the process of registration and accreditation and members who had no idea about either. The list selected was extracted from a research report by Perry (2003) that deals with the registration and accreditation of education and training providers.

1.9.5 Participant observation

This is a form of data collection wherein the researcher identifies with the case being studied and assumes a variety of roles so as to afford close observation and be in a position to collect first-hand information (Yin, 1993: 87; Nachmias & Nachmias, 1982: 169; Schwartz & Schwartz, 1969: 91). Of the few modes of participant observation, active participant observer method has been employed. This method has been made possible by the fact that the author is a staff member of the KZNPI. Information gathered using this method comprises of statements cited and pure observations, some of which are supported by evidence appearing in the media and/or in documents. Whilst this method provided first-hand information, it had limitations in that the researcher had to omit some very important information for ethical reasons, to avoid invasion of privacy. This decision is in agreement with Erickson (Erickson cited in Nachmias & Nachmias, 1982: 171) who rejects all field observations because “they constitute an invasion of privacy and may harm the observed”. Scrimshaw (1990: 76) accedes with that line of thought when she says that “Getting the dirt” on someone is unethical and not the aim of research.

1.10 Data analysis

Data analysis for the study comprised in comparing policy requirements to the programme overview, and literature acquired in all the different methods providing evidence of similar course providers’ experiences with regards to policy requirements. It is an intuitive analytical technique. Firestone & Dawson (1988: 210) submit that “intuition is the richest source of subjective understanding quality research. It is a subliminal process that compares knowledge with prior experiences, theories and formulation of problems through immersion and contemplation”. This analysis also resembles “precision of pattern matching” expounded by (Yin, 1993: 110) but this time to determine the variable. This method is advantageous in that it allows for some interpretive discretion on the part of the investigator. The process of determining policy implications on non-formal adult education and training programmes is highly involved and does demand a degree of understanding to permit any inferences on available evidence.

All the information gathered provided a data pool for the comparison to happen. The analysis process according to sequence included: data collection; data pool formation; and extraction of evidence on pertinent issues in view of answering the research questions and formulation of implications of policy and legislation on non-formal adult education and training programmes.

1.11 Research findings

The research revealed that non-formal adult education providers are struggling to align their programmes to policy. Within the iNPLL in Pietermaritzburg, programmes that fall under the Education, Training and Development Practitioner Sector Education and Training Authority (ETDPSETA) have completed this process and are awaiting response from their SETAs.

According to policy the KZNPI course is equivalent to a part qualification within the FET Band of the NQF. There is no standard curriculum documentation available about the KZNPI course except for a proposal that was drafted during the formative years of the organization. This document is not available to facilitators who teach in the organization. Facilitators are allocated modules to teach with neither set standards nor guiding topics to cover per module. There is no materials development either. Facilitators develop their own teaching materials and decide on their presentation styles. As a result materials used range from short notes made by the facilitators to manuals for certain chicken breeds. The authenticity of the assessment and assessment results are also questionable. The very same facilitators assess the learners without internal and external moderation procedures in place. Course evaluations happen as a requirement for the report used in sourcing funds for the programme.

The Institute provides sufficient infrastructure for the running of the course in the form of the lecture hall and equipment, the farm and the exhibition hall that is in line with policy requirements. With regards to staffing and staff development, the KZNPI neglects staff development with no staff development policies in place. It appears the KZNPI does not highlight the significance of staff development either to ensure quality course delivery or staff career progression. This results in neglect

of staff, which impacts negatively on course quality and on the self-esteem, and moral of staff.

To non-formal education the general implication of policy is that it is facing formalisation and this is being done through law, systems, regulations and procedures. This is taking place despite the fact that policy and legislation encourage non-formal education and lifelong learning through the NSDS and the SDA and SDLA. An investigation of the KZNPI course demonstrates the implications of the new policy and legislative framework on this course. Implications relate to the programmatic and organizational requirements, learners and resources.

1.12 Validity and reliability

1.12.1 Validity

Validity refers to the accuracy of scientific measurement “the degree to which scientific observations measure what they purport to measure” (Scrimshaw, 1990: 88; Nachmias & Nachmias, 1982: 138). Content validity was practiced to establish the accuracy of the study. Within content validity, face validity (Nachmias & Nachmias, 1982: 139) was employed in the scrutiny of all documents including relevant websites, to establish policy requirements of non-formal adult education and training programmes against the performance of the KZNPI Five Months programme. Sampling validity encapsulated in content validity (ibid: 140) was automatically accommodated by the fact the policy examined applied to all non-formal adult education and training programmes. Other than the KZNPI, the experiences of similar course providers within the iNPLL were availed through Perry’s research report and interviews with three members.

1.12.2 Reliability

Reliability is the ability of the study to be replicated and still produce the same results (Scrimshaw, 1990: 89; Nachmias & Nachmias, 1982: 144). The test and re-test method was conducted for this study through the examination of Perry’s

(2003) report for the Partnership and the interviews. Open-ended question interviews conducted both telephonically and face-to-face, checked and confirmed Perry's findings. I believe that this study provides reliable information and that it applies to other forms of no-formal education.

1.13 Conclusion

This chapter outlined the background of the study, the type of research the study is covering, as well as the methods of collecting and analysing data. It finally made mention of ways to ensure the study validity and reliability and research findings. A combination of research methods, the case study and informational evaluation were used. Each of the methods has its flaws, hence it is hoped that their combination has minimised the danger of jeopardizing the study because the research type used covered one area and added more questions to the research questions being addressed instead of answering them, thus defeating the whole purpose of the study. To acquire information interviews, documents and participatory research were employed. For the analysis of this data, intuitive analytical technique, a method of analysis that resembles the precision pattern matching, was adopted in order to identify variables. The validity of the study was achieved through the application of sampling validity encapsulated in content validity. The test and re-test method was applied in the establishment of the reliability of this study. This methodology was most appropriate in answering the research questions as best possible.

This chapter has briefly outlined the study to be the identification of implications of new policy and legislation on non-formal adult education and training programmes, specifically the KZNPI Course. Further the chapter explained the significance of the study to be that of basically adding value to the programme if aligned to new policy and legislation. It described the type or research methods and outlined the findings, which basically suggested that non-formal education through policy and legislation is being given a chance to enjoy similar recognition as formal education. It also noted, however, that according to policy, the KZNPI course required some planning. It also suggests that the KZNPI needs to organise its operational policies to ensure course quality.

CHAPTER 2

Literature Review

2.1 Introduction

This chapter is divided into three sections. The first section describes and discusses non-formal education with reference to adult education in South Africa. The discussion highlights issues that play a role in the proposition of current policy and legislation impacting on non-formal adult education and training provision in the country.

The second section describes the relevant policy and legislation and makes reference to current issues pertaining to both policy and legislation described. Policy and legislation starts with the Constitution of South Africa, and include Further Education and Training (FET) Policy and Act, the South African Qualification Authority (SAQA) Act, the Skills Development Act, the National Skills Development Strategy and the Skills Development Levies Act.

The final part of the chapter outlines curriculum theories and models with reference to education and knowledge and hence curriculum approaches. Because the current curriculum policy adopts an Outcome Based Education (OBE) approach, it has implications for curriculum design of non-formal education programmes that are usually based on curriculum and adult learning theories and models.

2.2 Non-formal education

2.2.1 Definitions and meaning

“Non-formal education is usually defined as any learning activity that lies outside of the field of the formal school system” (van der Stoep & Louw, 1984: 95). Non-

formal education is also defined as any organized, systematic, educational activity carried on outside the framework of the formal system to provide selected types of learning to particular subgroups in the population, adults as well as children (Roger, 1992: 26). Whereas formal education is characterised by the provision of basic cognitive learning awarded a certificate in recognition of completed education and an outcome of public spending on education, non-formal education is fragmented and does not necessarily ascribe to the formalities of certification (Van der Stoep & Louw: 99). Non-formal education strategies derive basically from the developmental status of the community/country it is trying to serve. Thus non-formal education features mainly in skills development, basic education and training as compensatory for adults who missed out on formal schooling to attain reasonable literacy to perform certain tasks and for the improvement of individuals and community life (HSRC 1981: 21-22).

Rogers (1992: 25) points out that non-formal education is often viewed as a radical alternative to formal education in at least its organization and in the methods used. In terms of its organization Rogers highlights the following characteristics of non-formal education:

- It is open to everyone irrespective of his or her former educational level.
- It has no clear pattern or structure.
- The content tends to be very concrete, life-related, constantly changing to meet new needs.
- It deals with real issues of current and to some extent passing concerns.
- It is personal in nature and takes place in a variety of different settings.
- It tends to be for immediate application in day-to-day life.
- It is a continuing process. It allows learners to go back time and again for more.
- It is available in many different forms during the whole of life.
- It is usually validated by the learner's experience of success.

Rogers (1992: 27) further suggests that the differentiation between non-formal and formal education is also linked to teaching-learning methods. Non-formal methods consist of discovery learning and active learning, whereas formal methods often include presentation and demonstration modes, one-way communication from

teacher to learner. Non-formal teaching-learning methods tend to be controlled by the learners, while in formal education it is more hierarchical and controlled by the teacher. The following table provides a comparison between formal and non-formal education.

	Formal	Non-formal
Goal	To prepare for life To maintain status quo Impersonal	To help with living now To change society Personal
Content	Fixed Compartmentalised	Changing Integrated
Structure	Selective entry Located in special institutions Terminal Divided into rigid sectors	Open entry Located in the life-site Continuing Not organized
Evaluation	Self-assessing	Validated by change
Source: Rogers, 1992: 26		

Rogers further suggests that non-formal education is not simply oppositional or reactionary to formal education, but that it provides a positive approach to teaching and learning which stands in its own right and which challenges the formal system. There are certain types of non-formal education that function to promote an increased awareness among people of the need for social change. From this perspective, non-formal education which includes a strong component of consciousness-raising, and which gradually develops in learners a sense of responsibility and a sense of the need to press for changes, can be an important part of the social change agenda. These same proponents would argue that the close ties of the formal school system to the current structure make schools an unlikely ally in the fight for change (Freire, 1970; Torres, 1990). Even the consciousness-raising types of non-formal education will be constrained by the tolerance of current structure for dissent and debate (Evans, 1981: 50). Rogers also argues that non-formal education is in danger of being formalized or marginalized. It remains an important vehicle for adult education but faces strong challenges from formal education. The competition for resources is one of the key areas of conflict. Non-formal education has also, over the years, developed a variety of teaching-learning methodologies that have also gained prominence in some formal education programmes. Non-formal education is also often associated

with the kinds of education provided in civil society including education in NGOs, CBOs and trade unions.

2.2.2 Non-formal education in South Africa

In South Africa non-formal education, as early as the 1920s, took the form of night schools run specifically for African groups who, due to the apartheid system of education, had been subjected to a maximum of four years education. The church and political organizations initiated and provided these programmes. However, because the then government felt threatened by this programme, these night schools were completely shut down in the 1960s because they were seen as 'subversive' (Millar, 1985: 113). Due to this unequal access to quality education, the picture of all commerce and industry workforces was greatly lopsided. In 1979 for instance, 99% of the engineers, 78% of the natural scientists, 91% of the technicians and 72% of the artisans and apprentices were White (ibid: 114). This picture, however, took an initial turn for the better in 1981 when the De Lange commission identified non-formal education as an area for development (Hofmeyer & Swart, 1984: 79). Until the late 1990s the majority of adult education dispensation occurs as non-formal adult education.

The night schools were autonomously run with their own principals and engaged the services of schoolteachers as part-time occupations occasionally having accessed 3-5 day short courses in literacy methods. They offered mainly a second chance to education and wrote Standard 5 (current Grade 7), Standard 8 (current Grade 10) and Standard 10 or Matric (current Grade 12). It was in 1997 that the so-called night schools were converted into Public Adult Learning Centres (PALCs) (www.erp.org.za: 4).

