

# TETA'S INSTITUTIONAL PROGRESS

By

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## INTRODUCTION

This paper describes the institutional progress made by the Transport Education and Training Authority (TETA) three years after its establishment on 01 April 2000 following the promulgation of the Skills Development Act. It will focus specifically on the Maritime Chamber, one of eight Chambers of the TETA. Each Chamber within the TETA represents a separate industry or sub-sector of the transport sector; The Maritime Chamber is concerned primarily with enterprises associated with seafaring, fishing, port operations and related land-based services.

Since the establishment and functioning of TETA is so integrally interwoven with the government's National Skills Development Strategy, the paper begins by reviewing the spirit and intent of the broader legislative environment that was created to regulate skills development in South Africa. It broadly considers the mechanics of the new vocational education and training environment, looking at the support structures that have been created as well as some of the more significant systems and processes.

The mechanics of the system are then further unpacked and considered in the light of the transport sector. The paper describes the establishment and direction of TETA, looking at the Maritime Chamber as a microcosm of TETA<sup>1</sup>. It will look at the role of the Chamber in the maritime sector, the manner in which it is structured to deliver on its mandates, its key functions and responsibilities and feedback on its delivery record to date. This section will also focus on some of the key challenges facing education and training and some of the additional complexities involved in introducing the legislation into the maritime sector. Specific consideration will be given to the efforts required to establish a constructive link between a nationally regulated vocational training environment and the internationally recognised licensing environment currently operated by the South African Maritime Safety Authority (SAMSA).

## SETTING THE SCENE: THE LEGISLATIVE CONTEXT

The transformation in vocational training South Africa to a philosophy of lifelong learning is the culmination of the findings of wide ranging research in the mid-nineties that called for a national training strategy that would address:

- Integration of education and training;
- Provision of education and training that meets national needs;
- A national framework of standards and qualifications;
- A system that allows for portability, articulation and progression of education and training.

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<sup>1</sup> *The words TETA and Maritime Chamber may be used inter-changeably at times. In order to avoid confusion, it should be stated from the outset that the Maritime Chamber is a constituent part of TETA. Broadly speaking, the operational divisions of TETA are responsible for interpreting regulations and establishing policies for implementation. The Chambers within TETA are responsible for ensuring that policies take cognisance of sector-specific issues and for implementing these policies within the sub-sectors. Some overlap of function has occurred over the past two years but the restructure process currently taking place within TETA should avoid this in future.*

The Department of Labour and the Department of Education took the lead role in ensuring the integration of education and training. Three important sets of legislation were created, the South African Qualifications Authority Act, the Skills Development Act and the Skills Development Levies Act. While implementation is managed through two ministries, each Act is designed to fit into and build upon the principles of the other.

## Department of Labour

### *Background*

The overarching aim of the Department of Labour is to implement a strategy to improve the skills of people in South Africa – in a manner that will contribute towards the development of a more socially inclusive society and in a manner that will assist industry and commerce to compete in world markets. Government's intent is encapsulated in the National Skills Development Strategy that sets national targets for the development of skills required to:

- Promote quality lifelong learning;
- Promote formal sector growth;
- Promote growth in the SMME sector;
- Promote social development initiatives;
- Support access for new entrants into labour market.

The mechanisms for attaining the goals of this strategy can be found in the Skills Development Act (Act 97 of 1998) and the Skills Development Levies Act (Act 9 of 1999).

### *Principles of the Acts*

The aim of the Skills Development Act is to improve the skills of South Africans, ensuring relevance of learning to the existing and future business environment. In doing so, the Act created:

- **New structures**<sup>2</sup> for regulating training and providing the institutional framework necessary to determine and implement national, sectoral and workplace skills development strategies;
- **New forms of learning programmes**<sup>3</sup> leading to qualifications recognised on the National Qualifications Framework (NQF);
- **New funding mechanisms**<sup>4</sup> to fund and incentivise skills development.

Where the Skills Development Act regulates how the skills development strategy will be funded, the Skills Development Levies Act describes how money will be collected through levies paid by employers. The Act provides for the administration, imposition and recovery of the levy, as well as the collection of the levy by SETAs.

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<sup>2</sup> The Act established the National Skills Authority (NSA) and Sector Education & Training Authorities (SETAs). The NSA was established to advise the Minister of Labour on policy and regulatory matters relating to the development and implementation of the National Skills Development Strategy. The role of SETAs will be discussed under the section, Transport Education and Training Authority (TETA).

<sup>3</sup> The Act established learnerships and skills programmes – both of which are dealt with in later sections.

<sup>4</sup> The Act established the levy/grant system and the National Skills Fund (NSF). The levy/grant system provides that employers will pay a skills levy, currently set at 1% of payroll. SETAs receive 80% of the levy contributions of the companies that make up that sector. SETAs may use 10% (of the total contribution) for the purposes of administration. The 70% that remains (the so-called levy income) is earmarked to go to industry through the grant system. The National Skills Authority administers the remaining 20% which may be used only for projects of national priority.

