CONFERENCE PROCEEDINGS

RPL CHALLENGES HIGHER EDUCATION AND WORKPLACE PRACTICE:

A TRAINING AND POLICY CONFERENCE ON THE RECOGNITION OF PRIOR LEARNING

ESKOM TRAINING CENTRE 3-5 OCTOBER 2000



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OVERVIEW

BACKGROUND AND PURPOSE

For millions of adults in South Africa, formal learning opportunities have been severely limited. Their `qualifications' - crafted in the `classrooms' of the struggle for life and liberation, in the community, in the factories and in the mines - were seldom recognised by those who held power in the workplace and in the formal institutions of learning. For others, access to formal learning and qualifications was part of a privileged route to career path opportunities in the workplace and in higher education.

The advent of constitutional democracy in 1994 established the basis for a more collaborative partnership between the organs of government and civil society in building a new system for human and resource development in South Africa. This is particularly evident and urgent in the field of education and training where the entire curriculum framework and institutional landscape is being rebuilt to make it more relevant and responsive to the social and economic challenges of a democratic African nation in the 2 st century.

It is against this background that the Division for Lifelong Learning at JET canvassed support for a national conference to view the challenges posed by the principle of RPL - the Recognition of Prior Learning. These include the challenges of integrating RPL into new models of curriculum development and the assessment of experiential learning; the preparation of learners and assessors for the tasks of assessment; and the development of **RPL policy, programmes and systems** in the workplace and in the institutions of learning.

Our aim for this conference was to create the space for learning, for advocacy and for networking. Participants were thus given the opportunity to:

- profile pilot projects and guidelines for good RPL practice;
- disseminate and reflect on national and international developments in the field of adult and experiential learning;
- explore RPL strategy with key policy makers and planners; and
- build networks with practitioners from various sectors and places.

ACHIEVEMENTS

What 'sparked' the conference and made it such a success can be attributed to a number of factors. Firstly, the composition of the delegates - in order to achieve dialogue across and between sectors, participants were invited from government, the business community, organised labour, non-governmental organisations and institutions (both academics and learners). In all, just over 160 delegates and participants attended the conference. The Sol Plaatjie Learner Awards Ceremony was probably the most powerful and moving tribute to the potential of new RPL practices to contribute to the development of adult learners in South Africa. Three learners from three higher education institutions were honoured in this ceremony and their profiles are presented in the centrepiece of this report. (See pages 15-17)

Secondly, the conference was able to tap into the development of RPL work across a number of institutions, sectors, organisations and contexts. These evidenced the ways in

which transformation in the HE sector and in workplaces are facilitating, as well as hindering, broader access issues for adult learners who have historically been denied the opportunities that improved certification would mean in their personal and professional lives. The emerging lessons from local projects as well as interaction with a number of talented and like-minded visionaries and experts, both locally and abroad, meant that we were able to set an agenda and programme for the conference that both presented the central challenges facing a national implementation of RPL, and showcased bcal and international responses to those challenges through a total of 20 seminar and plenary sessions.

The following sectors, in which there are examples of RPL and workforce development projects, were represented at the conference:

- Health and Welfare
- Business Management and Leadership
- Community Development
- Agriculture
- Metal and Engineering

Thirdly, mediated by the experience gained through five years of working in the field, JET facilitated the drafting of a position paper articulating the elements of a strategy to support RPL policy, research, and implementation in South Africa for the next five years. This was presented to the conference during the closing session, and included the recommendation that a National Advisory Committee be established to further elaborate and support this strategy. This strategy is outlined in more detail on page 25 of this report. JET's role as the secretariat for such a committee was recognised and encouraged.

SETTING THE CHALLENGES: RPL AND TRANSFORMATION PRINCIPLES AND PRACTICE.

Elana Michelson hails from Empire State College (ESC) which is part of the State University of New York. Over the years she has worked extensively with adult workers as learners, in education advising and planning, in the preparation and assessment of their portfolios of experiential learning, in the design and implementation of their graduate and post graduate studies. Elana has written, published and presented extensively on the subject of experiential learning and portfolio development. Her commitment to, social justice and equity, brought her to South Africa in 1994 to explore ways in which she could support the workers' struggle for access to quality higher education and training opportunities. Since then Elana has worked extensively as a consultant to JET and has, run numerous seminars and workshops with the trade unions, academics, and those associated with the pilot projects that were profiled at this conference. Elana is also consultant to the Council for Adult on Experiential Learning (GAEL) and is one of the original team responsible for the development of the Returning to Learning course that she subsequently helped to; customise for the South African context (now called Dipaakanyo).

In her keynote address, Elana spoke to the fact that RPL cannot simply be reduced to a set of policies and procedures. Rather,

"RPL is about values, power relations, definitions of knowledge, economic and social agendas, and visions of the good".

This challenges the view that RPL is little more than another technical application of assessment methods in an outcomes-based system of education.

"There is the assumption here in South Africa that, if we could only get the details right, RPL could become a rather simple activity. Set the standards, train the assessors, get the educational institutions on board, and RPL can deliver the most exalted of social visions through largely technical procedures..." "The question for this conference is not how do we make RPL 'idiot-proof', but, how do we structure this all-too-human encounter in a way that promotes such social goals as fairness, equity and equality?"

In focusing on this question, Elana identified four issues that we need to engage with as we undertake the implementation of RPL in our own contexts:

"First, we must address ourselves to how standards are set, whose standards they are, what forms of good and safe practice they embody, and who is at the table when they are written. And 1 mean, really at the table, as a full participant. That means that we must talk very seriously about how to provide the occasions for equal participation, and we must be honest about what 'equal' participation means and doesn't? mean. It doesn't mean one overworked and underbriefed shop steward sitting across the table from five full-time HR professionals. Nor does it mean one practitioner in a room filled with senior lecturers, a practitioner who speaks neither academic English nor Isi-SAQA and who is not recognized as a co-expert in that room, even by that practitioner herself'.