Non-formal adult education occurred in school buildings as night schools and in other sites like colleges, the workplace and finishing schools. The Cedara Agricultural College, for instance, has a non-formal training wing that runs short agricultural-oriented courses of a day to a few weeks duration. The KZNPI course was designed to provide non-formal education and training in poultry, in collaboration with the School of Rural and Community Development (SRCD) of the University of Natal, Pietermaritzburg. Similar organizations continue to

provide training of different kinds with the duration ranging from one day to eight weeks. For example the Midlands Community College in Nottingham Road offers short courses in agriculture with a poultry course of eight weeks. Nansindlela in Pietermaritzburg, though currently not functional due to financial constraints, provided a two-week poultry course in collaboration with the Institute of Natural Resources in Pietermaritzburg. Technical colleges, which are currently undergoing transformation into Further Education and Training (FET) Institutions, continue to provide non-formal technical education and training, targeting different technical skills. They offer possible career paths in technical fields at levels N1 (Standard 8 equivalent) to N3 (Standard 10 or Matric equivalent). These programmes are currently under review and new curricula that serve a broader spectrum of knowledge and skills are currently being developed. These institutions are examples of state-controlled, non-formal provision and delivery, whereas the other examples are located within civil society. Non-formal education also plays a role in affording learners an opportunity to rejoin the formal education system via finishing schools. Finishing schools are usually private and offer classes from Grade 11 and 12. Through finishing schools learners can acquire Matric and then access further learning in higher education.

2.2.3 Ideological tensions

Non-formal education also has political and ideological dimensions. According to Korsgaard (1997: 18), for any state to compete in the accumulation of capital which is currently moving so freely internationally, it becomes a political priority for the state to create favourable conditions for this and the creation of new jobs. The state therefore becomes increasingly interested in non-formal education so that non-formal education becomes state-controlled. Countries have had to contend with the problems of competitiveness in the marketplace as against community development and life improvement. The change of focus has impacted negatively on the life-long education concept that emphasized the development of the individual, to where the education of the individual is seen as an investment in “human capital” and “human resource development” (ibid: 18). In South Africa this is clearly visible in new legislation, programmes and projects such as the SDA, the NSDS, learnerships and skills programmes. I will discuss this later on as part of this research study.

In the past workers were acquiring skills through both experience and on the job training. This knowledge and skill were however not recognised for promotion and remuneration purposes. Hence the National Union for Mineworkers of South Africa (NUMSA) took the initiative to pressurize government and employers to recognize the non-formal and informal acquisition of knowledge and skills. This initiative involved the Congress of South African Trade Unions (COSATU), which played a major role in the design of policies including, especially, the SAQA Act, the Recognition of Prior Learning (RPL) policy (SAQA bulletin: 4).

Torres (1990: 34) argues that for adult education to suffice, it needs to have clientele that is politically organised and powerful. The lack of this power negatively impacts on the policy, as it does not offer any support for the political regimes. But again, should there be any forms of reform programmes, the adult education programmes are neither given financial priority nor are they permitted any political activity among the clientele. Reason being that in a capitalist state, with such enlightening programmes, citizens' participation becomes difficult to control (ibid: 41).

Current policy and legislation are geared towards the re-organization of non-formal education into a system that provides similarly recognised education as formal learning. The new system also integrates education and training. The system acknowledges that learning occurs in more than just the classroom. This is evident in the combined effort apparent in the Departments of Education and Labour's Tirisano and the National Skills Development projects. These developments also have an impact on other non-formal programmes, especially those offered by non-governmental organization (NGOs). The KZNPI is a member of the iNPLL¹. Many organizations such as the iNPLL offer non-formal education and training programmes. Like the iNPLL these organizations are faced with the challenge to adapt and align their programmes to the new policy and legislative framework. In the next section I summarize the key policy and legislative frameworks that present direct or indirect implication for non-formal education programmes.

2.3 The constitution

The year 1994 saw South Africa into a new political era, which precipitated change in policy that affected policy for non-formal education. This new policy is a complete paradigm shift and rests on the Bill of Rights enshrined in the South African Constitution (Act No. 108 of 1996). Section 29 (1) states that:

Everyone has the right to a basic education including adult education and training; and further education, which the state, through reasonable measures, must make progressively available and accessible.

South Africa became part of the international community and its educational policies had to become responsive to challenges posed by globalisation, which includes meeting international standards. With the acquisition of independence in 1994 a series of research projects and proposals about policy and legislation were undertaken that would ensure the best possible education and training system for South Africa (see White Paper 4, 1998: 10 & National Commission on Further Education and Training NCFE 1997: xv). This research revealed a huge decline in the demand for apprentices and that only small firms provided on-the-job training. Current studies pertaining to the constitution underway only pertain to formal schooling and ABET (www.erp.org.za 2003: 1). Even though “ABET was both a product and the cornerstone of the movement that led to the creation of the National Qualifications Framework (NQF) and the National Skills Development Strategy (NSDS)” it has not received the attention it deserves in practice as enshrined in the Bill (French et al., 2003: 1). Many initiatives have been attempted to set the ABET Act in motion, but progress to date has been limited largely due to financial constraints (Aitchison, 2003; Baatjes, 2003). On the whole the implementation of legislation has been slow and problematic (www.erp.org.za: 2). Rule (2003: 3) contends that government has failed to address educational needs of adult learners and cites the RDP and its failure to deliver. Statistics from various studies all reveal “there has been no significant progress in adult literacy since the end of the apartheid era” (Rule 2003: 3). Studies related to FET and the Constitution are limited or non-existent. From the experience of the INPLL, I am inclined to reiterate both French and Rule’s observations.

This study looks at the implications of new legislation on a non-formal education programme. The following section describes policy and legislation framework that impact on the non-formal education and training programmes like the KZNPI course.

2.4 The Policy and Legislation Framework

2.4.1 Norms & Standards – The SAQA Act

The South African Qualifications Authority (SAQA) is a statutory body that is responsible for having to construct and monitor the implementation, evaluation and accreditation of education and training in South Africa. To achieve this highly ambitious goal, SAQA establishes National Standards Bodies and Standards Generating Bodies to generate qualifications and standards across twelve fields of learning and to register qualifications and standards² on the National Qualifications Framework (NQF). SAQA (see Baatjes, 2002), through its NSBs, SGBs and Education, Training and Quality Assurers (ETQAs) is responsible for:

- developing and registering qualifications and standards;
- defining of requirements and mechanisms of moderation;
- developing and recommending criteria for the registration of assessors and moderators or moderating bodies;
- accrediting constituent providers for specific standards or qualifications registered on the National Qualifications Framework;
- promoting quality amongst constituent providers;
- monitoring provision by constituent providers;
- evaluating assessment and facilitation of moderation among constituent providers;
- registering constituent assessors for specified registered standards or qualifications in terms of the criteria established for this purpose;
- taking responsibility for the certification of constituent learners.

2 Unit standards are nationally agreed statements of specific outcomes and their associated performance or assessment criteria together with administrative and other necessary information. Unit standards are the smallest measure of a prescribed assessment performance (Kraak, 1999: 41).

2.4.2 The National Qualifications Framework (NQF)

Because of the history of the education system of South Africa, the Department of Education through SAQA had to ascertain that the quality, standard and career progression is made available equally across racial, gender and culture lines for all South Africans. The National Qualifications Framework (NQF) was designed to function as:

A set of principles and guidelines by which records of learner achievement are registered to enable national recognition of acquired skills and knowledge, thereby ensuring an integrated system that encourages life-long learning” (Ramphele 1998: 3).

The objectives of the NQF include the following:

- to create an integrated national framework for learning achievements;
- to facilitate access to, and mobility and progression within education, training and career paths;
- to enhance the quality of education and training;
- to 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.

The NQF strives for quality of qualifications³ and their recognition as such, irrespective of the institution or organisation from which they are obtained. Unit standards are tenets of qualifications. A unit standard can have one or more specific outcomes. It is these outcomes that measure the learning magnitude of a unit standard to determine the level of the unit standard on the NQF. Statements describing this magnitude of unit standards are called level descriptors (SAQA, 1998). It follows therefore that the higher you go on the NQF, the heavier the

3 A qualification is a planned combination of learning outcomes which has a defined purpose or purposes, and which is intended to provide qualifying learners with applied competence and a basis for further learning; and it means the formal recognition of the achievement of the required number of credits and such other requirements at specific levels of the NQF as may be determined by the relevant bodies registered for such purpose by the SAQA NSB regulations (SAQA Bulletin, 1998, Curriculum development: 4).

demand placed on candidates. Knowledge demand for Level 1, for instance, is narrow ranging and responsibility limited and as you progress to Level 4 the knowledge base becomes broader incorporating more theoretical concepts and expects the candidate to be more self- directed.

The NQF is not exactly intelligible to most providers, especially those operating independently of the formal education system like the KZNPI. For instance, it is not known which of the three FET Levels best benefit the KZNPI Five Months programme. The NQF appreciates that learning occurs in many different contexts.

2.5 Quality assurance - Education and Training Quality Assurers (ETQAs)

To ensure quality of the education and training, quality assurance bodies called Education and Training Quality Assurers (ETQAs) are established. The primary responsibility of the ETQA is to ensure that all aspects of its system contribute to excellent learning, teaching and training opportunities and valuable qualifications. This includes checking and evaluating the quality of learning materials, resources, education and training providers, information systems, assessment practices and monitoring and evaluation. The ETQA is responsible for:

- accrediting providers;
- monitoring the work of providers;
- promoting quality amongst providers;
- registering assessors;
- evaluating assessment;
- moderating internal assessments and facilitating moderation amongst providers;
- certificating learners;
- recommending changes to existing standards and qualifications - or proposing the need for new ones;
- ensuring that the principles of the NQF are adhered to;
- maintaining a database;
- reporting to SAQA.

Accreditation of education and training providers and assessors involves giving formal recognition to training providers and assessors who have proved that they can fulfil SAQA's quality requirements.

These ETQAs are categorised into three sectors according to their function. These categories are:

- The education and training sub sector responsible to the Department of Education overseeing general, further and higher education and training.
- The economic sub sector concerned with education and training the core responsibility of which are economic development issues under the Department of Labour and the social sub sector similar to the economic sub sector. (Lolwana, 2001: 75-176).

At the time of this study a number of policies and procedures related to quality assurance were in process. Much of it relates to the actual tools required to accredit providers. This involves the actual evaluation process by ETQAs of the course materials and learning programmes of education and training providers. In order for a provider to be accredited, its programmes have to be evaluated. At the time of this study these tools were unavailable and it would seem that the ETQA were lacking the necessary capacity to conduct this evaluation process. Most education and training providers were given "interim accreditation" on the basis of submitting application forms and other documentation. In essence, most education and training providers had no authentic accreditation. These include NGOs, private providers and public providers.

2.6 Qualifications

Another key debate integral to the above is the development of qualifications, which is one of the key functions of SAQA. Qualifications need to be generated in each of the three bands (Higher Education, Further Education and General Education). During the time of this study, a variety of qualifications were registered with SAQA and many more were being developed. Consistent with the

NQF, all FET qualifications will comprise three basic components, and these are fundamental, core and elective learning.

2.6.1 Fundamental

This includes learning, which provides the knowledge and skills that are the foundation of all learning at the level concerned, namely, language and numeracy. The higher the NQF level, the lesser the requirement for these basic skills. For the course in question, fundamental learning comprises working out average, percentages and plotting and reading graphs. With regards to English it is letter writing of different kinds, business English and compiling portfolios and curriculum vitae.

2.6.2 Core learning

This learning provides the specific, core knowledge and competencies required for the completion of a particular qualification. For a Poultry programme like the KZNPI Five Months course, Nutrition, Disease Control, Anatomy and Physiology, House Siting and Construction and Record Keeping are core subjects.

2.6.3 Elective learning

This will offer the learner the opportunity to complete additional, optional credits, which may be of personal interest or **professional** relevance, or which open the door to a range of possible career and occupational choices. These would be Broiler Breeders, Commercial Broilers, Commercial Layers, Pullet Rearing and Hatchery Management.

The breadth and depth of a learning programme will be determined by the combination of all three basic components of FET qualifications. It is important to note that the requirements for a qualification are not strictly the same as the NQF bands progress. For instance, from NQF Level 1 to 4, fundamental learning includes literacy and numeracy, yet on the HET band fundamental learning may be defined differently based on the fact that those learners have acquired those skills prior to entering HET.

The minimum number of credits for a qualification to be registered is 120 credits. A qualification can be registered with less than 120 credits if the qualification meets the criteria for such qualifications set by SAQA.

According to Perry (2003: 3-5) who generated a report on qualifications and programmes of the iNPLL, only a third of the partners interviewed have indicated a need for a guide to learning programme design to align their FET programmes to the NQF (Perry, 2003: 3-5). This course alignment to the NQF is part of the prerequisites for course and provider accreditation and registration.