## Department of Education

### *Background and principles of the South African Qualifications Authority Act*

The promulgation of South African Qualifications Authority Act (Act 58 of 1995) was government's attempt to bridge the gap between education and training; recognising both skills and knowledge as forms of learning. The Act established the South African Qualification Authority (SAQA) and mandated it to establish the National Qualifications Framework (NQF) - a single, unified system of education and training qualifications. The objectives of the National Qualifications Framework include:

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

The SAQA Act, and the regulations published by SAQA, have resulted in numerous institutional and procedural changes to the education and training environment. These systems are often fairly complex and it falls beyond the scope of this paper to examine them in any detail. However, two of SAQA's more relevant functions include:

- **To register standards and qualifications on the NQF:** All qualifications registered on the NQF are made up of unit standards<sup>5</sup>. The composition of unit standards is defined by SAQA, as is the methodology in which standards are established. SAQA has developed a regulatory framework for the standard setting system, which includes the creation of National Standards Bodies (NSB's) and Standard Generation Bodies (SGBs)<sup>6</sup>.
- **To assure the quality of education and training that is delivered in reaching these standards and qualifications:** To ensure that the quality of learning achievements is according to registered standards and qualifications, the Act requires that the delivery of training is subject to a quality assurance process. In order to avoid SAQA itself having to ensure the quality of all learning, it delegates this function to Education and Training Quality Assurance Bodies (ETQAs). It is the function of the Education and Training Quality Assurance Bodies to accredit training providers that have the systems needed to support formal learning.

## **TRANSPORT EDUCATION & TRAINING AUTHORITY (TETA)**

### Background

The Skills Development Act established 25 Sector Education and Training Authorities (SETAs) in April 2000, with each SETA serving a separate sector of the economy. The Act defines the functions of a SETA, stating that each SETA must:

- Develop and implement a Sector Skills Plan (SSP);
- To design, register, manage and promote learnerships;
- Administer the levy/grant system and pay grants according to sector priorities;
- Quality assure training and accredit providers;
- Measure the learning and report to the Minister of Labour.

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<sup>5</sup> A standard is a learning outcome, defining what needs to be done, the skills and tasks necessary to carry out the task and the criteria necessary to measure competence of the learner.

<sup>6</sup> Both NSBs and SGBs are duly constituted bodies that perform various functions with regard to establishing the standard of learning required for an industry and recommending its registration on the NQF.

The Transport Education & Training Authority (TETA) was established to coordinate skills development within the transport sector.

The overall objective for the transport sector is to provide safe, reliable, effective, efficient and fully integrated transport operations and infrastructure, that will best meet the needs of freight and passenger customers aimed at improving levels of services and cost, in a manner that supports economic and social development whilst being environmentally and economically sustainable.

The National Department of Transport has identified the building of high quality skills as a fundamental requirement to achieve the overall requirement of the transport sector. TETA was established to fulfill this role.

### Purpose and structure

TETA's vision is simple, i.e. to develop and improve skills in the transport sector. This will be achieved by facilitating a framework of learning through a delivery system that enhances the level of skills in the transport sector workplace.

TETA's governing body is a council, which is constituted according to the requirements of the Act. It also recognises the unique requirements of the diverse sub-sectors that make up the transport sector and has consequently established eight chambers, i.e. Aerospace, Forwarding and Clearing, Freight Handling, Maritime, Rail, Road Freight, Road Passenger and Taxi. In order to coordinate and centralise certain activities, TETA has also established four additional business units, namely, Skills Development, Education & Training Quality Assurance, Finance and Administration.

### Significant achievements

Some of the more significant achievements of TETA include:

- 93 % disbursement of levy grants last year;
- Approved R62 million in discretionary grant projects and managing the implementation of approximately 300 discretionary grant projects;
- Implemented 69 strategic projects within the transport sector (R17 million);
- Support five Standard Generating Bodies (SGB's), including the SGB: Maritime Operations;
- Registered 10 Learnerships and implemented four of these;
- Received accreditation as an Education & Training Quality Assurance body (ETQA) in April 2001;
- Accredited 34 service providers (numerous others are receiving assistance in obtaining accreditation);
- Implemented benchmarking projects in partnership with Netherlands, Belgium, Australia and Canada.

### **MARITIME CHAMBER**

The Maritime Chamber essentially replaced the former Maritime Industry Training Board (MITB) in April 2000. As a constituent part of TETA it was mandated to assume some of MITB's functions and also granted additional powers and responsibilities.