Second, we must ask who is selected to be trained as assessors and how those assessors are trained to understand that they are part of a social process, not a technicist exercise. And that means more than teaching them to observe a worker and fill out o form. It means helping them to understand that history runs through them, that the task of unlearning racism, sexism, classism, and the rest is a difficult, life-long process but that they must conscientiously and honourably learn to keep those biases under control. It means ensuring that the pool of assessors is broadly representative of the workers who will be assessed and of the workforce in this country as a whole. It means helping them to enter into the logic and discourse of the workplace, of the worker, to learn to listen for competence, not just in what is most familiar, but in all its multiple languages and forms. " "Third, we must investigate the relationship between the experiential learning borne of the many forms of labour and the organisation of knowledge known as an academic curriculum. That is, we must turn the assessment lens around, look at a curriculum as a human-made thing that names some knowledge and not other knowledge as important. Here again we must explore how those judgments are made and how they relate to other judgments, other knowledges, other ways of coming together to construct shared practices and truths.

One of the things that tends to happen when the learning of ordinary people is recognised is that the so-called learners look at the so-called experts and say obstreperous things like: `But that doesn't actually work out in the field, 'and `We don't have the resources to do it that way, so this is what we've figured out instead, 'and `You're joking. We haven't done it that way for years!' Some of the RPL projects that we'll be hearing about at this conference are wonderful examples of the relationship between RPL and curriculum. They've learned at Pentech, for example, that



if you ask an experienced community health nurse what she knows, you are likely to learn something about what to teach student nurses who will not spend their careers in high-tech hospital settings. RPL is the other side of curriculum development because it allows for, indeed demands, a broader and better informed consensus about what socially useful knowledge means."

"Fourth, and finally, we need to look at ourselves. We need to take advantage of the next two days as a time-out, as a breather, as a moment of self-scrutiny. It is no exaggeration to say that the people who are gathered in this room are together positioned to determine the future of RPL in South Africa. ... We need to take a look at what we are and aren't doing, decide what needs to be done, and what needs to be done better. We need to make real plans to follow through once the space provided by this conference is over and we return to the unbelievable pressures of our everyday work and lives."

In conclusion, Elana argues that: "RPL makes the case that the lives of ordinary workers are sites from which important knowledge is generated It therefore provides an opportunity to remake the power relationships within which human beings are valued or devalued based on highly weighted, highly interested assessments of the value of what they know... Mokubung Nkomo has argued that, difficult as the political and economic transformation out of apartheid will be, what is even harder is what he calls the reconceptualizing of the knowledge-power relationship, that is, our assumptions about what knowledge - and whose - has value and how we use those assumptions to support equality or inequality. I think RPL can help us reconfigure the relationship between the work people do in the world and the ways in which they are valued and rewarded And that is indeed an intervention in history."

COSTS AND BENEFITS DR DICK FEHNEL

Dick Fehnel (formerly of the Ford Foundation, Southern Africa desk) argued that by attracting adult learners as candidates to HE institutions, these institutions would generate additional fees and subsidies. In addition, in cases where either employers or learners themselves were sponsoring education initiatives, RPL could, in cases where credit is awarded, reduce the cost of study fees. With regard to throughput rates, international evidence suggests that adult learners and RPL candidates are highly likely to complete their studies, thus reducing costs incurred through high repeater rates. This points to a win-win situation for all. Given South Africa's current economic development needs in the face of globalisation, such arguments are powerful for encouraging adults to return to formal learning in the HE sector in order to improve their skill and knowledge levels.

VIEWS FROM KEY SOUTH AFRICAN POLICY MAKERS

Ms Adrienne Bird, Chief Director: Human Resources Development in the Department of Labour. Adrienne Bird located RPL within the aims and objectives of the Skills Development Strategy (SDS). The SDS has five main objectives in support of an integrated education and training vision for South Africa over the next five years. These are:

- Fostering skills development in the formal economy and for productivity and employment growth
- Stimulating and supporting skills development in small businesses
- Promoting skills development for employability and sustainable livelihoods through social development initiatives, and
- Assisting new entrants into employment.

Adrienne identified a number of indicators of success for the above objectives, and argued for the role that RPL could play in the achievement of these success indicators over the next five years:

₹ 70% of all workers should achieve a Level 1 Qualification on the NQF. By using RPL, many people could acquire credits towards these qualifications - through an assessment of what they currently know, rather than through additional learning. Although RPL may not achieve the full target, it is nonetheless an important tool in meeting such a national challenge.

In terms of the formal sector and SMMEs, the indicators are set by the extent to which these firms are supported in skills development initiatives and the impact that these will have on their growth plans. RPL could be employed as an important tool in the development of workplace skills plans, and in accessing further learning for employees.



With regard to learnerships, the target is that 80 000 people under the age of 30 have entered learnerships by 2004, with 50% of those qualified being placed in formal employment, self-employment and the like. Again, RPL is a tool with which to assess any learning that people bring with them to the learnership they will be undertaking.

However, Adrienne cautioned against seeing RPL as an end in itself. It should not be a "paper chase" - current skills, uncertified or not, are not sufficient; rather, RPL should increase access and pathways to, and act as a stimulus for, further learning. RPL should also facilitate learning efficiency, i.e. people should not need to relearn what they already know. This should mean that RPL helps to reduce learning costs while increasing access to lifelong learning.

In conclusion, Adrienne addressed the funding implications of RPL. In a context of scarce resources, she argued that RPL assessment needs to be an extractable element of the unit costing for every programme, but guarded against practices where the costs of assessment are equal to the costs of learning. If RPL is a serious tool for assessors in the contexts outlined above, then the funding of RPL assessments needs to be included in funding formulas.