2.7 Learning Programmes

Learning programmes are plans that state what will be learnt and how the necessary learning experiences will be provided. They clearly show how the exit level outcomes or unit standards would be combined into larger tasks to make useful opportunities for the learner. The learning programme draws on the exit level outcomes or specific outcomes of unit standards and then provides content to meet these outcomes. Learning programmes can be divided into smaller units or modules. In the case of the KZNPI, the poultry management course is an example of a learning programme.

2.8 Recognition of Prior Learning - RPL

In South Africa, RPL policy links with the SAQA Act, i.e. the NQF, the Employment Equity Act (1998) and the National Education Policy Act (1995). RPL means the comparison of learning and experience of a learner howsoever obtained against the learning outcomes required for a specified qualification, and the acceptance for purposes of qualification of that which meet the requirements (Recognition of Prior Learning Policy document 2002: 3). “The concept of prior learning involves the recognition of the fact that people learn in many different ways and places” (Rose in Merriam & Cunningham, 1989: 213). Parratan (cited in Merriam & Caffarella, 1989: 212) describes equivalency degree programmes as products of RPL that are based standardised and generally accepted body of

knowledge irrespective of where the knowledge was obtained. RPL in the world of work advocates both vertical and horizontal progression within career paths and expedites redress of past unfair discrimination in education and training and employment opportunities. In this way RPL links with the employment equity act, also emphasized in the Quality Management Systems (SAQA, 2001). The Employment Equity Act contends that employers should not only consider formal qualifications, but relevant prior learning and the person's potential to master the job within a reasonable period (ibid.: 12). Different workers' unions in South Africa have attempted RPL to upgrade workers both with their education and training and to accelerate career progression.

Lately, in the UK, RPL is used to establish learners' capabilities in the FET sector for entry into higher education. Australia and Canada have applied RPL to enable progression across career paths through credit transfer.

The NEPA derives from the Bill of Rights of education access for all citizens of South Africa irrespective of race, colour, gender or creed, enshrined in the constitution. NEPA formulates an integrated approach to education and training to enhance lifelong learning, equity and redress of past injustices. Policy advocates that learning institutions must recognise learning acquired through experience and non-formally.

RPL for the KZNPI programme is apparent in the selection process for learners prior to registration. RPL involves assessment to establish competency levels of learners or workers. Assessment is the major quality assurance tool of any learning.

2.9 FET Act and FET Policy

Further Education and Training FET is all learning that falls in the Level 2 through to 4 band on the NQF which is equivalent to the school Grades 10 through to 12, and according to educational colleges it is equivalent to the N1 through to N3.

The aim of the FET Act⁴ (Act No. 98 of 1998) is to transform the education and training institutions and the curricula provided to learners in this sector – both public and private institutions. Below, I provide a brief description of a few. One of the main changes is the provision and delivery of programmes, which lead to nationally recognised qualifications. It also suggests that all providers should be registered and accredited by the relevant Education and Training Quality Assurance body or agency thereof. Furthermore, FET institutions and providers will have to be more responsive to labour market demands and the needs of both the workplace and communities. In the case of FET institutions, greater emphasis is being placed on vocational education and training curriculum development that is viewed as key to meeting the demands of the economy. FET institutions should increase the theoretical part of a learning programme and link it with practice. This integration is one of the requirements of the NQF and the idea is that it could best be achieved through learnerships and skills programmes. Much work in the area of curriculum development and programme design would be undertaken. The Act has not changed the way in which funding works, so that only programmes that contribute to the meeting of demands are likely to receive funding. The legislation further affects other non-formal programmes that do not fall under the control of the state. For instance, NGOs and other organisations such as the iNPLL and the KZNPI can no longer operate as traditional NGOs, but have to be registered as private providers. This is slowly leading to the privatisation of non-formal education, the formalisation of non-formal education as well as the institutionalisation of non-formal education. I will return to these in my analysis. The way in which quality is assured in the FET institutions is different to the way in which workplaces (which usually fall within a single sector) will be checked. As FET institutions offer education and training which falls within a range of fields and sectors, they will be accredited by UMALUSI or designated quality assurance bodies. UMALUSI will make arrangements with other ETQAs where necessary.

4 To regulate further education and training; to provide for the establishment, governance and funding of public further education and training institutions; to provide for the registration of private further education and training institutions; to provide for quality promotion in further education and training; to provide for institutional arrangements and the repeal of laws; and to provide for matters connected therewith.

2.10 The Skills Development Act and Skills Development Levies Act

The Skills Development Act is the key legislation that attempts to radically change workplace learning with emphasis on an integrated skills-development system, promoting economic growth, increased employment and social development (Baatjes, 2002).

The SDA aims to develop the workforce through:

- improving the prospects of workers and their quality of life;
- improving workplace productivity and competitiveness;
- promoting self-employment;
- promoting access to employment for work seekers and retrenched;
- improving the quality of social services.

The Skills Development Levies Act provides the law and regulations for funding education and training of the workforce. Funds collected through the levy system are used to pay for the services that education and training providers provide to companies. Together these two pieces of legislation create a framework and structures⁵ to support the implementation of the National Skills Development Strategy of which the provision of FET is integral. These Acts seek to introduce new institutions, programmes and funding mechanisms designed to increase investment in skills development that is linked to economic and employment growth. Key aspects of the SDA include:

- The establishment of the National Skills Authority (NSA) – a stakeholder-driven and an advisory body to the Minister to assist in determining policy and strategies for skills development. The NSA is responsible to the National Skills Development committee, which comprises of the Ministers of Education, Trade and Industries, Finance and Constitutional Affairs.

⁵ The Act creates the National Skills Authority, the National Skills Fund, Sector Education and Training Authorities (SETAs), a Skills Development Planning Unit, skills development levy-grant schemes and labour centres.

- The creation of a financing system to enable skills development, i.e. the National Skills Development Levy Act.⁶

2.11 Implementation of policies and legislation

The Departments of Education and Labour have joined hands to improve the skills of the South African workforce. The Department of Labour's SDA, encapsulates the commitment of government to ensure a definite route to encourage employers to train and educate employees. It also aims to encourage employees to engage in further education and training and lifelong learning, and in doing so, improving employment prospects especially for the previously disadvantaged.

2.11.1 The National Skills Development Strategy

The *National Skills Development Strategy* (Department of Labour, 2001) is an integral part of the government's commitment to overall human resource development, including education reform and the transformation of health and welfare services. It is backed up by the powers and resources generated through the implementation of the SDA and the SDLA (Baatjes, 2002).

The Minister of Labour launched the National Skills Development Strategy (NSDS) in February 2001. The NSDS speaks mainly to the third objective of the HRD strategy although it deals with most of the other aspects. The strategy seeks to address the structural deficiencies of the labour market, and develop a workforce that can respond to the modern economic environment, taking into account the equity considerations that are peculiar to South Africa. The problems that the strategy aims to address include:

6 To provide an institutional framework to devise and implement national, sector and workplace strategies to develop and improve the skills of the South African workforce; to integrate those strategies within the National Qualifications Framework contemplated in the South African Qualifications Authority Act 1995; to provide for learnerships that lead to recognised occupational qualifications; to provide for the financing of the skills development by means of a levy-grant scheme and a National Skills Fund; to provide for and regulate employment services; and provide for matters connected therewith.

- Current and past discrimination in the access to education and training opportunities along racial and gender lines and against people with disabilities
- Segmentation of the labour market into unskilled, semi-skilled and skilled, with restrictions on upward mobility of the lower skilled workers
- Separation of education and training, where classroom learning is separated from practical training
- Job insecurity due to being employed as casual, seasonal or migrant labourers with limited prospects for future development
- Informal trading used as an alternative to unemployment resulting in living on a subsistence income without much hope of growth
- The extremely high levels of unemployment, particularly among Blacks, women, and rural communities
- Globalisation of the world economy places higher demands for productivity and innovation on all nations, including South Africa

The NSDS has five objectives, which are embedded in those of the HRD strategy:

- Developing a culture of life-long learning
- Fostering skills development in the formal economy for productivity and employment growth
- Stimulating and supporting skills development in small business
- Promoting skills development for employability and sustainable livelihoods through social development initiatives
- Assisting new entrants into employment

Equity and redress are integral elements of these objectives, as reflected in the targets set in the indicators. The following national targets are therefore adopted for the beneficiaries of learning programmes across the five objectives:

- 85% Black
- 54% female
- 4% people with disabilities

The responsibility for achieving the first three and fifth objective will largely rest with the SETAs. Provincial Offices and Labour Centres are contributing to the achievements of the fourth objectives, whilst contributing to the fifth objective. The SDA and SDLA provide the vehicle for achieving these objectives.

2.11.2 Tirisano

The Minister of Education, Kadar Asmal, launched the Implementation Plan for Tirisano in 2000, which deals with the implementation of six programmes for the next five years (the current plan only deals with programmes in the first year of Tirisano). Each programme has a number of projects. The six programmes (Department of Education, 2000) deal with the following:

- HIV/AIDS
- School effectiveness and educator professionalism
- Literacy
- Further education and training
- Organisational effectiveness and the national and provincial departments
- Values in education

2.12 Learnerships, skills programmes and short courses

The NSDS proposes Learnerships and skills programmes as programmes through which the linkage between structured learning and work experience to obtain a registered qualification symbolising work readiness can be accomplished.

2.12.1 Learnership design

The programmes that feature in the Skills policy and legislation include learnerships, skills programmes and short courses. The learnership system is an improved version of apprenticeship system. The improvement rests on the differences that whereas apprenticeship tends to cater for blue-collar trades, learnerships are more broadly spread over a spectrum of occupations in which work-based learning paths are possible. Learnerships respond to market demands

and service a broader range of learners, the employed, the pre-employed and the unemployed, whereas apprenticeship is only for the employed. Learnerships endeavour to enhance job opportunities through both education and training and they happen in multiple workplace contexts. They integrate education and skills training both in the learning programme and assessment, promoting employability across occupational fields. With the learnership, the priority of the learner is to learn as opposed to the employee/helper role in apprenticeship. The learnership system comes as part of the vision for the new legislation, that of an integrated skills development system, which promotes economic and employment growth as well as social development through a focus on education, training and employment services.

Learnerships are primarily workplace learning programmes supported by structured institutional learning that result in a qualification. These qualifications include a wide range of clusters of learning, should enhance employment potential as well as to be portable across career paths. Through learnerships, government integrates non-formal education into the system of education and training. Learnerships are accessible both at the workplace and in non-formal education and training institutions. The qualifications obtained thereby carry the same weight as formally obtained qualifications, so long as they are on the same level on the NQF.

Through learnerships, FET hopes to narrow and finally eliminate the gap between education and training provision and labour market needs. This imperative requires that learnerships incorporate capacity building, innovation, and the possibility of flexibility of employability and self-employment. Taking these imperatives into consideration, it is of necessity that the starting point in the design of learnerships is the world of work. Of particular importance are the target occupations as these inform the learnerships. In addition to occupations, it is essential that they encapsulate general education components and enhance opportunities other than the occupations that learners are being trained for. These components should be relevant and socially complimentary.

In essence learnerships need to reflect underpinning knowledge to answer the 'why, how and what' of the occupation; general education relevant to the area of learning to connect what is being learned to the wider world, communication and

numeracy to facilitate further learning and national issues, e.g. HIV/AIDS, Environmental Consciousness, etc. Since learnerships are not just limited to the employed, including options for self-employment preparedness for learners in learnership design is very important. It goes without saying therefore that the content of learnerships need to spread over all its potential clients. Learnerships therefore need to incorporate theoretical instructional offerings relevant to the ‘why and what’, practical instructional offerings answering to the ‘what and how’, and integrated instructional offerings against ‘why’.

2.12.2 Skills programmes

Skills Programmes are “programmes that are occupationally based and, when completed constitute a credit towards a qualification registered in terms of the NQF” (Department of Labour, 2000: 28). Skills programmes are clusters of unit standards the combination of which will render a learner employable as well as provide them with income-generating skills. A unit standard is the smallest exit unit that signals either accomplishment of an economically useful skill or complete unit of knowledge. A unit standard does not result in a qualification, but leads to a learnership or a qualification. Skills programmes can therefore be autonomous, form part of a learnership or part of a qualification. Combining general education and skills programmes, however, do not guarantee a learnership, but could lead to a qualification. This takes this discussion a step further to short courses.