### Representation

The Maritime Chamber represents the industry in which employers and employees are associated for the purpose of activities on all vessels used at sea, and the associated land based services, for the transport of persons and cargo, the mining of mineral resources and the activities involved and incidental thereto, the putting to sea in order to find, catch or garner marine living resources within the South African exclusive fishing zone, and the transportation of these for landing at South African Ports. The definition includes:

- Ocean and coastal fishing
- Water Transport
- Coastal Shipping
- Ocean Shipping
- Inland Water Transport

#### Composition of the Management Committee

The skills development environment has brought about a so-called tripartite arrangement – bringing industry, labour and government together in the management of skills development initiatives. The Chamber receives strategic leadership from industry and other role players by means of a management committee representing the following organisations<sup>7</sup>:

- **Employer bodies:** Seafarers Employers Organisation, South African Fishing Industry Employers Association, South African Pelagic Fish Producers Association and the National SMME Fishing Forum.
- **Worker organisations:** Trawler & Line Fishermen's Union, Weskus Werkersunie, National Certificated Fishing and Allied Workers Union, Food and Allied Workers Union, South African Transport and Allied Workers Union, Salaried Staff Association, United Transport & Allied Trade Unions and the Maritime Industry Trade Union of South Africa.
- **Government Departments:** the Department of Transport, the SA Maritime Safety Authority, Marine and Coastal Management and the SA Navy.

#### Key Responsibility Areas

For the purposes of this paper the functions of the Maritime Chamber are similar to those described for TETA. The remaining sections explore some of the more relevant functions and the manner in which they are being dealt with by the Maritime Chamber.

#### Planning for development

##### *Background to sector skills planning*

In order to ensure relevance of learning to the labour market, SETAs are mandated to develop and implement Sector Skills Plans (SSPs).

The primary role of the SSP is to identify changes in the labour market, the demand for skills and the priorities for skills development. The Sector Skills Plan is a strategic document, evidencing the current status of the sector, forecasting trends and changes in the sector and determining employment and skills needs. Development of the Sector Skills Plan includes:

- The environment in which the sector operates: the PESTEL and SWOT<sup>8</sup> analyses are useful tools;

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<sup>7</sup> The latter category, i.e. Government Departments, do not hold voting rights on the Chamber Mancom.

- A sector profile: including industry coverage, size, economic data, employment profile, etc.;
- The demand for skills: the Skills Development Act has created a means to establish workplace demand for training through the submission of Workplace Skills Plans (WSPs)<sup>9</sup>;
- The supply of skills: including education and training providers, adequacy of existing provision, nature of training, statistics on training.

SETAs are required to implement Sector Skills Plans through:

- Encouraging employers to prepare Workplace Skills Plans;
- Approving Workplace Skills Plans;
- Implementing learnerships;
- Allocating grants;
- Monitoring education and training in the sector.

#### *Planning within the maritime industry (Chamber Skills Plan)*

The first Maritime Chamber Skills Plan (a component of TETAs Sector Skills Plan) was drafted in September 2000. This is now in the process of revision and refinement and while the Chamber has done some work, there is still a need for considerable redevelopment. Weaknesses in the current plan include lack of information on the sector profile and accurate data on the supply of training in the sector. Neither does the plan clearly establish the links between industry's strategic direction and the labour / skills requirements for the sector. Lastly, the plan should also include a logical framework matrix for achieving the sector goals. The Chamber is currently negotiating with the German Technical Co-operation Unit (GTZ) to support and assist the sector in redeveloping the plan.

An essential source of information for the Chamber Skills Plan is an analysis of the Workplace Skills Plans received by the Chamber.<sup>10</sup> It enables the Chamber to identify most of industry's training priorities – and also assists in determining the level, and nature, of support that should be offered (e.g. through grants). The Chamber received 165 Workplace Skills Plans for the current financial year – the size profile appears on Table 1 and employment by occupational category appears on Table 2.

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<sup>8</sup> PESTEL is a management tool to analyse the Policy, Economic, Social, Technological, Environmental and Legal environments in which we operate. SWOT relates to analysing strengths, weaknesses, opportunities and threats in a specific environment.

<sup>9</sup> Workplace Skills Plans, or annual training plans, provide a workplace profile together with employer skills needs and plans. The submission of a workplace skills plan is directly related to grants.

<sup>10</sup> It is worth mentioning that the National Skills Plan is designed to be reflective of South African industry. It does this by establishing a chain of links - the Workplace Skills Plans feed directly into the Chamber Skills Plan. The Chamber Skills Plan is a component of TETAs Sector Skills Plan, which in turn informs the National Skills Plan.

**Table 1: Size / Number profile of 2002/3 WSPs**

<b>Size Profile</b>	<b>Number of Organisations</b>	<b>Employee Numbers</b>
Less than 100	141	2 859
100 – 500	18	3 795
500 – 1 000	3	1 862
1 000 – 5 000	3	7 016
5 000 – 10 000	0	0
Greater than 10 000	0	0

A core function of the Chamber is monitoring education and training within the maritime industry. This serves various purposes, e.g. verification of training and support to companies in complying with legislation. It also acts as a valuable source of information and provides the Chamber with the opportunity to identify the strengths and weaknesses in the sector regarding human resource development.