Ms Nasima Badsha, Deputy Director General: Higher Education in the Department of Education. Nasima Badsha located current RPL initiatives within the historical context of opening access to higher education institutions (HEIs) for black students (mainly school leavers) during the 1980s and 90s. These attempts at opening access focused on developing alternative admissions criteria at universities and technikons, as well as the development of a whole range of curricular responses, including the development of `bridging' initiatives and academic development programmes. However, in her words,

It soon became clear that if there was no adequate attention to creating reasonable chances of success for the student in higher education, the revolving door syndrome was the result. It was important not just to look at formal access of students, but to look at the epistemological access of large numbers of black students coming into the system.

Although the demographics of our HEIs are changing substantially, Nasima pointed out that our efforts at increasing access to HEIs for mainly adult learners has not been that successful. She asserted that our challenge now is to harness the capacity, the skills and the experience of the individuals who have not had the opportunity to access formal education but who have demonstrated their potential to benefit from higher education. According to Nasima, RPL is an important mechanism by which we can identify and appropriately place adult students into higher education programmes. It is also an important vehicle to give effect to our commitment to lifelong learning. It is important, not just for individual students, but also for HEIs. Adult learners, in particular, increase diversity of the student body and bring with them rich experiences that can contribute significantly to the intellectual and social life of our HEIs. Nasima referred to a number of issues that RPL pilot projects at HEIs need to address:

"... part-time learners simply must not be treated in the same way as school leavers as this will only ensure a further decline in numbers. Thus, curricula identities of programmes are vitally important in ensuring the success and sustainability of such programmes."

"The lesson that we have learnt from policy implementation from the past period is that unless policies and processes are in line with the capacity of institutions, both resource and human capacity, implementation of policy will fail completely or not realise its full potential."

"We also need to took at collaboration between higher education institutions in pilot projects in the development of policy practice. We don't have enough expertise to spread but we simply cannot afford to lose opportunities by trying to replicate pilot projects across the system. Collaboration between the various players concerned is integral to the success of a nationally successful implementation of RPL programmes."

Mr Derek Weston, a representative from Business South Africa. Derek Weston noted that from a business point of view, the objective is not to 'buy' training programmes or qualifications. Rather, the goal of business is to 'get the job done' with improvements in quality, quantity and cost-effectiveness. Of course, these goals are facilitated when staff/workers are content and well trained, and hence business also attends to its social responsibilities.

Derek used an example of workplace-based RPL implementation from the building industry that was undertaken in 1995. According to him, the success of the RPL project was facilitated by the fact that the building industry had already been using a competency-based modular training system that was geared to learning outcomes. Also, the industry is opposed to `relearning', and this facilitated the implementation of RPL where workers did not need to undertake courses in order to be certified.

The project was a success for a number of reasons. Firstly, it became clear that it was cheaper to certify workers through RPL than sending them on formal programmes for certification purposes. Secondly, significant numbers of workers were certified through RPL. It was recognised that an important part of the RPL process is the training of assessors. Thus, for Derek, the significance of RPL lies in being able to certify workers in a more cost-effective manner.

Dr Saleem Badat, CEO of the Council on Higher Education. Saleem Badat spoke to the changes occurring in the `landscape' of higher education in South Africa. He cautioned that many HEIs were signalling a high "point of fatigue and burnout", and it may not be feasible to expect that RPL and related innovations could be implemented nationally across all institutions. Rather, we should be looking at focused projects and initiatives, not massive national programmes. Also, he cautioned against using RPL as a way to commodity and marketise higher education in the name of increasing participation rates at HEIs. The latter caution is particularly located in issues relating to equity and quality assurance.

Saleem also spoke to the issue of equity of access - he argued that equity of access alone would not ensure meaningful participation in HE, but that we should be speaking of equity of opportunity, which includes access to quality. In this regard, quality assurance becomes a critical issue, in order that learners are not denied the realisation of their full potential, particularly since many RPL programmes will be/are directed at individuals who have historically been denied access and quality in our education system.

Saleem further argued that higher education (and by implication RPL) should not be too closely tied to the language and practice of competence and skills, and that the influence of industry needs to be moderate; nor is higher education only about academic skills. Rather, higher education is about

understanding the society in which we live, and developing the tools to improve it. Thus, social and individual needs should also feature prominently in the practice of RPL. Also, RPL in the higher education sector should not be divorced from RPL in the FET sector. What is required is the increasing articulation between the two sectors. Another issue raised by Saleem is that there are different levels of absorptive capacity and expertise in the higher education sector. With RPL, there is real scope for collaboration, such as in KwaZulu Natal, to pool resources and offer different programmes incorporating RPL.

Finally, Saleem noted that there are thousands of learners who are ready for higher education, but questioned whether HEIs are ready for those learners:

"I have no doubt that those coming into higher education will really enrich higher education. I think that there will be nothing better than for higher education to move from an 18-24 scenario, to have those 35 - 45 year olds, who know the discipline of hard work. It will make a major difference to holding the councils of some of our institutions much more accountable, because of the discipline they bring from the workplace and union environments. But our institutions don't always know how to work with adult and part-time students."

Mr Peter Makaba, of the National Union of Metalworkers of South Africa. Peter Makaba addressed the importance of RPL from the viewpoint of workers. He stated that many workers have obtained skills in their workplaces, and therefore have a significant role to play in the economy as well as in the transformation and democratisation of South Africa. However, these very workers are often left out of the mainstream of education and training, both in the formal institutions and in the workplace because their knowledge and skills are often not recognised nor certificated.

In addition, workers' wages do not reflect their knowledge and skills which have been acquired through experiential learning but which is not certificated. He indicated that RPL could only succeed from a workers' point of view if it addressed these fundamental inequities.