2.12.3 Short courses

A short course is any course that is worth at least 72 credits. A credit is recognition of learning worth 10 hours. These hours are called notional hours. The learning here includes contact time between facilitator and learner, self-study, reflection, practicals, etc. In other words, a qualification equivalent to a certificate is worth 720 notional hours. This is the smallest complete qualification that can be registered on the NQF. They are usually of six months duration. There are courses that are accredited by bodies that SAQA recognises of less than six months duration.

The University of Natal, for instance, accredits the course under investigation with a certificate, and it is of five months duration. The majority of partners run courses that are of a short duration but are not able to differentiate between short courses and skills programmes. Some of these courses are endorsed by SAQA recognised accreditation bodies like the Project Gateway entrepreneurship course that takes four months theoretical learning and from an additional three to five months for the learners to compile a sound business plan. These learners are awarded a certificate of competence that is endorsed by Technikon SA. Cedara Agricultural College runs short courses that comprise different agricultural specialisation areas endorsed by Cedara Agricultural College.

2.13 Outcomes-based education, curriculum, adult learning

2.13.1 Outcomes-based education

Outcomes-based has been selected as the key model that informs education and training in South Africa. A particular form of OBE has been selected for social, political, economic, management and international reasons (Malcolm, 2001: 200). OBE is also informed by a principles, philosophy and learning theory. OBE stresses outcomes and that is observed to assume the behaviourist orientation. OBE as a new variant of competency-based education is well documented. Kraak observes that many scholars view OBE as being narrowly behaviouralistic and technicist (Kraak, 1999: 21). Jansen argues that some trace OBE's roots to behavioural psychology associated with Skinner and other behaviourists (Jansen, 1997: 147).

OBE is also described to encapsulate 'critical thinking'. Manganyi (1998: 6) says that critical thinking will be encouraged at all times, in terms of reasoning, consideration and reflection, and action (Manganyi, 1998: 6). The role of the teacher in OBE is that of a facilitator and not a dictator who is concerned about covering a prescribed syllabus. OBE advocates active learning, innovation and creativity of programme design, yet with emphasis on outcomes. In this sense outcomes provide evidence to the fact that the learner has achieved competency of that standard. With OBE learning time frames are flexible, affording learners the

opportunity to learn at their own pace. As the model of education, OBE would have significant implications for teaching, materials development and assessment.

2.13.2 Adult learning

There are numerous theories of adult learning that are used to inform curriculum development, instruction and course development. A few scholars (See Merriam & Cafferella, 1998) have attempted to explain the learning process and have in the process devised learning theories. It is these theories that inform curriculum approach. The theories are that of the **behaviourists**, where the locus of learning is external stimuli and the purpose is to produce change in behaviour in the desired direction which is manifested in skill development and training, emphasizing competency and behavioural objectives; the **cognitivist**, which hinges on the intellectual restructuring evident in cognitive development, memory and learning how to learn; and the **humanist** focusing on the interaction of the individual with his or her environment with the aim to assume new behaviour and new roles apparent in self directed learning and Knowles's andragogy and the social learning (Merriam & Cafferella, 1991: 138). OBE is best placed within behaviourism because of its emphasis on outcomes. Policy recommends the curriculum approach that government envisages will produce results, i.e. OBE. OBE is, however, criticized for portraying behaviouristic and technicist elements towards learning at the expense of knowledge. Still, it can be argued that for a learner to demonstrate change in behaviour, it means that he or she must have engaged some cognitive skill to change his or her perspective of things

2.13.3 Experiential learning

Learning acquired from experience tends to leave a greater impact, compared to knowledge acquired simply through being taught in a classroom situation only. Learning theorists (Dewey, 1938; Knowles, 1980; Lindeman, 1961; Kolb, 1984; Jackson & Cafferella, 1994; Mezirow, 1981; Usher, Bryant & Johnston, 1997) place a lot of emphasis on the importance of using experience in adult learning situations. Dewey (1938: 27) posits that experience needs demonstrate two significant principles of continuity and interaction, namely “the principle of the

continuity of experience means that every experience both takes up something from the preceding and modifies in some way the quality of following experience". In effect this means that learners must recognise the relevance of what they learn in current experiences to those in the past, as well as appreciate possible future implications of the experience.

Jarvis (1995: 70) develops Kolb's cycle of the theory of learning where concrete experience is the foundation after which reflective observation over the experience occurs followed by 'abstract conceptualisation' that provides the basis for planning for implementation of new concept and additional skills and attitudes.

"Experiential learning involves moving from the known to the unknown and from experience to reflection, analysis and theory" (Aitchison 1998: 18). Jarvis, Dewey & Cafferella, however, stress that there is potential of learning from experience and that it is not all experience that result in learning (Merriam & Cafferella, 1991: 225). In agreement, I would argue that experience might not result in learning where the learners do not see any relevance of this particular experience to their needs or future implications. In essence, educators and adult trainers are faced with the imperative to create an environment that will expose the relevance of learning experiences to the learners' needs if experiential. This requirement undoubtedly questions the designer and facilitator's knowledge and competency to:

Re-present to students what they have unsystematically and uncritically taught the teacher. The teacher is the architect of this un-doing and re-doing. The extraordinary re-experience of the ordinary cannot begin or proceed without the teacher's counter structures (Shor 1980: 97).

Experiential learning is the basic theory upon which apprenticeship is based. Learnerships are a modification of the apprenticeship notion adopted by the NSDS policy. This learning theory curriculum approach in South Africa is afforded through the product approach to curriculum Outcomes Based Education OBE. However, Collins (1991: 2) accuses curricula that derive from this approach of being engrossed with perfection that they subject all human effort amenable to measurement and techno-bureaucratic control according to what is invoked as a scientific approach, and he calls this obsession "the cult of efficiency". The focus is on outcomes, which are derived from relevant unit standards. Collins is sceptical

that this curriculum, even though it is said to be learner-centred, focuses more on the outcomes than on the learners.

Experiential learning is the key theory of learning that shapes the learning programme design and delivery of the KZNPI.

2.13.4 Curriculum design

Curriculum approaches fall in three categories namely:

- (1) The product where the main concern is the outcome.
- (2) The content where the emphasis is on subject matter.
- (3) The process that is concerned with the development of the learner.

In designing the curriculum for the KZNPI, Inglis (undated) based it on the theory of constructivism. Here the process of learning hinges around experience and learning, a process referred to as experiential learning, discussed below.

2.14 Conclusion

In this chapter I have briefly described the meaning of non-formal education and non-formal education in South Africa. Non-formal education continues to afford entrants an opportunity towards attaining various forms of education. It differs from formal education and remains more flexible and responsive to the immediate needs of learners. Non-formal education also plays a key role in the socio-economic development of a country. New policy and legislation recognize the role of non-formal education (De Lange Commission) as a strategy of skills development, career advancement and lifelong learning. Policy and legislation, however, attempts to formalise non-formal education and to use it more effectively as a contribution factor to the economic development of the country.

I have outlined policy and legislation that affects non-formal adult education and training in the country. This legislation commences with the Constitution of South Africa. This Bill acknowledges the right for every South African citizen to education and training. The rest of the policy and legislation include the FET

Policy and Act, the SAQA Act, the SDA, the NSDS and the SDLA. The FET policy and Act integrates education and training, the SAQA Act organises learning into one framework of qualifications and assures that it meets certain quality standards through the ETQAs. The SDA and the SDL encourage workplace learning and initiate an integrated skills development system and the NSDS proposes programmes in the form of learnerships and skills programmes. A discussion on the role of OBE is also provided. I show that OBE has become the key approach for education and training and has received both support and critique. OBE as an approach draws heavily on behaviourism and focuses on end product of learning rather than on the process of learning. In the case of non-formal learning of which many adults are the clientele, experiential learning forms a key theory that should inform the curriculum development process. I briefly elaborate on experiential learning.

From the outline I have observed that the issues surrounding the design of programmes revolve around the NQF. They require understanding first of all, of standards and quality of learning that the programme intends fostering. It requires the utmost expertise of subject knowledge to be in a position to fragment all the learning required into achievable tasks by the learner, so much so that some disciplines do not fragment easy into tasks as Jeevanathan of Technikon S.A observes with the social sciences. Rather this OBE approach to curriculum appears favourable to programmes that are more skills orientated.

The Department of Education's SAQA and related structures, as well as Department of Labour's NSA and related structures all converge to attempt to formalise non-formal education and training and ensure that the learners access quality education and training to enable them to develop their career paths, as well as access lifelong learning. These structures include the SAQA's NQF, NSBs and SGBs for the generation of unit standards on which all programmes are based. There are different kinds of programmes to suit different situations and these range from learnerships, skills programmes right down to short courses.

To ensure that this learning really is of quality, policy not only ensures the monitoring of course provision with the quality management structures from the

Departments of Education and Labour, through course registration and accreditation. The processes of accreditation and registration of providers and programmes with SAQA, through ETQAs and or SETAs are inherent in ensuring quality education and training for learners.

CHAPTER 3

Course Overview

3.1 Introduction

This chapter describes the KZNPI Five Months poultry management course. It is important to note that very little information about the KZNPI course exists on paper, and this study therefore documents, in detail, what the course entails. The description will initially highlight how the course was established. I have chosen to construct the description using the curriculum categories that are currently being used by education and training providers. This helps to understand the course in relation to current policy.

The description also includes a profile of the learners that it targets and why it targets those particular learners. This exposé will lead to the narration of the course aims, which also justifies why the course targets the people of a particular educational level and what it strives to achieve. The aims also give an idea of what specific outcomes the learners are expected to achieve competency in; or rather, what the learners are expected to achieve from being exposed to this course. The latter warrants a brief on the course outline. Along with the course outline is an account of learning materials development for the course and method of course delivery. To decide learner competency, some form of assessment needs to be performed. Hence this chapter also gives an account of assessment policies and Recognition of Prior Learning (RPL) for the Five Months KZNPI programme. It is from the satisfaction of all the above issues that a learner is said to have achieved a qualification. An attempt at pegging the qualification on the National Qualifications Framework (NQF) that the learners acquire at this point will follow. For the course improvement it is of dire necessity that it be evaluated continuously to determine whether it is achieving its goals, and identify areas of improvement where necessary and execute them accordingly.

Since 1995 a range of new policies and legislative frameworks have been developed which presents significant challenges to the designers of qualifications, programmes and courses. In essence, this section will also highlight the position of the KZNPI with regards to registration and accreditation of both the institute as a provider and the five months poultry management course itself.

3.2 Course background

In 1987, members of the poultry industry in the Natal province formed a consortium to address the lack of expertise amongst aspiring and active poultry producers. This consortium included poultry companies such as National Chicks, Day Star, Elite Breeder Farms, Hyper Hatcheries and Stonor Farm, as well as the University of Natal. In 1992, the KZNPI was constituted as a non-profit association (*Poultry Bulletin*, July 1995). While the institute was still being constructed, classes were held on the University of Natal's research farm grounds in 1995. A council for the KZNPI and an educational committee were established. The council was responsible for the governance of the institute, while the educational committee in turn was assigned to manage the course development and design.

As producers of day-old chicks, the companies mentioned above experienced huge losses due to, amongst other reasons, a lack of skills and technology in poultry production. Agricultural extension or advisory services were unable to support poultry farmers to run their entities effectively. This lack of knowledge and skill amongst new employees in poultry production resulted in farmers failing to sustain their business.

To sustain this market and to develop this human resource, the KZNPI, as an organization that offered poultry courses for aspiring and new entrants into poultry production, was seen as a necessary intervention. The training and development of those already employed in this industry was also considered necessary.

Since the establishment of the KZNPI and the provision of the management course, the KZNPI has attracted students from South Africa as well as the

Southern African Development Community (SADC). Students from Lesotho, Botswana, Zambia and Zimbabwe have since been enrolled in the course. The need for this course is captured by Wethli who says that: “between short course of about eight weeks in duration and university degrees there is nothing for people with minimal entry qualifications and this is true of all Southern Africa (Wethli, 1995: 449)”. Wethli’s observation further suggests that this course forms an important link between non-formal education programmes and university programmes. The University’s role in this non-formal programme is therefore crucial because it does not only provide the required intellectual capacity, but may facilitate access to the university for non-traditional students through this course. This course, however, falls within the FET Band or Matric.