With regard to implementation of Workplace Skills Plans, it is one of the goals of the Chamber to visit at least 20% of all employer sites per year. In respect of discretionary grant payments, monitoring normally entails intensive analysis of the company's documentary submissions.

Lastly, companies are requested to provide reports to the Chamber for monitoring purposes.

- **Annual Implementation Report:** Whereas the Workplace Skills Plan provides information on a company's training plan, the Implementation Report provides information on what was actually achieved. A company is entitled to claim 45% of its original levy payments by submitting an approved Implementation Report;
- **Quarterly Reports:** Quarterly reports are requested but since they are not linked with grants, the response rate remains quite low. Training figures for the period April – December 2002 can be found on Tables 3 – 5<sup>11</sup>.

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<sup>11</sup> *These figures are however significantly understated and a more realistic picture will be obtained after submission of the Annual Implementation Reports. These figures also exclude training done under the Fishing Industry Project.*

**Table 2: Numbers employed in occupational categories**

Occupational Categories	African		Coloured		Indian/Asian		Whites		Total	
	M	F	M	F	M	F	M	F	M	F
Snr Officials & Managers	30	6	103	14	23	3	269	48	425	71
Professionals	26	13	100	12	18	5	218	67	362	97
Technicians & associated	97	24	353	75	61	11	408	81	919	191
Clericals &/or administrative workers	101	119	261	469	127	128	232	356	721	1072
Service and sales workers	243	38	132	22	113	11	182	45	670	116
Agricultural & Fishery workers	1417	164	1289	1212	2	0	203	0	2911	1376
Artisan & related trade workers	142	3	441	35	30	0	404	5	1017	43
Plant/machine operators	716	7	761	63	38	2	489	0	2004	72
Labourers	969	143	785	795	8	6	53	5	1815	949
Non-permanent employees	191	16	292	61	3	5	29	104	515	186
<b>TOTAL</b>	<b>3932</b>	<b>533</b>	<b>4517</b>	<b>2758</b>	<b>423</b>	<b>171</b>	<b>2487</b>	<b>711</b>	<b>11359</b>	<b>4173</b>

**Table 3: Numbers of employed workers participating in structured NQF level 1 (April – Dec 2002)**

Employees	African		Coloured		Indian		White		Total	Disabled	
	M	F	M	F	M	F	M	F		M	F
Participating	143	3	47	21	9	0	24	0	<b>247</b>		
Completed	89	16	92	112	6	0	29	3	<b>347</b>		
<b>TOTAL</b>	<b>232</b>	<b>19</b>	<b>139</b>	<b>133</b>	<b>15</b>	<b>0</b>	<b>53</b>	<b>3</b>	<b>594</b>		

**Table 4: Numbers of employed workers participating in structured learning programmes (April – Dec 2002)**

Employees	African		Coloured		Indian		White		Total	Disabled	
	M	F	M	F	M	F	M	F		M	F
Snr Officials & Managers	6	8	21	0	2	0	47	0	<b>84</b>		
Professionals	2	8	47	2	1	0	35	6	<b>101</b>	1	
Technicians & associated	25	5	106	8	11	0	48	34	<b>237</b>		
Clericals &/or administrative workers	10	23	42	62	6	9	50	33	<b>235</b>		1
Service workers	24	3	52	15	3	3	23	10	<b>133</b>		
Agricultural & Fishery workers	105	10	184	113	0	0	4	0	<b>416</b>		
Skilled workers	28	6	59	1	3	0	59	0	<b>156</b>		
Plant/machine	104	1	108	2	3	0	45	0	<b>263</b>		
Labourers	33	2	56	15	1	0	0	0	<b>107</b>		
<b>TOTAL</b>	<b>337</b>	<b>66</b>	<b>675</b>	<b>218</b>	<b>30</b>	<b>12</b>	<b>311</b>	<b>83</b>	<b>1732</b>	<b>1</b>	<b>1</b>
Of whom apprentices	7	3	10	0	2	0	0	0	<b>22</b>		

**Table 5: Numbers of employed workers who have completed structured learning programmes (April – Dec 2002)**

Employees	African		Coloured		Indian		White		Total	Disabled	
	M	F	M	F	M	F	M	F		M	F
Snr Officials & Managers	8	0	22	1	3	0	45	2	<b>81</b>		
Professionals	9	7	53	1	4	0	55	14	<b>143</b>	1	
Technicians & associated	25	9	82	7	6	2	97	16	<b>244</b>		
Clericals &/or administrative workers	33	63	96	147	13	28	133	97	<b>610</b>	1	1
Service workers	50	8	60	8	38	5	53	8	<b>230</b>		
Agricultural & Fishery workers	53	1	83	5	0	0	7	1	<b>150</b>		
Skilled workers	32	3	72	11	2	0	128	0	<b>248</b>		1
Plant/machine	278	2	115	2	40	0	206	0	<b>643</b>		
Labourers	152	14	76	18	6	2	24	0	<b>292</b>		
<b>TOTAL</b>	<b>640</b>	<b>107</b>	<b>659</b>	<b>200</b>	<b>112</b>	<b>37</b>	<b>748</b>	<b>138</b>	<b>2641</b>	<b>2</b>	<b>2</b>
Of whom apprentices	7	0	10	0	0	0	0	0	<b>17</b>		