Peter also addressed HEIs by stating that the curriculum needs to be more relevant to the context of the workplace and to the needs of workers. Institutions should look at ways in which RPL can be used to ensure that workers are able to access higher education opportunities on the basis of what they do know, and not to exclude workers simply because they don't have formal qualifications. Mr Joe Samuels, Director: Standards Setting and Development at the South African Qualifications Authority. Joe Samuels reminded us that qualifications can be achieved in whole or in part through RPL, which means that for SAQA, RPL is a central part of the registration of qualifications. However, he noted that it is difficult to think of implementing RPL if no standards are registered. Joe added that during the interim registration of qualifications phase, qualifications have been rewritten in an outcomes-based format which will assist implementation of RPL. Joe pointed out that an analysis of interim qualifications throws up some important issues relating to RPL:

- Z They indicate that different interpretations of RPL exist;
- Some people see RPL as a way of promoting learning opportunities, but they often don't see the articulation possibilities within their sector or between sectors; and
- Rather than integrated assessment, SAQA is still seeing very traditional forms of assessment, e.g. an over-reliance on examinations.



CHALLENGES TO INSTITUTIONAL POLICY AND PROGRAMMES

The conference highlighted research conducted by JET into RPL policies and adult learner focused programmes at higher education institutions, as well as case studies of RPL pilot projects at these and other institutions.

- The Institutional Policy Study surveyed the status of RPL policy development at all public universities and technikons, and five institutions were presented as case studies. The survey found that only six institutions have a documented draft or final RPL policy in place. The research was used to formulate a set of principles and models that could be used to guide the further development of quality RPL practices across all higher education institutions in South Africa.
- The Adult Learner Focused Programmes study examined five RPL-inclusive programmes that are aimed at working/experienced adult learners. During the research, a set of best practice guidelines were developed and refined and it is hoped that programmes will eventually use these as a self-evaluation quality assurance mechanism.

In the case of both studies, it became clear that the provision of RPL-inclusive programmes that focus on the reeds of adult learners in higher education in South Africa is still a relatively unexplored practice, particularly at universities (with the exception of adult education departments). However, from our case studies it is clear that the most successful programmes have been those with a high level of institutional commitment and support, as well as `RPL champions' at departmental and faculty levels.

Both studies highlighted the importance of developing quality assurance mechanisms for RPL at a national level. Also, the research pointed to the fact that institutions need to distinguish between policies, principles and procedures when implementing RPL.

Institutions should develop policies and principles that provide a framework within which departments and faculties should operate, but it should not be necessary that all departments develop specific procedures, except in the larger departments where the need for RPL might be greater.

Workshop participants raised further issues and concerns regarding the language implications for RPL, the concern being that none of the institutions doing RPL have yet grappled with issues relating to learner support and developing portfolios of evidence in a language other than English, particularly for learners whose familiarity with academic English may be limited. The second issue raised related to the funding of RPL initiatives at institutions. The latter led to proposals that models other than individual institutional provision be explored in further pilot projects. Two such examples might be that of a national `clearinghouse', and a regional/multi-institutional collaborative model. This is a point that is reinforced by the inputs of Nasima Badsha and Saleem Badat, both of whom raised the importance that collaborative efforts could play in enabling RPL provision.



LESSONS FROM CANADA AND THE UNITED KINGDOM PAUL ZAKOS AND NORMAN EVANS

This presentation took the form of a dialogue between Paul and Norman. It is presented here as an integrated summary.

Prof Norman Evans has been working at APEL in the UK since 1980. Inspired by Morris Keeton the Founding President of CAEL he put the ground floor in for RPL development in the UK as a Senior Fellow of the Policy Studies Institute. From 1986 until 1994 he was the Founding Director of the Learning from Experience Trust (LET) using funded projects, many of them from government sources, to work round the horizon of possible applications of the theory and practice of APEL. Higher education, further education, adult education, youth training, voluntary bodies, and of vital importance, work based learning with employers, each was a first in the country. A recent survey conducted by the Trust shows a majority of higher education institutions having APEL policies at either institutional or departmental level. Norman Evans is now a Trustee of LET and a Visiting Professor in Professional and Community Education at Goldsmiths' College, the University of London. Previously he was Principal of Bishop Lansdale College of Education and Headmaster of a secondary school.

Paul Zakos has been involved in programme and policy development, training and human resource development and adult education for twenty-seven years. He has designed and implemented education and training materials for adults in formal education settings and the workplace; he also acted as an advisor for the development and implementation of Canadian federal and provincial policy in relation to prior learning assessment and recognition. Paul is manager of Program Development and Prior Learning Assessment at First Nations Technical Institute in Ontario, Canada and he is President of the Canadian Association for Prior Learning Assessment.

The process of RPL is a contemporary process that is based on a clearly defined set of values, beliefs and practices that enables us to engage in important dialogue. How societies and countries are handling and managing the pervasive and far-reaching effects of globalisation and technology is what RPL is about at a higher level.

RPL, at its best, offers stakeholders a set of tools with which to craft and negotiate new and innovative ways of dealing with issues and problems never before seen by most societies around the world. Old ways of doing things and old assumptions no longer work. This RPL tool, in addition to the significant work that it does with individuals, enables dialogues that are significant and meaningful for us as individuals and as groups of people. This is one of the new tools that help us deal with the new millennium and the challenges that are confronting us. RPL forces us to examine or re-examine our basic methods of decision-making in relation to the education and training of adults at every level including the workplace and the communities, so it has to be inclusive. RPL challenges our assumptions about education, teaching, learning and the potential of human beings to be full partners in their learning and in their societies and communities. Reflection is thus a consequence of such interaction and forms part of the social transformation process. We are living that process now. Each of us has an important contribution to make to this process that is occurring not only in South Africa but also in other countries around the world.

RPL is the vehicle by which these kinds of initiatives are brought into the forefront of our thinking and our communities. There is more



to it than the issues that we have looked at this conference. In South Africa RPL is being used as a tool to correct the inequities of apartheid. It is used to tackle an enormous range of problems, almost an entire system reform. This is almost too much, so instead of concentrating on the actual operation of RPL business, we get paralysed by the scale of need and demand.