3.3 Learners’ profile

The course attracts learners from the ages of 18 to 55. This group can be divided into three categories. These are:

- Aspiring and self-employed farmers constituting people who have either been retrenched or have retired and want to invest in poultry
- School-leavers who hope to secure jobs in the poultry and allied industries after course completion
- Employees who are sent by their employers

The learners educational levels ranges from those who have passed Grade 8 with some poultry experience, those who have passed Matric with mathematics and sound comprehension of the English language, and some graduates in fields other than poultry science. Access is therefore open. Mathematical literacy and literacy in English are usually criteria used and these are assessed using a placement tool.

Since 1995, the KZNPI has trained a total of 92 students in poultry management (See Table A). A total of 34 students are occupying positions as site managers, farm foremen of large broiler breeder farms and others who continue to work as semi-skilled workers in the poultry industry. Seven continue to work in agricultural extension work and are advising farmers on poultry production. These students are officers who held diplomas either in Agriculture or Animal

Production and are employed by the Department of Agriculture. Six ex-students are self-employed. Five are involved in commercial broiler production and one with broiler breeder egg production. Two of these self-employed ex-learners live in Lesotho and Botswana. At least three self-employment efforts aborted due to financial constraints. The learners did not have sufficient collateral to secure reasonable amounts of money for projects that would be sustainable¹. Forty-two learners that have gone through the programme are either seeking employment, gone back to further their studies, are employed outside of poultry or unknown.

Table A

Student Activity	Year (1995-2002)								
	1995	1996	1997	1998	1999	2000	2001	2002	Total
Working on Poultry farms	7	6	7	3	3	6	2	-	34
Poultry extension work	1	-	1	1	-	-	3	1	7
Poultry training	-	1	-	1	-	-	1	-	3
Self employed (poultry)	-	-	-	-	3	-	-	3	6
Employed outside poultry	-	-	-	-	1	1	2	-	4
Unknown	2	7	-	2	2	3	4	-	20
Engaged in further study	1	-	1	1	-	1	-	1	5
Seeking employment	-	4	-	1	2	1	2	3	13
Total	11	18	9	9	11	12	14	8	92
Source: KZNPI Evaluation Reports (1995-2001) on Ex-Students									

In as far as the quality of the course, former students employed in poultry middle management positions find the course to be very useful, especially the Business Behaviour module. In the last two years, however, during course evaluations, learners have for different reasons showed preference for one module over others. The reasons for these preferences range from relevance of material taught to

¹ The initial capital required in poultry production for a reasonable size enterprise is very high. This is because one needs to start with a flock size of at least 3000 at R15.00 per bird running costs only. That added to fixed costs elevates the production cost to at least R20.00 a bird. In poultry a profit of R1.00 per bird is regarded as very good and with feed prices rising so much, that kind of profit can be made with high numbers where advantage of economies of scale comes into play.

making, planning, organising and conflict resolution. In order for the learner to achieve these goals, Inglis (n.d: 4) designed a learner-centred constructivist curriculum.

3.5 Course curriculum

In designing the curriculum, Inglis (undated) based the curriculum on the concept of the constructivism that is ‘that the learners have individually to make meaning of what they are taught, and actively construct that knowledge and understanding for themselves’. This concept rests on the principle that learners will understand better if they find relevance and meaningfulness in what they are taught. Adults will abandon learning if they do not see any evidence of applicability, immediacy and relevance of what they learn.³

It was proposed therefore that the curriculum assumes ‘a holistic experiential approach’ (Inglis, n.d: 8). “Experiential learning involves moving from the known to the unknown and from experience to reflection, analysis and theory” (Aitchison 1998: 18). For this reason the learners do not only learn in class, but are exposed to practically manage a farm as part of their training.

The farm avails to the learners a diversity of poultry interests and challenges that they would most likely encounter in the world of work, whether in big companies, small enterprises or self-employment. The course framework to be undertaken by learners is briefly summarized in the section below.

3.6 Course outline

In order for the course to achieve the stated aims, the programme is designed to cover the salient issues involved in acquiring the relevant knowledge and skill. It is therefore broadly structured into three categories:

- Theoretical frameworks

³ Even though learners are informed of what the course entails, it has always been experienced that during the course, people make preferences of some modules over others. For the first time during the 2002 course, one student literally left halfway through the course because he felt that had acquired what he needed from the course.

- Practical instruction
- Integrated instruction

These categories are segmented into core subjects, which constitute modules with the theoretical and practical offerings, and the support subjects categorised under the integrated offerings.

3.6.1 Core subjects

The core subjects comprise three main modules:

- Broiler Breeder Rearing and Layer Management
- Commercial Egg Production commencing with Pullet Rearing
- Commercial Broiler Production

Embedded within each of these modules are generic themes associated with health, nutrition and housing. A brief description of each is provided below:

3.6.1.1 Broiler breeder rearing and layer management

The breeding of broilers is a very expensive task, but an essential component of management. For years breeders have worked and continue to work on producing the fastest growing meat bird. These birds can grow to a mass of 2.2 kilograms in less than six weeks. This renders the process of acquiring these birds very expensive. Coupled with the expense it is a tough, painstaking task to raise broiler breeders so that they do not get too fat to lay good hatching eggs at maturity. This module aims to provide learners with some background knowledge on breeding and managing broiler breeders. It also covers the management of hatching eggs. Issues on this module include weight control of the growing breeder, selection at point of lay (which hinges on genetics), light control and handling of hatching eggs.

Students actively take part in the rearing of one broiler breeder flock, but due to the course being shorter than 25 weeks, they do not carry them through to lay.

They do, however, work with broiler breeder layers at the same time during the five months.

3.6.1.2 Commercial broilers

In South African, chicken is the most popular meat. This makes broiler production a very important component of the poultry industry. Being so, it is imperative that people who grow chickens have a good knowledge of how to do it. This module introduces learners to broiler production in class and affords them training so that they can be skilful in the management of these very fast growing, delicate chickens. Pertinent to successful broiler production are thorough knowledge of brooding (especially in open houses in winter), ventilation, litter management and the keeping of and understanding and interpreting of data. Together with class sessions the learners raise four flocks of broilers, two batches in a semi-automatic facility house and two batches in a rural setting type of house.

3.6.1.3 Pullet rearing and commercial egg production

Commercial egg production is very popular. The commercial egg producers normally start with small numbers of birds because the initial costs are very high. With the future layer 'you make it or mar it during the growing period'. It is very important therefore to recognise the imminent issues involved in pullet rearing. These include housing systems, brooding and ventilation, light, feed and weight control and debeaking. This module aims to introduce the knowledge one requires to raise these chickens successfully, as well as to afford students the training for them to acquire the skill. Along with lectures, students have access to raise one batch of pullets to the point of lay. As with the breeders, learners practice pullet rearing whilst, at the same time, working with commercial layers. The theoretical part of commercial layers covers housing systems, light in relation to egg production, egg formation and the handling of eggs.

3.6.1.4 Hatchery management

Since the school farm produces hatching eggs from the 200 breeder layers, and it has a facility to incubate a small number of eggs, the learners are exposed to

theoretical knowledge of hatching as well as incubating one lot of 154 hatching eggs.

3.6.1.5 Disease control and health

This module covers the anatomy and physiology of the chicken. For one to be able to control diseases, a fair understanding of the mechanics and anatomy of the chicken's body is prerequisite. A few common diseases are also discussed under the cause, symptoms, treatment and control.

3.6.2 The support courses

The course also provides support courses as part of the overall curriculum. These course include the following modules:

- Communication and Language Development (CALD) also called Effective Business Behaviour
- Computer literacy
- Economic Literacy
- Extension

3.6.2.1 Effective Business Behaviour/Communication And Language Development (CALD)

The learners are being trained for middle management as well as to be able to train new farmers about their poultry projects. As the majority of learners targeted are not English First Language speakers, emphasis is also placed on communication in English. Reflective thinking and problem solving skills are also encouraged. The CALD module also aims at helping learners achieve time management, conflict resolution and speech presentation skills.

3.6.2.2 Computer literacy

Every organisation requires computer skills in the running of its operations. Managers should be conversant with the computer, as it will help them carry out their responsibilities better. The computer literacy module introduces learners to

computer skills and ideally starting from the training centre, learners should be allowed practice on the computer. Learners are expected to have basic computer literacy skills.

3.6.2.3 Economic literacy

Learners, as future managers, are expected to have the capacity to run a business. Given this requirement, it is imperative that they have some understanding of the financial operations in business. The economic literacy module introduces the skills of maintaining the financial aspect of a poultry business. Included in this module is the drafting of business plans, as some learners may decide to source funds from financial institutions.

The modules of economic literacy, CALD and computer literacy are offered after the learners have completed the core subjects. Learners are expected to use the data from the core subjects as part of these modules.

3.6.2.4 Extension

This module develops the person's people skills to become good advisors and facilitators. It introduces them to important aspects in communicating, in order to advise, and to be in a position to pick-up hints on trends of issues during the process.

3.7 Learning centre and equipment

The KZNPI is reasonably well equipped to train learners. The centre consists of a lecture hall where a variety of teaching materials are available. These include an overhead projector, the white board, a flip chart, a video and computers. Other material resources include the farm. The farm consists of:

- 200 units of broiler breeder-rearers and layers
- Two commercial broiler units (One 1 500 semi-automatic birdhouse and the other a 500 rural type setting broiler house)
- A 400 commercial layer battery cage unit

- 500 light tight battery cage pullet rearing unit

In addition to the farm, learners are taken on tours to visit different size poultry farms. During these visits, they gather information, do observations and learn from experiences in the business. The institute also registers the learners with the University of Natal's Life Sciences library so they can access any extra information that they might need.

3.8 Human resources

The KZNPI employs the Administrative Director and two permanent staff. The KZNPI contracts the majority of its educators from different organizations. The two permanent employees are directly involved with the course and facilitation. Farm attendants run the farm and act as mentors to students during the course. An academic qualification in the field of poultry is usually a requirement to be employed as a poultry specialist at the KZNPI. Staff development programmes are limited to occasional workshops and at the discretion of the Director.

3.9 Method of course delivery and learning support materials

The modules are delivered over a period of five months through daily sessions that last for approximately nine hours. Each session is divided into a theoretical in-class discussion of approximately four hours and a practical of approximately five hours. The key methods of instruction include group discussions, demonstrations, simulations and lectures. This is supported by the use of normative teaching aids such as the blackboard, overhead projectors, the flip chart, videos and practical demonstrations.

At the time of this study, the KZNPI management course had no formal course materials available. It was the facilitator's responsibility to select, develop and adapt relevant course materials for his or her course. The organization has some resource materials available, but these are limited and not always appropriate or

suitable. This places a lot trust in the facilitator, but also raised questions about the quality of the training.

3.10 Quality assurance and assessment

3.10.1 Assessment

Both formative and summative assessments are used to assess students. It is believed that the formative assessment helps both the learner and facilitator set the appropriate learning pace and even learning facilitation styles to achieve effective learning. Formative assessment is conducted through written exercises, group work assignments, oral examinations and observations. The learners write a final examination that is used to determine whether a candidate passes or fails. Assessment tools are designed in-house with no informal or formal internal or external moderation systems.

The KZNPI uses two forms of certification. Firstly, if a student scores an average of 50% in the core modules, he or she is awarded with a certificate of merit. There is no mechanism in place that monitors assessments. If they do not achieve the pass mark, they receive a certificate of attendance.

3.10.2 Course evaluation

The only means of evaluation that this course enjoys is a follow-up on qualified learner achievements. This evaluation involves the use of a questionnaire that is sent to the former students to seek information about their current occupations in relation to the course. The idea is to establish how useful the course is. It also seeks the former students' advice on course improvement. This inquiry also helps in the construction of the presentation the Institute has to make on different forums particularly when seeking funds from funding organisations like the Land Bank. The current employment picture is summarized in Table A.

3.11 Course credit value

Except for the visiting lecturers, it is very difficult to pinpoint exactly how many hours each module expends. The reason for this difficulty is that resident facilitators are expected to oblige and sacrifice their time for sudden emergent activities either pertaining to or not pertaining to the five months course. Also, because of the lack of desired progress in the interest of time, resident facilitators can teach extended hours outside of the timetable.