### *Specific industry projects*

The Maritime Chamber further contributes towards skills development by supporting internally driven projects. These are identified by industry and supported if shown to address the skills needs of the sector. Two of the more significant projects include the fishing industry project and training berths.

#### *Fishing Industry Project*

The Chamber commenced a coordinated education and training initiative aimed specifically at small, micro and medium sized companies (SMME's) within the fishing industry. Funding of the project was obtained from the National Skills Fund (NSF) with the goal being to provide relevant, NQF-aligned learning to 2 000 learners currently employed by SMME's within the fishing industry by October 2005.

Over the past year the Chamber has focussed primarily on two aspects of the project, i.e.:

- Developing an educational and training framework for formal skills development in the fishing sector (i.e. aligned to the National Qualification Framework and the skills development legislation);
- Introducing the pilot phase of project implementation.

Some of the more significant developments of this project include:

- Conclusion of formal research to establish the need for training;
- Introducing learning into four fishing harbours, training in excess of 600 SMME learners;
- A community-based model of learning was introduced;
- Capacity building of training providers and community coordinators;
- Development of a project cycle management tool.

For the next stage of the project the Chamber will capitalise on the development work and will focus on ensuring effective integration of the new learning framework into the fishing industry. In particular, the Chamber plans to:

- Provide NQF-aligned training to 500 new learners in eight fishing harbours at NQF level 01;
- Implement a tool to recognise prior learning (RPL) and ensure that at least 300 learners under the pilot project receive formal recognition of for their learning (i.e. the learning is aligned to the National Qualifications Framework);
- Ensure all providers within the sector are quality assured and that those quality standards are maintained.

#### *Training berths*

The Chamber Mancom decided that the Chamber should assume responsibility of finding resolutions to the on-going problem of training berth availability. The committee established a task team to put together a strategy to determine the necessary interventions and make the necessary representations. The terms of reference for the team were defined as follows:

*To design a model that will facilitate the training of merchant navy officers for employment at sea and to ensure the implementation thereof. Implicit in this the task the team is to address the recommendations of the University of Natal research report and make*

*recommendations to government with regard to the current legislative framework and enacting existing legislation.*

The task team met for the first time in January 2003 and in developing their approach, they identified the need to get the system right – to create, if necessary, a new model (or system) for training and, where relevant, making representation for legislative and institutional changes to be made.

It was recognised that a fair degree of inter-departmental cooperation would be required at government level. The team recognised therefore the futility of introducing ad hoc proposals to government for legislative amendments without simultaneously introducing the maritime industry's broader vision and plan. The model should be constructed to create something that would attract both government and the international shipping industry.

A outline of the task team's strategy has been drafted and will be released after having obtained approval from the Chamber management committee.

### Learning in the workplace

#### *Background*

The Skills Development Act introduced two new forms of learning into the vocational training environment, namely:

- **Learnerships:** A learnership is primarily a workplace learning programme supported by institutional learning which results in a qualification;
- **Skills Programmes:** A skills programme is a training programme that meets the outcomes of a unit standard, or combination of standards, and which constitutes credits towards a qualification.

Both forms of learning essentially provide a work-based route to learning. There is integration between instructional learning and structured work experience. Learning therefore has two elements, i.e. theoretical learning (which needs to be vocationally relevant) and structured workplace experience (which needs to link with the theory) - the objective being to ensure that any person that has completed a learning programme will have acquired 'applied competence'. It is also intended that learning be developed in line with the needs of the economy, thus resulting in competence that is required by industry.

The Act intended learnerships as a form of learning for employed individuals as well as pre-employed or unemployed individuals. The learnerships will be particularly valuable for school leavers / students that have completed tertiary studies and don't yet have the practical work experience to be able to enter the workplace.

Learnerships are challenging companies to proactively partake in skills development by:

- Using the workplace as an active learning environment;
- Providing employees with the opportunities to acquire new skills;
- Providing opportunities for new entrants to the labour market to gain work experience.

Through committing to the skills development process and engaging in learnerships, companies are also eligible to claim from the levy grant scheme - providing a demonstrable return on investment in training.