We need to acknowledge that there are competing interests around RPL. One of the problems is to strike a balance between all the stakeholders and their needs. There are the demands of personal development, social justice, employment, career mobility and the needs of technology and globalisation. These can often create conflict. Somehow the RPL process needs to try to accommodate all these variables and it can be extremely difficult. The other significant contribution that RPL makes, if it is practised properly, is that it can accommodate a variety of cultures and differences. RPL is about dealing with diversity and good RPL practice implies that we need to respect and embrace diversity as a gift. The future of the world will be influenced by how diversity is handled. In addition, RPL demands that we respect differences and start with the reality of individuals.

The real concerns raised about lack of resources and materials at this conference are part of the dialogue. It's a tribute to the conference organisers that this dialogue is happening. The goal is not to eliminate dialogue or frustration but to allow people to express their frustration so that the problems can be examined and worked with. This is a sign of a nurturing climate within which people are encouraged to speak out. It is important that the transformative nature of gatherings such as these are not underestimated, as we have a lot to share and contribute as individuals and as institutions.



RECOGNISING THE LEARNERS: THE SOL PLAATJIE AWARDS

Given the theme and purpose of the conference, the conference organisers believed that it was essential to present the `face' and perspectives of the very adult learners who would be affected by RPL policy and implementation. It was thus decided to host a Learner Awards Ceremony on the second evening of the conference at a banquet function. Naledi Pander, MP, Chairperson of the National Council of Provinces and Vice Chair of the JET Board, officiated at the ceremony.

The conference organisers deemed it appropriate to name the award the Sol Plaatjie Learner Award, in honour of the first Secretary-General of the ANC. Sol Plaatjie himself embodied the struggle for an education in historical and political circumstances which mitigated against Africans being able to do so. Ms Pandor sketched the education challenges facing a newly democratised society, before proceeding to present the learner Awards. Nominations for the Learner Awards were forwarded to the conference planning committee by institutions that have implemented RPL. In total, four learners were presented with awards, although one of the learners could not be present at the awards ceremony.

Elenore Adams was a second year student in the National Diploma in Clothing Management at Peninsula Technikon in 2000. She received an RPL credit for Garment Construction 1. At the end of her first year on the Diploma she had obtained an average of 75%. Elenore matriculated in 1986, and has worked at a children's clothing wear manufacturer in Cape Town since 1987, first as a cleaner, then a machinist, and finally as a sample machinist for the last ten years. The manufacturer for which Elenore works is sponsoring her fulltime studies, even while she draws a full salary!

Meshack Masuku, born in 1954, left school at the end of Std 2. He began his career in the ceramics industry, starting as a sweeper in a small ceramic studio business. It was there that he began experimenting with clay. Meshack is recognised both for his expertise in the throwing of porcelain clay, and as one of the best potters in South Africa. He has obtained a National Diploma (Ceramic Design) in 1994 and a B.Tech (Ceramic Design) 1999, both at Port Elizabeth Technikon, where he is also currently a lecturer. Meshack says of the

"Once you see the value in your own education you have a further need to educate young people in this country. Too many people in this country are illiterate and as a result don't see the value of education. As a result, their children are suffering the consequences."

This view of education means that Meshack has become a mentor and role model for many people in his community. And because he is a staff member at PE Technikon, his own children are able to receive free education at the Technikon (he presently has 4 children registered for Diploma courses).

Albertus Topkin (called Albie) was born and raised in the Northern Cape. He left school at the age of sixteen "as the subjects taught in the schools did not interest me". He went on to complete his matric with Trans Africa Correspondence College. At the age of 24 he established and ran a clothing company on behalf of others, and a few years later established his own clothing factory. In 1984, due to circumstances beyond his control, Albie had to leave South Africa, and he subsequently lived in the USA for 3 years. On his return to SA in 1988, he joined a government department where he is currently Assistant Director: Communication. Albie has also been involved in local peace initiatives - he has established a peace committee,

value of education:

facilitated meetings between political parties, established a Farm Labour Dispute Committee, and acted as a peace monitor during the 1994 elections. He is currently enrolled in the Bachelor of Management Leadership (BML) programme at the University of the Free State. When asked why he chose to do the BML, Albie responded thus:

"During my career I have passed many formal certificate courses which stood alone like islands in the ocean. I felt a dire need to consolidate and concretise my prior learning experiences. ...I have no wish to be an accountant, doctor or lawyer My skills lie in the management and leading of people."

Norman Alexander, born in 1947, is currently a laboratory supervisor/senior laboratory technician in the Dept of Civil Engineering, University of the Witwatersrand. According to Prof Yunus Ballim, who nominated Norman for this award, Norman started his career as a soils laboratory assistant (a so-called "sand-kooker") on road construction projects. He rapidly developed his skills and knowledge in this field to a point where he has a very good fundamental understanding of soil mechanics and the principles of soil testing. Much of this knowledge was obtained in an informal manner and through self-learning, a process which has taken Norman to a point where he designs new and innovative soil testing equipment for our laboratories. Undoubtedly, this also demonstrates that, had he had the resources and opportunity as a black South African, Norman would certainly have managed to complete the undergraduate degree in civil engineering.

To further amplify the recognition of Norman's abilities by the civil engineering fraternity, a number of local and international visiting engineers and academics have commented positively on his knowledge and abilities in the field of soil testing.

Furthermore, as part of a World Bank study on the technical assistance needs in Mozambique, Norman was invited by the consulting engineers to assess and report on the condition and competence of existing laboratories in Mozambique. He spent four days visiting laboratories in the country and his report was well received by the study coordinators.

When Norman proposed the idea of pursuing a Masters degree in Civil Engineering at Wits, the Graduate Studies Committee of the Faculty was obliged to consider his non-certified learning since he had not completed any formal studies beyond the equivalent of Grade 11. With suitable motivation from his potential supervisor and others who had worked with him, the committee were convinced that, although informal, his experiential learning and demonstrated commitment to depth of understanding had adequately prepared him for the input expectations of the Masters degree by research.