So to work out the number of hours spent on each of the other modules, reference has been made to a recently used timetable into which, out of curiosity, I indicated in the timetable the lessons as I had given them for the Commercial Broiler and Egg Production and Hatchery Management. The rest of the times have been considered as they appear in the timetable. Ancillary to that is an estimate amount of time that the learners use in performing practical work on the farm in the different aspects available. Also taken into consideration is time spent on different subject tours. An estimated amount of time the learners spend on self-study has been accounted for. The table below illustrates the hours spent per module. Considering that a credit equals ten notional hours, it appears this KZNPI programme is worth 92 credits

Table B

Number of hours per Module			
Modules	Theory	Practical/ Study	Total
Broiler Breeder rearing	40	50	90
Broiler breeder layer Management	30	50	80
Commercial Broiler Production	80	166	246
Pullet rearing	30	40	70
Commercial Egg Production	23	110	133
Nutrition	12	22	34
House Sitting and Construction	5	-	5
Disease Control	26	30	56
Hatchery management	12	22	34
Computer Literacy	22	20	42
Communication and Language Development	66	30	96
Economic Literacy	14	10	24
Total Hrs.	360	550	910
Source: Calculated by Mjoli on the basis of existing time-tables			

3.12 Funding

Ever since inception, the main source of financing for the institute comes from a 1% levy on every day-old chick sold by Hatcheries in the KwaZulu-Natal region. The institute has also enjoyed financial support from the Land Bank, Kellogg's Foundation, Kagiso Trust and other members of the poultry industry. A lack of financial support remains a key problem of the KZNPI. Potential learners sometimes fail to register because of a lack of funds. Students are requirement to pay a minimum fee of R3500 to enrol in this course. One of the key activities of the Director is to find resources to cover the expenses of students who are often unable to pay. Funding opportunities for the course seems to be on the decrease. At present the KZNPI is receiving funding from the Swiss-South African Co-operative Initiative (SSACI) and it is expected to meet requirements set by the donor. The KZNPI has also made attempts to access funding via the new skills development frameworks. This includes soliciting funds from the Department of Labour and the Sector Education and Training Authority. This process is new and it would take time before the funding through these routes would be available.

3.13 Conclusion

In this chapter I have provided a descriptive elaboration of the KZNPI course. It is a non-formal education and training programme offered to people both employed and unemployed. It aims to improve the employment opportunities of its clients through either progression in poultry and allied industry career paths, or self-employment.

The five months' poultry management course is a comprehensive poultry course that is geared to equip learners with both knowledge and skill to render them competent in poultry middle management jobs. For this reason the programme provides theoretical instructional offerings, practical instructional offerings and integrated instructional offerings.

The curriculum style recommended revolves around experience and learning. The school farm provides the learners the opportunity of exposure to real practical poultry management situations. The tours to other farms of varying sizes avails the learners the chance to observe that poultry production is possible and in particular the aspiring farmers get to communicate with farm owners, while job seekers get exposed to possible employment opportunities.

Assessment is criterion referenced and both formative and terminal assessment is practiced, including a final examination, which determines whether learners pass or fail. The University of Natal accredits the course. Funding has this far been the product of an initiative by the industry in the province and dedication by the Institute in ensuring that it secures funds from different donor agencies.

Chapter 4

Finding and Analysis

4.1 Introduction

The purpose of the research was to identify the implications of the new FET policy and legislative framework on non-formal adult education and training programmes, with special reference to the KZNPI Five Months course. In essence, this chapter provides an analysis of the programme in relation this policy. This chapter is divided into four sections. The first section described the implication of the policy and legislative framework on the KZNPI as a non-formal provider of adult education and highlights the impact of new legislation on NGOs. The second section looks at the implication of the policy on the programmatic requirements of the current poultry management course. In the third section some implications for learners are provided. The policy and legislative framework also have implications for the organizational requirements of the KZNPI. These are explained in the final section. This chapter basically compares policy and legislation to the KZNPI Five Months programme to determine the variables so as to identify eminent requirements that policy and legislation demand of the programme. These implications will be useful guiding tools in the course and similar course redesign, this time in alignment with policy and legislation.

4.2 The formalisation of the KZNPI Management course

Since 1995, non-formal education has become increasingly included into discussions of national socio-economic developments (Green Paper, 1995). Its importance should naturally be part of a larger debate about the vision of the kind of political, social and economic structure of a democratic South Africa. It therefore cannot escape this larger debate and is being regarded as part of a strategy that would lead from the current situation to the desired future structure of a new democracy.

One of the key elements of development in South Africa is the theme of modernization as the dominant development strategy of gradual change and reform. The role of education in this context is to produce adequate numbers of trained persons in order to satisfy the needs of a growing modern sector. Non-formal education of different types is more and more being seen as a mechanism that can be used to extend learning opportunities to the unskilled labour force. This is evident in the strategies of government such as the NSDS and non-formal education is clearly linked to economic growth that has become the dominant development framework of government. According to this development framework, non-formal education, like formal education, should become more effectively integrated with work, production and the economic competitiveness. Both formal and non-formal education are seen as systems that primarily function to train people to fit into the development framework. This tendency is not new and a growing body of literature deals with the increasing connections between education and economic growth (Torres & Burbules, 2000; Torres & Arnove, 2000; Foley, 1994). Formal, non-formal and even informal learning are therefore being viewed as a unified sector that should serve the goals and the needs of the state. As a result, active planning, monitoring and funding of non-formal education are becoming a new focus of government. This is also evident when one looks at the current policies and legislation, especially the SDA and SDLA.

Non-formal education as part of a unified system that is well integrated with formal education is evident. Much attention is given to the development of strategies that combine the roles of non-formal and formal education in promoting economic development. It is during this development process that certain types of non-formal education are placed under pressure to conform to a new system based in a new policy and legislative framework. The pressure to conform is implemented through a policy and legislative framework and the resultant systems, procedures and process that include qualifications, standards, quality assurance mechanisms and funding formulae. These systems regime is clearly leading to the formalisation of certain forms of non-formal education. The KZNPI's programme is an example of this together with programmes offered by FET institutions and other NGOs. A number of issues or implications of this development is described in the sections below.

It is important to note that this unification process, however, is encountering its own problems. One of the major problems is the reallocation of resources from formal education to non-formal education. It creates tension between two systems and it is not clear whether this merger is feasible.

4.3 Programmatic requirements

The new policy and legislative frameworks also seem to have significant implications for the programmatic requirement of the poultry management course. The programmatic requirements affected include issues related to qualifications and standards, level of qualifications, learning programmes, course development and quality assurance. This is explained in the section below.

4.3.1 Qualification

The KZNPI course needs to meet the requirements of a qualification.

The first implication relates to the qualification that this course leads to. The KZNPI will have to decide whether this course should lead to a certificate, diploma or a part qualification. According to the FET Policy, a Further Education and Training Certificate (FETC) or the equivalent of a Grade 12 (Matric) should meet very specific criteria. My experience with the management course leads me to believe that this course is equivalent to a FETC at NQF level 4, of which some components of the course are below or higher than Grade 12. It should therefore be a learning programme that meets the requirements of an FETC. This policy directive has other implications, which I explain in the sections below.

Secondly, the KZNPI needs to decide whether its programme should lead to a whole qualification or a unit standards-based qualification. Whole qualifications consist of a combination of exit level outcomes whereas the unit standard-based qualification consists of a combination of unit standards registered on the NQF. The exit level outcomes or unit standards for this particular field of study did not exist at the time of this research. It is however, only a matter of time before standards in this area would be generated. These standards will have to be used as

a clear guide for course development. At the time of this study, the policy discussions about FETCs were unresolved, but the immediate debates suggest that FETCs would consist of fundamental, core and elective components. There were also no qualifications on poultry management registered with SAQA at the time of this study.

4.3.2 Level

The KZNPI management course needs to be pegged to a qualification at a level on the NQF.

Although the current course of the KZNPI is being offered in collaboration with the University of Natal, it is quite clear that this programme is not a traditional university course. Most of the student's enrolled in the course would not qualify for entry into the University because of their current qualification. The level of the course is more easily compared to those offered in a technical college or the new Further Education and Training Institutions. The implication for the KZNPI is a decision that would clearly indicate at which level of the NQF this course should be pegged. As suggested in the section above, I argue that this course is best placed at NQF Level 4. This means that the qualification should be a FETC. This FETC might contain outcomes in the course that are higher than those usually found at the FETC level. SAQA produced level descriptors for each NQF level and these should be used to assess the most appropriate level of the course.

4.3.3 Learning programmes

The KZNPI management course needs to be redeveloped into a complete learning programme that meets the requirement of a qualification or part thereof.

A further implication of this legislation and policy affects the way the present course is designed. In order for the KZNPI to offer a course that reflects a whole qualification or a part qualification, it is necessary that the course meet all the exit level outcomes or general competency statements in unit standards of that qualification. This would lead to an evaluation of the current course and a redesign of the course that would align to the competences described in the qualification.

This redesign process might have to ensure that the course reflects the fundamental, core and elective components of that qualification. For instance, the FETC requires that a learning programme (course) leading to that qualification support a learner to acquire mathematical literacy and language literacy in the mother tongue and a second language. These requirements suggest significant redevelopment of the KZNPI management course. Course materials should also reflect an outcomes-based approach which means that all course materials and supporting processes clearly show how the exit level outcomes of unit standards defined in the qualification are met. This would further present challenges to the Institute to produce good materials, capacity to teach the course or to forge partnerships to provide these programmes.

The KZNPI would further have to consider restructuring or adapting the way it provides programmes and this should also be considered when learning programmes are designed. The policy framework suggests that courses should be offered in a variety of ways. These include learning programmes, learnerships, skills programmes and short courses. These are briefly described below.

4.3.3.1 Learnerships

The management course should be reconceptualised for delivery as a learnership.

Learnerships are primarily workplace learning supported by structured institutional learning. Learnerships should be available to the employable, employed and unemployed. Learnerships are proposed by employers and approved by the relevant SETA. Learnerships result in qualifications that are constituted by the nationally defined and predetermined exit level outcomes of unit standards. A learnership is usually provided with learning support materials that support learners to achieve a qualification at the particular level that the learnership is registered.

The reality of the KZNPI is that there are no learnerships yet, but would most likely materialize. This would require that the KZNPI develop relationships with the relevant SETA and industry. The KZNPI would train candidates who could provide the necessary human resource to this sector. Learnerships are most likely

to become the key form of learning programme delivery because of the emphasis being placed on the integration of theoretical and practical competence. The KZNPI is in a good position to do this because of the current way in which it delivers the management course. It would, however, require a considerable curriculum development process and perhaps additional human resource to delivery this process.

4.3.3.2 Skills programmes

The management course should be subdivided in order to be delivered as skills programmes.

The second form of delivery is the skills programme. Skills programmes are usually occupationally based programmes and only constitute credits towards a registered qualification on the NQF. It could therefore be part of a learnership or a learning programme. This type of programme focuses attention on the practical skill. It does not lead to a full qualification and only a part of the learning programme is provided to the learner. The KZNPI's course is currently structured in such a way that learners spend 50% of their time on the development of practical competence. The development work required delivering a skills programme in poultry management would be similar to that required to develop a learnership. The KZNPI would need to do significant development to provide skills programme although they might be in a position to do this at present.

4.3.3.3 Short course

The legislation also allows learners to achieve part qualifications through short courses. Short courses range from few days to a few months and cover a part of a qualification smaller than those in a skills programme. The KZNPI management course is currently regarded as a short course because of its current length.

4.3.4 Poultry management and outcomes-based education

Policy recommends Outcome Based Education (OBE) approach. This approach segments learning goals into achievable targets called specific outcomes. Learners

have to be informed about each unit standard that they tackle as well as the relevant specific outcomes. That puts their mind set into perspective and provides them with a clear percept of the needed knowledge and skill. It is very important that once their curiosity to know and do has been aroused, the initial performance of the skill is correct. Collins however asserts that this approach to curriculum relegates all human effort amenable to measurement and techno-bureaucratic control, an obsession he calls “the cult of efficiency” (Collins 1999: 2). Engelbrecht et al. (2001) conducted action research to change ‘existing qualifications’ to Outcome Based Qualifications. Their point of departure was the determination of outcomes of each level of qualification B.Tech: Policing. In the process they discovered that fragmenting the programme into measurable components defeated the purpose for a social science programme, a thought in agreement with Collins. Margaret Inglis (undated) of the University of Natal lists subjects that need to be covered during the five months. She also suggests an approach towards programme delivery. There is no evidence, however, of how the programme will be developed or evaluated. The only evaluations acknowledged is the follow up on former students’ progress conducted by the administrative director usually as a part requirement in seeking funds.