## *Learnerships and skills programmes within the Maritime Chamber*

The main objectives of the legislation established for skills development (Department of Labour) and education and training (Department of Education) was to ensure that industry's skills development needs are directed towards national requirements and that workplace learning should be formally adopted against national standards. The introduction of any new learning system inevitably brings with it various complexities. Before looking at the achievements within the maritime sector it is necessary to briefly explore the key processes required to ensure its implementation. These include:

- 1. Development of SAQA-aligned qualifications and unit standards.** The formal development process commences with the generation of nationally registered and internationally benchmarked unit standards. Implicit in this process is the need to establish a functional and representative Standards Generating Body (SGB); prepare an outcomes analysis on the key roles within a sector / industry; establish a titles matrix; adopt / generate unit standards; compile and logically cluster units standards into qualifications and, having ensured all consultative processes have been followed, register the standards and qualifications on the National Qualifications Framework.
- 2. Development of learnerships and / or skills programmes:** The principle of nationally recognised demand-led learning, with a well articulated and justified need, underpins this process. The need for the learning should be quantified and should be reflected in the Chamber Skills Plan. Learnerships are registered with the Department of Labour and transport-related skills programmes are registered with TETA.
- 3. Formalisation of learning:** The formal learning process requires that learners are placed in a workplace context to apply the knowledge acquired through theoretical learning. This entails preparing the training environment and the work environment and ensuring effective cooperation between the two. Amongst other things, this requires that curriculum and learning material are aligned; administrative, reporting & quality management systems guidelines are established; training providers have the relevant accreditation; policies and practices for assessment and moderation are in place; criteria for selection and recognition of prior learning have been established; learner pathways and rotation schedules have been agreed upon, etc.

Over the past year the Chamber's role has focussed on supporting the development of a relevant framework for future skills development in the sector. As detailed on Table 6, some of the more significant achievements include qualification scoping, development of qualification for shore based fishing and shipping, navigation & engineering and qualification ratings and sea-based fishing.

In addition to development work, the Chamber is also providing support to ensure implementation of formal learning processes. This is particularly relevant to the fishing industry, where many of the standards and qualifications for fish processing and harvesting are developed and registered on the NQF. Equally though, it is relevant to the maritime sector - especially for those companies that wish to undertake training in the field of shore-based operations or training against the navigation and engineering ratings. The interventions are attached in Table 7.

### *Challenges particular to the Maritime sector*

One of the key challenges in implementing the National Skills Development Strategy in the maritime sector has been that of integrating the internationally recognised competence based approach as implemented by the South African Maritime Safety Authority (SAMSA)

with the national standards required for recognition under the South African Qualification Authority (SAQA) Act.

While broadly the two systems are striving to the same objectives, i.e. an outcome-based approach towards developing competence, the technical composition of SAQA standards is quite different to the SAMSA code. These systems cannot be allowed to operate in isolation. If this were so, the skills development legislation would currently be creating a multi-million Rand white elephant. This is certainly the case as far as training of seafarers is concerned – where industry will always place high priority towards international compliance – even at the exclusion of claiming financial benefit under the grant allocations.

The challenge, for both TETA and SAMSA, is to ensure that:

- The standards, as developed for the purposes of the National Qualification Framework, achieve the minimum level of competence as established by the SAMSA code;
- The standards and qualifications are endorsed and validated by SAMSA prior to registration on the National Qualification Framework;
- The training infrastructure, particularly regarding training curricula and the assessment of learning, has been jointly developed and recognised by SAMSA and TETA.

The objective must be to ensure that SAMSA and the skills development legislation operate as a single system – and that training will provide for certification against international standards and full recognition under the national system.

**Table 6: Chamber projects focussing on development initiatives**

Description	Project Objectives	Deliverables	Time	Cost
Qualification Scoping	To scope the knowledge areas within the fishing industry and Maritime's shore-based operations; To establish the qualification framework and broad titles matrices for the above enabling standards to be readily identified.	Qualification framework and titles matrix established for: <ul style="list-style-type: none"> <li>• SMME fishing operations;</li> <li>• Shore-based fishing operations;</li> <li>• Maritime shore-based operations.</li> </ul>	June 2002 (complete)	R46 500
Training Berth Research	To research the recent crisis that has developed in the South African maritime industry around training berth availability	Research concluded and accepted by Chamber Mancom. <ul style="list-style-type: none"> <li>• <i>See page 12 for the Chamber's follow up process.</i></li> </ul>	June 2002 (complete)	R29 585
Qualification Development (shore based fishing and shipping)	To prepare an outcomes analysis for shore-based fishing and shipping; To draft / source relevant unit standards and construct relevant qualifications for shore-based fishing.	<u>Completed:</u> <ul style="list-style-type: none"> <li>• Outcomes analysis and comprehensive titles matrices for shore-based fishing and shipping.</li> </ul> <u>In Progress</u> <ul style="list-style-type: none"> <li>• Drafting unit standards and compiling qualification(s).</li> </ul> <i>* The SGB: Maritime Operarions accepted the work done by the ships agents as inclusive of the needs of shore-based shipping.</i>	March 2003	R148 900
Qualification Development (navigation & engineering)	To draft / source relevant unit standards and construct a qualification for Navigation and Engineering at NQF Level 03.	<ul style="list-style-type: none"> <li>• Unit standards completed and qualification compiled.</li> </ul> <i>SAMSA validation been sought before submitting to SAQA.</i>	Dec 2002 (complete)	R39 000