NEW BOOKS ON RPL

Judy Harris. 2000. RPL: Power, Pedagogy and Possibility. HSRC: Pretoria

This book is the result of an RPL research collaboration located at the University of Cape Town and Peninsula Technikon, and funded by the HSRC. The book provides some insights, not only into the international RPL case studies that were specifically commissioned for the research project, but also details research in two sites of practice in higher education and corresponding sites of work in South Africa. Together, these case studies have been used to inform the two guides that make up this book - a `Conceptual Guide' and an `Implementation Guide'. Importantly, the book points to some inherent contradictions and challenges facing the equitable implementation of RPL in South Africa

The case studies and various contexts show the strong tendency for RPL practices to reinscribe the dominant discourses of the broader context. For example, in RPL practices in Further Education and in much of Higher Education, prior learning has to be converged into pre-defined categories - for example, national standards or existing curriculum/learning outcomes, So, although the site of knowledge production is challenged, what counts as knowledge is not. Both contexts seem to be about carefully monitored boundary-crossing for those individuals who can make it. In the more traditional areas of HE particularly, evidence suggests that those individuals who `succeed' in RPL will probably be those who are already socially advantaged rather than those who have gained their knowledge at a distance from formal education. These observations are a very far cry from the restitutive promises that surround RPL in South Africa' (p4).

Norman Evans (ed). 2000. Experiential learning around the world. employability and the global economy. **Jessica Kingsley Publishers:** London.

Norman's latest addition to his considerable work on RPL was available at the conference. The book explores, through a number of international case studies, the changing relationship between higher education and the global market in the context of employment and training, through the increasing use of recognition and assessment of non-traditional learning as a tool that provides access and advanced standing for adult learners within formal institutions.

In part, the book provides a chronological account of the emergence of RPL in the USA, and its expansion to England and then other parts of the world. The case studies themselves provide fascinating insights into the way RPL has developed in different contexts, and the challenges and opportunities it faces in those contexts. There is a chapter on South Africa, authored by Yunus Ballim, Rahmat Omar and Alan Ralphs.



ADDRESSING THE CHALLENGES

CASE STUDIES AND WORK IN PROGRESS

A significant number of case studies were presented during the conference. On the one hand, the international case studies that were profiled presented useful examples and benchmarks of RPL practices elsewhere. The South African case studies on the other hand, represent a powerful tool for understanding the ways in which the policy statements relating to RPL have been translated into various forms of practice that do indeed begin to intervene in a history that denied workers the validation and recognition of their knowledge that was mostly not crafted within institutions of formal learning. The case studies demonstrate the variety of forms of rigorous and quality RPL provisioning that is context specific.

DEVELOPING A MORE HOLISTIC MODEL FOR RPL

One of the real highlights of the conference, for many participants, was the contribution made by Diane Hill, of the First Nations Technical Institute (FNTI), based in Ontario, Canada. Together with Elana Michelson, Diane presented a pre-conference workshop entitled "Models of portfolio development and the assessment of prior learning". Diane's contribution to this workshop was to include an examination of traditional aboriginal cultural knowledge within the context of a model of education currently being practised by FNTI.

This approach encourages an integrated approach to teaching and learning processes and the assessment of prior learning. This happens through portfolio development strategies that support a definition of holistic learning, where the adult learner is challenged to acquire the qualities and characteristics necessary to become a whole person, especially in contexts where oppression and repression have been a significant part of social life for many. Part of the RPL process in this approach is to explore the social, familial, educational and individual experiences caused by oppression, in order to 'move forward'. This approach resonated with most workshop participants, judging from the evaluation comments. One of the implications, for many, has been that approaches to RPL in South Africa should not merely pay lip service to equity and redress, but need to engage with and adapt models that are holistic and which seriously challenge technicist approaches that may reinforce exclusion and discrimination.

LOCAL INSTITUTION-BASED CASE STUDIES AND IMPLEMENTATION ISSUES

Part of the conference agenda was to showcase the various RPL pilot projects that have emerged in South Africa, a number of which have been funded by JET. These included:

- The teacher and adult educator project located at Wits University and Johannesburg College of Education:
- The Bachelor in Management Leadership at Free State University;
- ✓ Nursing at Peninsula Technikon and Unitra;
- Workforce development in agriculture with Technikon Southern Africa and the University of Venda.

These and other case studies highlighted various implementation models that have



emerged at different South African institutions. These case studies speak to, inter alia: partnerships involving professional bodies and unions, and the difficulties in transforming particular professions and associated qualifications; approaches to alternative admissions policies that rely on RPL; assessment approaches and the use of the portfolio in different contexts; approaches to staff development and assessor training; administrative issues, and so on.

LANGUAGE AND RPL

Helen Peters, an RPL practitioner at the University of North London who also works on a programme with asylum-seekers, did a presentation on language and discourse. She looked at how language and communication have been commodified in education systems, and at how learners use language to adapt their constructions of themselves for the purpose of RPL. She also examined how an inability to understand discourses and language could exclude certain learners from education institutions. Helen provided some examples of materials used for assisting learners with the RPL process as well as some samples of writing by RPL candidates.

ASSESSOR TRAINING

There were three presentations related to assessor training. An evaluation of an existing assessor training course highlighted some of the challenges facing the training of assessors, and the need for the regulation and quality assurance of both assessors and training programmes for assessors. The presentation of a USA RPL assessor certificate provided some insights into the scope required for an RPL assessor training programme.

Sandy Willard, Meg Pahad and Marietta van Rooyen presented work in progress on assessor training unit standards that have been developed by the relevant Standards Generating Body. The issue of certification of assessors is a critical one, as the legislation governing the functioning of Education and Training Quality Assurance bodies calls for assessments to be conducted by registered assessors. Assessor training for RPL in HE institutions and the workplace is an area that needs further development in South Africa.