Since there are no unit standards yet for poultry, the KZNPI is left to manoeuvre some aims and objectives for each of their lessons. Some facilitators do that extensively, some only manage to write them on the handouts that they give the students and do not make an issue of it, while others do not even bother about aims and objectives. This is not because they walk into a class aimlessly, but they have not been trained to practise this approach to teaching

4.3.5 Poultry management and curriculum theory

In designing the curriculum, Margaret Inglis (undated) based the curriculum on the concept of the ‘theory of construction of knowledge’ that is ‘that the learners have individually to make meaning of what they are taught, and actively construct that knowledge and understanding for themselves’. Considering that the main aim of the course is capacity building, one immediately contemplates that the theory of learning that will be engaged derives from the cognitivist theory encapsulating the liberal, progressive, experiential, needs and radical approaches to curriculum. In

practice, however, the KZNPI approach to curriculum remains anonymous. This is because there is no mechanism to confirm which approach each and every one of the facilitators adopts. With the structural learning support material availed learners and no attention paid to material development and content, the tendency appears to be inclined towards overemphasizing the practical work against the articulation of theory to practical situations.

Outside of proper teaching materials, how does the programme guarantee the knowledge the learners acquire? What type of knowledge is it? Is it rationalist or empiricist (Kelly, 1989: 31-34)? What guarantee is there to say that the learners register for a 'management' course but find that they are being trained to perform simple skills? From what educational ideology does the KZNPI curriculum derive (Aitchison, 1998: 16 & 31; Fotheringham, 1998: 17)? Which knowledge theory emerges from the hidden curriculum (Fotheringham, 1998: 4) that unfolds from this practice? Could it be that all the time the KZNPI has been repeatedly subjecting learners to learning whose value is to say the least 'unknown' yet accredited by the University of Natal?

4.3.6 Learning support materials

The KZNPI would need to develop a full set of learning support material.

Learning support materials to support the delivery of learning programmes, learnerships and skills programme are central to the teaching-learning process. Learning materials that clearly define the outcomes, and provide sound theoretical and practical knowledge at the appropriate level, are essential. In addition to this, it might require to reflect good methods of instruction and the most appropriate assessment tools that reflect a sound understanding of experiential learning theories. This is one of the greatest challenges for the KZNPI, because its curriculum might be of good quality, but lacks the necessary learning support material. The KZNPI would therefore need to invest in the development of a good set of learning support material, and this should form an integral part of the learning programme development process. Some good examples of materials development processes in other field of learning have been done. A good example

of learning support material that has been developed is that of St John Ambulance (Harley et al., 2001).

Other support materials include materials and equipment necessary for practical training. Materials and equipment include the lecture hall and its facilities, as well as the farm with a variety of poultry houses and equipment. In addition to the farm the learners are taken to visit farms outside of the institute and get exposed to the different areas of poultry production in practice, as well as to expose them to farmers' experiences. Plans for upgrading equipment and facilities are evident in the continuous improvement that the KZNPI has put in place since 1998. For instance, in addition to the farm and lecture hall, an exhibition hall has been erected in which different companies that work with poultry display their products. These include vaccine suppliers; poultry equipment manufacturers, feed mills and even poultry house construction companies. The KZNPI has a good facility do support the development of practical competence.

4.4 Quality assurance and assessment

Quality assurance systems and assessment design are two other areas that would require careful analysis, planning and delivery. These processes in the KZNPI are limited and in need of development. There are a number of implications posed by the new policy and legislation framework. These are summarized below.

4.4.1 Placement tools are required

Assessment at the KZNPI begins during the screening of the applicants. This assessment is a form of RPL. The learners submit all their certificates recently certified and anything that serves as evidence towards learning obtained. These could be school reports, references, etc. The prospective learners are subjected to an interview with a panel of four interviewers, three facilitators including the principal and training director and the administrative director. After the interviews the learners write a simple basic arithmetic test and English comprehension test. For the learners to qualify, they need to obtain at least 50%. These tests do not only help establish learners proficiency with both the language of instruction and

mathematics, but help in the determination of how to approach the relevant subjects to afford them best possible learning.

4.4.2 The assessment tool design needs to be reviewed

OBE advocates a holistic assessment on the basis of outcomes. In this kind of assessment the learners are responsible for their own learning and progress, constantly motivated by feedback and positive comment concerning the worth of their efforts (Manganyi Feb, 1998: 6). (Kraak 1999: 41) describes holistic assessment as the form assessment that permits the learners to demonstrate applied competencies and which uses a range of formative and summative assessment methods such as portfolios, simulations, in site workplace assessments, written and oral examinations. To ensure authenticity and fairness of assessment, internal and external moderators need to be present during the assessment. Learners should also be made aware of the possibility for them to appeal to the responsible ETQA if they feel that their assessment has not been fair in any way.

Manganyi proposes holistic assessment where learners are constantly motivated by feedback and positive comment concerning the worth of their efforts. There is no evidence of constant feedback for the KZNPI learners. There is no evidence of continuous assessment to justify the feedback.

In the KZNPI, learners are assessed by means of written tests and practical/oral examinations. All the assessment occurs only between the learners and the facilitators. There is no mechanism to monitor assessment validity and fairness as required by policy and described by Kraak (*ibid.*). The only standing rule is that facilitators submit the students' marks of assessment to the principal for him to compile a report to determine whether they have passed or not. As mentioned in the course overview, the only criterion is that learners need to acquire at least 50% in the core subjects in order for them to pass.

The KZNPI needs to review its assessment tool design process. At the moment this important procedure is left to the facilitators and no moderation processes are in place. The current policy framework suggests that assessment tool design needs to be linked to the evidence described for exit level outcomes or unit standards. In

unit standards, this evidence is described under the assessment criteria of specific outcomes. The standards also suggest the type of evidence and the quality of the evidence. This poses a challenge to facilitators to design a variety of assessment tools that would gather sufficient evidence from the learning process. The KZNPI assessment tool design might therefore be flawed and in need of review.

4.4.3 Internal and external quality assurance mechanisms are required

The assessment tool design is in need of some internal moderation and external moderation process. The KZNPI needs to use a peer review process to moderate the instruments carefully, as well as an external procedure that can check the relevance, appropriateness and validity of the assessment instruments. It also requires the involvement of an outside assessment agency to moderate the instruments. At present, the South African Certification Council and the SETA might have to play this role. The involvement of a national structure might be useful to compare the quality of the programme with others in the country or to benchmark it with those offered in other countries. An additional quality assurance process which checks the grading of learner results might also be required. This involves a process that checks that learners' learning has been assessed fairly.

4.4.4 Capacity building programmes are required to improve assessment and quality assurance capacity

The development and implementation of assessment and quality assurance mechanisms require a good understanding and the capacity. Training programmes are required to develop the capacity of staff in areas of assessment design, moderation and the implementation on organizational quality assurance systems. In the case of the KZNPI, these processes are limited and it would require capacity building programmes for staff.

In 2001, SAQA registered a number of standards for assessors and the Department of Education has also recognised the assessor as a key role of an educator. This has been declared policy in the Norms of Standards for Educators (1996). Emphasis is

now being placed on the training of educators as assessors. Training programmes on assessment are being developed to train generic assessors. This means that the KZNPI might have to provide training on assessment. It might be more appropriate to integrate the assessor training with the actual course rather than to provide generic assessor training. The facilitators working at the institute have many years of experience in certain forms of assessment and might require additional knowledge on assessment. Training on moderation and the establishment of internal quality assurance systems might also be useful. These include all aspects related to programme delivery and some of the key components to consider include the following:

4.4.4.1 The KZNPI course needs to be quality assured by UMALUSI

The current policy and legislative framework suggests that the programmes of providers of education and training must be quality assured by a national quality assurance body or an agency appointed by that body. In the case of the KZNPI course, the quality assurance body would be SAFCERT or the SETESA. The quality assurance process involves the submission of the course to the ETQA. The KZNPI would in the near future have to submit its course to this body. It is still unclear as to the detail about the organization and the course that would be required. According to the policy, the institute would also be visited as part of the quality assurance process. It might be necessary for the KZNPI to explore key aspects of quality assurance that are commonly used in many education systems. A common tool that is being used to quality assure organization is the quality framework. The quality framework, which contains eleven dimensions of quality including the following:

- Aims and curricula
- Curriculum design and review
- Teaching and learning environment
- Staff resources
- Learning resources
- Course organization
- Teaching and learning practice
- Student support

- Assessment and monitoring
- Outputs, outcomes and quality control
- Student placement

These processes and procedures encourage changes and developments in internal quality assurance practices (Carter and Davidson, 1998; Craft, 1994).

4.5 Learners

Although the current policy context has not shown immediate implications on learners enrolled at the KZNPI, it is likely to learners would be affected largely as a result of the formalisation of the course.

4.5.1 Access to the management course could be affected

One of the key and outstanding strengths of non-formal education is its “open access” to students and its capacity to accommodate heterogeneous groups of people. Heterogeneous groups open up many possibilities for alternate learning strategies in which group members are used as learning resources for other members of the group (Evans, 1981: 33). With the adoption of the new policy, the setting of prerequisites and entry requirements might become a barrier to participation. This is usually associated with highly structured instructional settings that impose requirements for entrance. The new policy regulations are introducing these structures that might pose new barriers to participation for non-formal programmes that are usually open and more flexible (Rogers, 1992).

4.5.2 RPL system needs to be developed

Policy does recommend the use of the workplace for learning and Recognition of Prior Learning – RPL. This means recognising learning irrespective of how or where it was acquired. But it requires that the individual be assessed against appropriate unit standard or standards to qualify. There is no evidence of this assessment for the KZNPI staff, no matter how irrelevant or inadequate their formal qualification in relation to their job demand. Experience and learning from

peers is recognised as sufficient and held in great regard. Plenty can be learned from experience, including mistakes. As the Department of Labour observes:

Our research has shown that whilst some firms do excellent training, too many still do little more than introduction to task training. There is still too much reliance on workers learning by copying what the next person is doing – ‘sitting next to Nellie’. Such training leads to both good and bad habits being passed on from worker to worker, from generation to generation. (www.labour.org.za)

With such a wide variety of the capabilities of the facilitators, one needs to ask, “what exactly are the learners subjected to in terms of how¹ and what they are taught?” How much of ‘sitting next to Nellie’ happens with these learners? And what does it contribute to their knowledge? How competent are the learners that graduate from the KZNPI Five Months course?

4.5.3 Financial implications might demand that learners have to pay more

With the formalization of non-formal education and the development of structured learning programmes in the form of learnerships and skills programmes, the pressure placed on NGOs due to financial constraints and the decline in donor support, more pressure is likely to be placed on learners who want to access education and training programmes. This cost to learners is further exacerbated by the competition with formal schooling for resources. Current trends indicate that costs for schooling and non-formal education are increasing. This suggests that more pressure is being placed on learners to pay higher fees. The KZNPI has received 400 applications from students who wanted to enrol in the course. Only 18 could afford to pay fees. The KZNPI was unable to enrol those who could not pay. Although funding through the legislation might be available, the cost to learners might remain a barrier to further education and training.

¹ At least three recent groups of learners have complained of being taught ‘parrot fashion’, and receiving poor response to questions posed by students to some lecturers. The same groups of learners have suggested an improvement in teacher preparedness and a summary of lessons for delivery, that the facilitator will be familiar with and thus afford acceptable lesson presentation for better lesson comprehension.

4.6 Organisational Requirements

4.6.1 Registration and accreditation

The KZNPI needs to be registered and accredited by an ETQA.

One of the key expectations of the policy and legislative frameworks is the registration and accreditation of providers. Registration refers to the process during which a provider of education and training is recorded on a database. In the case of the KZNPI, its registration would indicate that it provides programmes in the field of agriculture and at a particular NQF level. For the registration process to take place the Institute needs to complete an application, which forms the basis of that registration. Accreditation refers to the process that follows once detailed information of the organization has been captured and its programmes have been evaluated according the qualifications and standards which they are intended to satisfy.

Most of non-formal adult education and training providers and programmes are not yet accredited. This happens because of four reasons:

- The accreditation process is rather laborious and very demanding especially with respect to time.
- The programmes have clients who are not aware of accreditation and therefore do not make an issue of it (Perry, submission 2003).
- Many providers are small and do not have staff to tackle the accreditation issues².
- Many of the SETAs who are responsible for accreditation do not have the capacity to do the accreditation.