**Table 6 (continued)**

Description	Project Objectives	Deliverables	Time	Cost
Qualification Development (sea-based fishing)	To conduct a detailed outcomes analysis and draft a unit standards title matrix for all sea-based fishing qualifications; To draft 50 unit standards and construct qualifications for fishing at NQF levels 01 - 03; To benchmark standards against draft SAMSA regulations; To submit standards and qualifications to SAQA for registration.	<p><u>Completed:</u></p> <ul style="list-style-type: none"> <li>• Outcomes analysis and comprehensive titles matrices for sea-based fishing operations.</li> </ul> <p><u>In Progress</u></p> <ul style="list-style-type: none"> <li>• Drafting unit standards and compiling qualification(s).</li> </ul>	March 2003	R110 500
Formal stakeholder participation	To ensure a formal process for stakeholder consultation and participation in the standard generation process; To develop a competency matrix for navigation and engineering at the respective NQF levels; To channel the completed standards and qualifications (performed under the above contracts) to SAQA for registration, via the relevant NSB.	<p><u>Completed:</u></p> <ul style="list-style-type: none"> <li>• Competency matrix developed.</li> </ul> <p><u>In Progress</u></p> <ul style="list-style-type: none"> <li>• Channeling standards and qualifications to SAQA.</li> </ul> <p><i>* Formal stakeholder participation is an ongoing function of the SGB</i></p>	March 2003	R175 000

**Table 7: Chamber projects focussing on Chamber implementation initiatives**

<b>Project Title</b>	<b>Project Objective</b>	<b>Contract value</b>
Assessor Training	To provide training to 60 assessors. This training is available to SAMSA accredited and other training / workplace providers requiring registered assessors.	R176 980
Mentor Training	To provide training to 50 mentors / workplace coaches to support the implementation of Learnerships & Skills Programmes.	Appointment delayed
Moderator Training	To provide training for 30 moderators. This training is available to SAMSA accredited and other training / workplace providers requiring registered assessors.	R69 200
Curriculum Development	To appoint a provider / consultant to develop a curriculum for the National Certificate in Navigation and Engineering (NQF 03).	Appointment delayed
Assessment Guides	To appoint a provider / consultant to develop assessor guidelines for the National Certificate in Navigation and Engineering (NQF 03).	Appointment delayed
Standards Development	To support the development of navigation and engineering officer level unit standards and qualifications.	R300 000
QMS Support	To provide training to 20 industry providers on the development, implementation, maintenance and auditing of internal quality management systems. This training is available to any industry-training provider that requires support in implementation of QMS.	R91 390
SAMSA Skills Development	In order to support the implementation of the Memorandum of Understanding between SAMSA and TETA, training will be provided to 40 SAMSA appointed subject matter experts on all aspects of the new skills development legislation.	R100 320

## Financial incentives for training

### *Background*

The grant levy system, as administered by TETA, is regulated by the Department of Labour. Grants may be claimed by companies that are up-to-date with the payment of the skills levy and that meet the grant criteria – as published by TETA.

Three types of grants are available to levy-paying companies, i.e. two mandatory grants which entitle the levy-payer to claim 60% of the levy, and a discretionary grant. The grants are briefly described below, but it must be remembered that the criteria<sup>12</sup> necessary to qualify for these grants are not listed in full:

- **Academic Grant:** a company is entitled to claim 15% of its original levy payments by registering a Skills Development Facilitator<sup>13</sup> and submitting an approved annual Workplace Skills Plan with TETA;
- **Implementation Grant:** a company is entitled to claim 45% of its original levy payments by submitting to TETA an approved annual Implementation Report;
- **Discretionary Grant:** A company may claim a grant towards the costs of providing learnerships, skills programmes or any other initiative recognised as a TETA priority. The value of the claim is generally calculated as the direct costs involved in implementing the initiative. Approval of the grant, and the value thereof, is at the discretion of TETA – decisions will be based on the grant criteria, the priorities of the TETA Sector Skills Plan and the availability of funds.

### *Grant disbursement within the Maritime Chamber*

One of the underlying principles of the grants, specifically the mandatory grants, is to encourage and develop a culture of planning, amongst companies, for skills development and workplace training. The grant system will increasingly be used as an incentive to meet the goals and objectives of the National Skills Development Strategy. A strong link has been established between training which is aligned to the NQF and the benefits that may be claimed under the TETA grant system (particularly the discretionary grant) and the Chamber is increasingly recommending that companies integrate the unit standards into their future training activities.