Dr David Levin (Director of Distance Learning, DePaul University, Chicago) and Dr Tom Flint (Vice President of Lifelong Learning, GAEL, Chicago) introduced the only on-line certificate programme in RPL Assessor Training, which has been developed according to standards set by CALL. This programme provides the basic tools by which academic assessors can develop skills and procedures for assessing adults' prior learning, by making use of case studies, a variety of readings and interactive exercises. The programme is delivered over the Internet, allowing very flexible participation provided that participants can access an Internet-connected computer.

Alan Ralphs, Mabje Mabitla and Prof Elana Michelson reported on the findings of the evaluation of the Assessor Training Course developed and implemented by the Metal, Engineering Industry Education and Training Board (MEIETB). This was a generic assessor training course modelled on those operating in the British and Australian systems, but customised for the South African situation. Over 1000 people were enrolled into this course which included four days of face to face training and an assessment based on a portfolio assignment done at work. The evaluation focused on the course itself as well as the conditions under which it was implemented in the workplace. Recommendations were made inter alia to improve both the content and use of materials in the course. In particular, it was recommended that a module on bias and sensitivity be developed and incorporated into



the course. The course assignment was also found to be problematic, in that trainee assessors were required to develop portfolios based on their experience in doing two assessments, but had great difficulty in completing the portfolio itself. Overall, the participation and completion rates of the course were much lower than expected, and the evaluation pointed to a number of changes to improve course content, recruitment and selection of trainees, workplace based support systems, and the preparation of the final assignment.

WORKFORCE AND SKILLS DEVELOPMENT

The scope of workforce development in South Africa is vast, and does not only target those who are employed or self-employed, but also the unemployed and retrenched. It is a context that is presenting enormous challenges for government, unions, and management. A number of presentations spoke to the challenges in different contexts, and presented some examples and recommendations for ensuring equitable access to advising, counselling, services (including RPL) and support for workers.

COSATU: GUIDELINES FOR RPL

The Recognition of Prior Learning is critical for achieving the labour movement's objectives within the new education and training system. COSATU has consistently argued that RPL is critical to ensure redress and that workers should be able to gain recognition for the skills and knowledge they have gained through experience. RPL is also a key component of the Employment Equity Act and the Skills Development Act. However, following the implementation of 2 pilot projects, unions have found that there are many difficulties that arise in the implementation of RPL processes. The lessons learned from these early pilot projects have informed the development of a policy framework and implementation guidelines for union office bearers, shop stewards and workers for RPL in the workplace. These guidelines and implementation steps should ensure that a consultative and participatory process is established, that learners are supported and assessed fairly, and that the process is not used as a tool by management for merely conducting a skills audit. Rather, the process should be a developmental one that encourages workers to undertake career planning and further learning, and that this should be supported by the company.

PATHWAYS TO THE FUTURE. A CASE STUDY FROM THE USA

The "Pathways to the Future" Project was presented by representatives from the Council for Adult and Experiential Learning (CAEL), Communication Workers of America (CWU) and Qwest, a USA-based telecommunications company. Pathways is a large workforce development programme providing educational benefits to active employees of the Qwest telecommunications company in the USA. Each year, approximately eight thousand employees participate in the programme.

Established in 1986, PATHWAYS is the product of collectively bargained agreements between the employer and the Communications Workers of America (CWA). It is governed by a unioncompany non-profit corporation called Training Partnerships, Inc., and is administered by the Chicago based CAEL. The programme offers a wide range of services to employees in the industry including career and education planning, assessment of prior learning, motivational workshops, financial assistance for tuition, and a comprehensive information and fund management system through which all data, contracts and reports are processed. A key feature of the project is the role which CAEL plays in managing the relationships with education and training providers to ensure smooth, high quality services for learners and regular detailed reports on educational outcomes of the entire programme.

THE MOOITEX EXPERIENCE: RESPONSIBILITIES TO THE UNEMPLOYED

In 1999, JET was commissioned to evaluate one of the Department of Labour's (DoL) Social Plan Pilot Projects in Mooi River, with the closure of Mooi River Textiles. The DoL used a 2-day version of Project Noah's "Recovery and Self-discovery Workshop" to provide counselling and advising for Mooitex workers shortly after they had been retrenched. The DoL had been unable to provide workers with such services before retrenchment because Mooi River Textiles management refused to allow DoL to do this prior to closure. The timing of such services is critical for workers, and companies need to be more sensitive to this issue. The evaluation also found that the DoL needs to build capacity in small offices that are located outside of the larger urban areas, and to focus on more than being UIF/pay points. Labour centres need to be developed so that they can provide a range of support and information services to their communities.

LOCAL WORKFORCE ADVISING AND SUPPORT: DIPAAKANYO

The conference afforded JET an opportunity to profile a course it has adapted using CAEL's "Returning to Learning" materials. The South African version, called Dipaakanyo (translated as `preparation' in Tswana), is specifically designed to support adult learners in making critical choices about their future and how to maximise available learning opportunities at work and in the community. It is envisaged that the course will form part of broader workforce development projects in South Africa, for both current employees as well as those facing retrenchment. Dipaakanyo was presented and discussed at both a preconference workshop and a workshop session during the conference.



MOVING FORWARD: STRATEGIC PRIORITIES FOR RPL IN SOUTH AFRICA

Part of the pre-conference planning included putting in place a process to develop a proposal for a national strategy for RPL that was to be tabled at the closing session of the conference. The idea was that, after conference delegates had been immersed in RPL issues for two days, a way forward needed to be presented for discussion and modification.

Indeed, a strong consensus emerged from the conference on the need for a more strategic approach to RPL and experiential learning in South Africa. The following proposal to this effect was tabled and the following priorities were suggested for next few years.

- The need for a nationally co-ordinated **research and development project** to clarify: the epistemological and conceptual questions about RPL regarding the nature and value of experiential learning in relation to other more traditional forms of knowledge and learning; and the nature of the RPL constituencies and enormous diversity which characterises such constituencies. Such a project must begin to gather and analyse the empirical evidence of RPL related assessments in South Africa and use this to inform the further development of policy and practice in the institutions of learning and in the workplace.
- The need to focus RPL research and innovation in the **Further Education and Training** environment for the next few years as this is where the vast majority of adult learners in South Africa will require such assessments and recognition.
- The need to recognise and support the role that the new statutory bodies for **Quality Assurance** will play in helping to promote and install effective and equitable standards for RPL practice throughout the system of education and training in South Africa.