In some cases providers have been granted interim accreditation as a short-term measure while proper accreditation system and the capacity are in place. Musker

2 The KZNPI, for instance, boasts two permanent staff members who are the principal and his assistant. They are also heavily involved with facilitating, training and ensuring the smooth running of the farm as well as attend to learners' affairs, seeing the course is residential. The administrative director is continuously busy trying to raise funds for the institute.

et al. (2000) in a recent report state “that providers lack capacity to cope with QMS because of lack of time, lack of capacity because of the size of the organisation and that data gathering is not a priority” (Musker et al., 2000).

The KZNPI is not registered or accredited. Correspondence between the KZNPI and the SETASA reveals that the Institute has, since 1999, unsuccessfully made efforts to get the course registered and accredited. It appears that SETASA is unable to deal with the registration and accreditation issue. According to the Institute’s administrative director very little ever comes back from SETASA in response to the Institute’s letters.

Accreditation is very important. One is therefore inclined to question whether by failing to respond to the KZNPI SETASA is not violating policy. Hence one wonders whether the system is deliberately making it its mission to fail programmes. Similar experiences have been noted. French and Thumbadoo argue that the system has been observed to be responsible for the “failure to afford ABET the attention that it deserves” (French & Thumbadoo, 2003: 1). Personal correspondence with the Adult Learning Network indicates similar experience amongst ABET providers who have great difficulty in getting registration. This problem seems to be widespread and it suggests that the bureaucratic system is unable to deal with a complicated accreditation process.

For the KZNPI course to be accredited, SETASA, like all other ETQAs, requires for the institute to provide evidence of capacity to provide for the course appropriately. This requires sufficient resources, programme sustainability and quality management systems that enable the provider to keep organisational standards and programme provision of high quality, as well as the capacity to manage learning well. This process is also linked to funding. Without the necessary registration and accreditation completed, the KZNPI might not be able to access and funding available through the Skills Development Act and the Skills Development Levies Act.

4.6.2 Re-organization of work

The KZNPI needs to re-organise its staff to work more effectively and efficiently.

With the new legislation comes the pressure to reorganize the work within the Institute. Although this re-organisation is not yet taking place, the likelihood that it would take place is imminent. Much of this reorganization is linked to the resources available to this non-formal education programme. One of the organizational characteristics of non-formal education programmes is its flexibility, responsiveness and effectiveness in dealing with real problems and needs of communities. The KZNPI is an example of such a programme that is linked to the livelihoods of people and a great source for food security in rural communities. This programme therefore has great value to poor communities where unemployment is high. With the phasing in of new policy and the decline in donor support, the KZNPI is forced to look at the government sources of funding through the SETAs and National Skills Fund. This is likely to affect the flexibility and responsiveness of the programme because an increase in government revenue would most likely result in the course being placed under direct government control. This is already evident in the control measures that are being constructed through the legislation and the bureaucratic systems of SAQA, SETAs and ETQAs.

With this reorganization comes greater pressure to run the organization as a business. Many traditional NGOs are facing the option of becoming commercial providers because of the funding crisis amongst civil society organizations. Most NGOs are currently registered as Section 21 companies and are viewed as private providers of education and training. The KZNPI has also been registered as such.

4.6.3 Staffing and staff development

Staffing profiles need to be reviewed and capacity-building programmes for staff are required.

Staffing is a crucial design issue in non-formal education, particularly because of its impact on costs of programmes. In the past, NGOs have been able to keep administrative costs low through using a simple supervision hierarchy within the organization. Non-traditional sources of staffing have been the most significant form of resources for non-formal education programmes. This is beginning to

change. The new policy and legislative framework places great emphasis on the development and training of staff. Although the need for training is an absolute necessity, it has also resulted in an increase in the professionalisation of staff that is driven by certification. The result of this is a demand for better remuneration packages so that the cost of non-formal education might soon be an extension of the formal education system with comparable costs. As a result, the cost of non-formal education might escalate which would place greater pressure on learners and communities to pay for it. The pressure on the KZNPI to provide training to staff to deal with this new policy and legislative framework remains. The new legislation also compels the KZNPI to provide training for staff. The institute pays a levy to SETASA, but has not received a grant in any form as yet. Negotiations continue with SETASA though. The institute hopes to access funds from the skills fund of the SETA. The SETA representatives have paid a visit to see the institute, and have held discussions with the institute as early as 2001. Nothing has materialised so far. But again the institute is not accredited as yet and has not complied with the rules pertaining to accessing the skills levy grants. What then is the KZNPI negotiating with the SETA about?

The ultimate implications for staffing and the remuneration of staffing would be determined by the decision taken by the organization. It would appear that the choice is limited to two. The KZNPI should either remain as an NGO with limited relationship with the new legislation, or convert to an organization that fully supports and implement the policies.

4.6.4 Partnerships

The KZNPI needs to consider partnerships with other providers and agencies.

The current staff compliment of the KZNPI is presently small and it is highly unlikely that they would be able to teach an expanded programme which the policy and legislative framework suggest. It is also evident from the current qualifications and experience of the staff that they might not be able to provide learning and teaching support in areas defined as fundamental and elective. This means that the KZNPI might have to work closely with other organizations that could provide this service.

The need for well-developed programmes and course material is also evident. Although the Institute might have the intellectual capacity to deliver programmes that deal with poultry, there is a lack of capacity to develop integrated course materials. A partnership with curriculum developers is therefore also essential.

4.7 Funding

Alternative sources of funding need to be considered.

Ever since inception the KZNPI it operated on funding from different donor organisations. In addition, the poultry industry in the province has played a significant role in sustaining the institute. Hatcheries still continue to contribute an approximate 1% levy on all day-old chicks sold in the province. This funding opportunity is unlikely to be terminated due to the changes in the industry. Financial support has also been accessed from donor agencies. The National Development Agency and the Swiss International Development Agency are the two main funders of the KZNPI. Continued funding from these sources is based on regulations stipulated by the donors. Sourcing funding from international donors is becoming more and more difficult. Aitchison et al. (2000) note that many NGOs in the ABET sector have been unable to secure donor funding due to bilateral and multilateral agreements with government. NGO activity in the ABET sector has also declined significantly due to a funding crisis. The KZNPI has also been experiencing great difficulty in accessing donor funds. As a result, the KZNPI is forced to look at the new policy and legislative framework as a potential source of funding through the SETAs and the National Skills Fund. The NSF appears to be the only way to access funding from government and this requires the Institute to adhere to the strict and bureaucratic procedures. The development of good learning programmes, learnerships and skills programmes seems to be the best options to attract government funding. It might also be forced to increase the costs to students who want to enrol in the course in order to remain sustainable.

4.8 Conclusion

From the analysis provided in this chapter, it is clear that the new policy and legislative framework is presenting quite serious implications to both the future of the KZNPI and its management course. From the above analysis it has been made evident that non-formal adult education programmes and their providers are also still far from meeting policy and legislative requirements. The implication is that the KZNPI Five Months course does not meet quality standards. It is problematic to provide a course with no set standards because it is not easy to measure output and evaluate successes and failures.

In the first part of this chapter, I argued that the new policy and legislative framework has drastic implication for non-formal education and training programmes. It is clear that this legislation is leading to the formalisation of non-formal education and that it is geared towards placing it under firmer control of government. This is done through bureaucratic systems of funding while at the same time limiting access to donor funding. I have also highlighted that this legislative framework might also attempt to merge formal and non-formal education into a unified system so that it could better serve the immediate and further economic needs of the country. This attempt to alleviate the status of non-formal education to that of schooling creates its own difficulties and might not be feasible. In the second part of this chapter, I highlighted the implications posed by the new policy and legislative framework to the learning programmes of the KZNPI. Key issues discussed included those related to qualifications, learning programme design, and curriculum matters and modes of delivery. These issues, I have pointed out, are significant challenges to the Institute. Thereafter I presented an analysis that dealt with the implications related to the organizational requirements. Issues of reorganization, staffing and privatisation were highlighted. In the final section, I looked at the aspect of funding. This remains the core of my concern. If the KZNPI do not give careful consideration to funding options, the Institute might face closure. The new policy and legislative framework might offer a lifeline to the Institute but this would come at a cost.

Conclusion

Poultry management is also an important part of food security in communities where people are unemployed and under pressure to survive. As part of non-formal education, it provides communities with essential knowledge and skills to provide food security and to maintain their livelihoods. Poultry management therefore forms part of a broader non-formal education system that works to improve the health, economic livelihood and the education of impoverished people in South Africa. Other forms of non-formal education that forms part of this system include literacy, basic education, farmer education, agricultural education, population education, cooperative education, nutrition education and community development. Poultry management training is not only required by those in pre-employment and employment, but is also of importance to people interested in establishing their own poultry businesses. In addition to this, there are also people who simply want to learn about poultry management as part of their own personal development and interest. The KZNPI course has become particularly important in light of the level of unemployment in the province of KwaZulu-Natal and the need to develop skills that enable people to become more self-sufficient and self-reliant.

Since 1995 a number of policies and laws were developed. The policy and legislative framework aims to transform the education system. This legislative framework also poses significant challenges to the non-formal education sector in South African society. To understand the implications of this new policy and legislative framework, this case study was done with specific focus on the KZNPI management course. From the analysis it has been made evident that non-formal adult education programmes and their providers are significantly affected by this policy and legislative framework. In presenting this study, I have organized it into four chapters.

In the first chapter, I outlined the background of the study and the methodology that the investigation took. This study constituted the scrutinisation and weighting of both policy and legislation against adult non-formal education programmes, especially the KZNPI Five Month Poultry Management Programme. To realise this goal, the study took the form of qualitative research with some quantitative data for the corroboration of information. The case study method, informational evaluation and participant observation were the research methods applied. To collect data, documents were examined, interviews conducted and submissions that were made and were relevant to the study were considered. Literature source samples included members of the INPLL and Perry's report on the partners' registration and accreditation status as well as all documents and websites relevant to the study. The intuitive analytical technique similar to precision and pattern matching expounded by Firestone & Dawson (1988: 210) and Yin (1993: 110) respectively was employed to analyse data.

Chapter Two provides a detailed overview of the key policies and other theoretical frameworks that are applicable to the KZNPI course. A brief discussion about non-formal education is introduced and this was followed by a description of the key policies and laws. Consideration has also been given to the OBE, curriculum models and learning theories that inform curriculum design, teaching and learning. Personal development, skills development and job creation are seen as a major route towards state competitiveness in the accumulation of capital. For this reason, in South Africa skills development has been prioritised and evident to this recognition is the focus afforded adult basic and further education and training enshrined in the Constitution of South Africa. This perception impresses on non-formal education. Non-formal education features numerous programmes that are skills development related, such as the KZNPI course. These programmes are under pressure to conform to new policies that bring it under firmer control of the state.

Chapter Three focuses on the KZNPI course and a detailed description of the course is provided. This description encapsulated the course outline, learning support materials, staffing and staff development, curriculum approach, subjects and assessment. The overview of the course reveals that the course has good intentions and aims to build capacity in a key area of the agricultural sector. The course, which

is placed in the FET band of the NQF, needs redevelopment if it wants to meet all the requirements of the new policy and legislative framework. I argued that the new policy and legislative framework has drastic implication for non-formal education and training programmes. It is clear that this legislation is leading to the formalisation of non-formal education and that it is geared towards placing it under firmer control of government. This is done through bureaucratic systems of funding while at the same time, limiting access to donor funding. I have also highlighted that this legislative framework might also attempt to merge formal and non-formal education into a unified system so that it could better serve the immediate and further economic needs of the country. This attempt to elevate the status of non-formal education to that of schooling creates its own difficulties and might not be feasible. I also highlighted the implications posed by the new policy and legislative framework to the learning programmes of the KZNPI. Key issues discussed included those related to qualifications, learning programme design, and curriculum matters and modes of delivery. These issues, I have pointed out, are significant challenges to the Institute. If the careful consideration to various funding options is ignored, the Institute might face closure. The new policy and legislative framework might offer a lifeline to the Institute, but this would come at a cost.

This study has investigated into the implications of this new policy and legislation on non-formal adult education programmes with particular reference to the KZNPI Five Months Poultry Management Course.

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