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<sup>12</sup> The grant criteria are obtainable from TETA or the Maritime Chamber.

<sup>13</sup> A skills development facilitator is a creation of the Skills Development Act and employed by a company to implement the company's workplace skills plan.

**Table 7: Grants paid, approved or budgeted 2000 - 2003**

Year	Academic Grant		Implementation Grant	Discretionary Grant	Total
	Grant A	Grant B	Grant C	Grant D	
2000/1	R451 586	R232 897	R514 643	R120 445	R1 319 571
2001/2	R1 188 308		R3 218 125*	R3 816 056*	R8 222 489*
2002/3	R1 370 941**		R4 112 822**	R2 243 838**	R7 727 601**

\* Provision has been made for these grants

\*\* These are budgeted figures

**Table 8: Financial status of Chamber 2000 - 2003**

Year	Income Generated	Total Grants Paid	Chamber Administration Costs	Chamber Projects
2000/1	R2 574 501	R1 319 571	R1 053 711	0
2001/2	R10 536 947	R8 222 489*	R1 347 841	R 474 592
2002/3	R10 430 298	R7 727 601**	R1 425 228	R800 000

\* Provision has been made for these grants

\*\* These are budgeted figures

The management of discretionary funds follows a project management cycle. Applications for this grant are received in the form of a project proposal; once approved, TETA and the beneficiary enter into a performance-based contract – the implementation of which is monitored by the Chamber. The Maritime Chamber is currently managing 26 contracts relating to the 2001/2 financial year. R3,7 million has been committed to contract and approximately 1 107 learners<sup>14</sup> will receive formal training – with interventions ranging from net making and splicing for fisherwomen to deck cadets training for local shipping companies.

<sup>14</sup> These statistics exclude training under the Fishing Industry Project

TETA Council has recently approved the discretionary grants for the 2002/3 financial year. This will entail 14 additional contracts:

<b>Nature of application</b>	<b>Approved</b>
Skills Programmes in Fish Processing	R134 000
Cadet Training (Marine)	R66 000
Deck Cadet Training (Marine)	R41 518
Deck Rating (Marine)	R18 418
Engine Rating (Marine)	R25 218
Engineer Cadet (Marine)	R75 119
Deck Cadet (Fishing)	R107 300
Engineering Cadet (Fishing)	R112 300
Skills Programmes in Fish Processing	R311 500
Curriculum Development (Processing at Sea)	R425 000
SDF Training	R2 500
Establishing NQF learning systems	R350 000
Curriculum Development	R68 000
HR Management: SDF Training	R3 995
<b>TOTAL</b>	<b>R1 740 868</b>

### Ensuring quality of training

#### *TETA as an accreditation body*

TETA acquired the status of Education and Training Quality Assurance Body (ETQA) in 2001. In promoting quality provision, TETA is mandated to:

- Accredit education and training providers;
- Monitor provision of training;
- Register assessors.

Under the South African Qualification Authority Act, TETA will be responsible for quality assurance of all education & training within the transport sector and all training providers in the industry will require TETA accreditation.

Accreditation of providers is the single most important assessment instrument available to an Education and Training Quality Assurance Body. It is TETA's function to ensure the maintenance of quality standards within the sector and to develop and implement effective systems for quality assurance and recognition of learner achievement. The accreditation process is rigorous but nevertheless designed to ensure sustainability of providers and compliance of training material to national standards. TETA has adopted a developmental approach towards provider accreditation and will grant provisional accreditation, based on partial compliance and a mutually agreeable implementation plan for reaching full accreditation.

While SAQA-aligned learning has commenced in most industries within the transport sector, progress has been slow within the maritime industry – to date there are no TETA accredited service providers (four applications for accreditation have been received by the Chamber). Various reasons exist; for example, non-readiness of SAQA registered standards and the lack direction and communication given to industry in this regard. The most significant however would be the lack of role clarity that still exists between SAMSA and TETA and approval of the intent for the two institutions to formally work together. A

Memorandum of Understanding has been drafted - it is intended to promote a coherent and effective quality assurance system for education and training in the Maritime Industry and expected to clarify the manner in which TETA and SAMSA cooperate with each other and coordinate their functions. Once approved, the Memorandum of Understanding will promote the consistency of their respective quality assurance policies and procedures in a manner that does not in any way limit the statutory powers and functions of either party.

## **CONCLUDING REMARKS**

What has been discussed is the promise of the National Skills Development Strategy. While difficulties have been experienced (and no doubt will continue to be experienced) a new framework is nevertheless beginning to emerge. And while the merits and demerits may continue to be discussed, the point is that the framework does present some unique and distinguishing features. We at the Maritime Chamber believe in the merits – and believe in the benefits. But we also recognise that we cannot make this system work. Our role is to facilitate its implementation, and to sell it to you, the maritime industry, to mould it to your requirements and to effect the development and transformation that is required within our society.

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