- The urgent need to expand the provision for **training of practitioners** to advise, support, and assess learners at all levels in the system; and to make such services more easily accessible to learners at local sites and centres.
- The need for a more coherent and organised **strategy for generating the funds** to sustain RPL related research and innovation in South Africa over the next few years.
- The importance of **regional and national networks** to advance the policy and practices of RPL in a principled and quality conscious fashion. Such networks would help to promulgate the exchange of information and technical assistance across institutional, sectoral and geographical boundaries. It could also help to promote constructive partnerships between those working in government and in civil society on RPL related programmes and services.

Conference recommended the establishment of a **National Steering Committee** to further elaborate this strategy and to support its implementation. JET'S role as the secretariat for such a committee was recognised and encouraged.

Alan Ralphs and Enver Motala drafted the strategy document tabled at the conference, pulling together the issues raised through interviews conducted by Enver Motala with key people in the HE/RPL environment.

CONFERENCE PAPERS, PRESENTATIONS AND WORKSHOPS

1. KEYNOTES AND PLENARY PRESENTATIONS

RPL Challenges Higher Education and Workplace Systems

Adrienne Bird, Chief Director (ESDS) in the Department of Labour and Nasima Badsha, Deputy Director General (HE) in the Department of Education

RPL and Transformation: Principles and Practice
Professor Elana Michelson, Empire State College, SUNY, GAEL

PATHWAYS to the Future

Jo Winger de Rondon (GAEL), Lew Ellingson (CWA), and June Maul (QWEST)

Building the Critical Mass for Effective Education and Training Reform Paul Zakos, President, Canadian Association for Prior Learning Assessment

RPL: How the World sees it

Norman Evans, Founding Director of the Learning from Experience Trust, United Kingdom

RPL Policy and Programmes in South Africa: Emerging Models and Guidelines for Good Practice Prof Yunus Ballim, Michelle Buehler, David Levin & Prof David Justice (in absentio)

Towards an RPL Strategy for 2000-2005: a work in progress Alan Ralphs & Enver Motala

The Sol Plaatjie Awards Ceremony:
An address by Naledi Pandor, Chairperson of the National Council of Provinces

2. INTERNATIONAL SEMINARS AND WORKSHOPS

Building Blocks for an Adult Learning Focused Institution Tom Flint and Diana Bamford-Rees, GAEL, Chicago, USA

Holistic Learning: A model of education based on Aboriginal cultural philosophy Diane Hill, Ontario, Canada

Higher Education Curricula and RPL: The need for a dialectical relationship Judy Harris, CEPAM, School of Education, Open University, London

Language Strategies for RPL and Experiential Learning Helen Peters, Lecturer from the University of North London

3. SOUTH AFRICAN SEMINARS AND WORKSHOPS

Assessor Standards and Quality Assurance Sandy Willard (FETQA), Marietta van Rooyen (ETDP SETA), and Meg Pahad (IEB)

Assessor Training: Lessons from the Evaluation of an industry based Assessor Training Course Elana Michelson, Mabje Mabitla



(MERSETA), Peter Makaba (MERSETA) and Alan Ralphs (JET)

Developing RPL for a Certificate in Participatory Community Development

Debi Tromp and Tim Houghton, Centre for Adult Education, University of Natal, Pietermaritzburg

Exploring the potential that `alternative' methods of expression have for assisting learners to articulate their prior learning

Debi Tromp, Centre for Adult Education, University of Natal, Pietermaritzburg

Promise and Problems in RPL: The JCE and Wits Projects in Teacher and Adult Education Ruksana Osman, Dr YaelShalem, Carola Steinberg, Dr Jane Castle and Gillian Attwood

Returning to Learning: Making Critical Choices for the Future Phindi Sigodi, Joint Education Trust, and Diana-Bamford Rees, CAEL

RPL Imperatives for Community Nurses

J Small, L Himunchul, V Major, and C Skenjana, Peninsula Technikon & Unitra

RPL Opportunities for Tea Production Workers at Supekoe

Prof D Makinde, (Venda University), Andreas de Beer (Technikon SA), Helgaard de Villiers, (Sapekoe Estate)

RPL and Lifelong Learning

Prof Shirley Walters, Terry Volbrecht & Natheem Hendriks, University of the Western Cape

RPL in the Workplace: COSATU Policy and Guidelines

Carmel Marock and colleagues

The Bitter Taste of Retrenchment. The Mooitex experience and the Social Plan June Hartley, Phindi Sigodi, and Avril Joffe

The Management Leadership Challenge: Are the teachers and administrators ready to become the learners?

Prof B Anderson, A Sharp, J van der Westhuyzen, T Loate, P Davids, University of the Free State

The Benefits of RPL in the Health and Welfare Sector and its Impact on Career Pathing Dr SJH Hendriks, Chief Director: Health and Welfare Negotiations, Dept. of Health

4. PRE-CONFERENCE TRAINING WORKSHOPS

RPL Policy and Programmes in South Africa: Emerging Models and Guidelines for Good Practice
Prof Yunus Ballim (Wits University) and Linda Cooper (University of Cape Town) assisted by Dr David
Levin (De Paul University, Chicago), Rabia Dawjec and Ephraim Siluma (SA Institute of Distance
Education), Michelle Buehler (Joint Education Trust)

Models of Portfolio Development and the Assessment of Prior Learning

Diane Hill (First Nations Technical Institute, Ontario, Canada), Prof Elana Michelson (Empire State College, State University of New York)

Returning to Learning

Phindi Sigodi (Joint Education Trust) and Diana-Bamford Rees (Council for Adult and Experiential Learning (CAEL)



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