A NATIONAL CURRUCILUM FOR TRAFFIC LAW ENFORCEMENT OFFICERS

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ABSTRACT

At the Road Traffic Safety Conference held in Pretoria in 1995, there were talks by various role players in the Traffic profession regarding the "raising of standards" or the "improvement of the quality of training for law enforcement officers" as offered by the Department of Transport.

As early as the latter half of 1990, the National Department of Transport as it was called at that stage became engrossed in tackling the problem of traffic management, which involved as its very core the issue of traffic law enforcement in its many forms.

It was from here, that the drive to improve the curriculum content and quality began. Priorities were identified and a special section was created within the Department of Transport to address these issues, under the banner of Professionalism in the Traffic Fraternity. Three vitally important tasks were undertaken namely, the assessment and registration of Colleges and Academies, Revision of the Assessment Policy and training material and the research into the training needs of operational officers.

1. INTRODUCTION

During the latter half of 1990's, the structural form of the Road Traffic Management Corporation (RTMC) took shape. Within this emerging structure was a section that dealt with training of traffic law enforcement personnel. Two aspects soon emerged that, if and when implemented, would have a major influence on how training was to be conducted.

The first issue was the realigning of the training function. Which was to fall under the auspices of the RTMC, and no longer directly resort under the National Department of Transport. This would be a formality as regards the reporting and managing, and no real changes would appear in terms of the training. However, the second issue would have far reaching implications. This was the envisaged formation of a National Traffic Academy.

The original vision was that a higher level of training would be offered through this Academy that would be situated at a centralized point. This, in itself, was not where the revolution in training would start. It was the advent of the National Qualification Framework (NQF) and the South African Qualification Authority (SAQA) and the related registering of qualifications that gave the first glimpse of what was necessary should an Academy be created.

More importantly, though, was the growing realization at management level that the training within the profession was not equipping officers adequately for the efficient and effective performance of their duties.

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Added to this were the concerns being raised by the operational level in terms of support and standards. The initial three-month training course was extended during the 1990's to a six-month training course, but this still did not allow enough time to address all the aspects pertaining to law enforcement, especially those with regard to practical training.

A look at the various overseas countries like Austria, New Zealand and other countries across the world and the way in which they address law enforcement, can add value to the process of development in South Africa. It must be born in mind that South Africa is unique in its challenges and issues and is one of the few countries that separate the concept of traffic policing from the standard policing functions.

With this information in mind the current curriculum presented still fell far short of fulfilling the requirements for registration and accreditation with the NQF.

The Professionalism in the Traffic Profession was once again addressed in the Road to Safety Strategy 2001 – 2005. The Department of Transport undertook to address this issue and three vitally important tasks were identified, namely:

- The assessment and registration of Colleges and Academies
- The revision of the Assessment Policy and training material
- Research into the needs of operational officers in terms of training.

These three tasks led to the foundation for what was to come. Once the training Colleges met the prescribed requirements and a Standardised Assessment Policy was in place, a co-ordinated effort was made to improve the Qualification.

It was evident that the current traffic officer course held no value within the NQF, and that this needed to be addressed as a matter of urgency.

2. DEVELOPMENT TOWARDS A QUALIFICATION

Although there was a Standard Generating Body (SGB), which was tasked to deal with the very issues of obtaining accreditation for the traffic officer diploma, there had been no positive progress.

Following the lack of progress through the SGB, the CSIR ,who at that stage in 2000, had been awarded the tender to supply technical and administrative assistance to the Department of Transport in the field of training traffic law enforcement officials was tasked to focus on the basic groundwork regarding the identification of a qualification and the drafting of the units standards which were not currently registered or in the process of being registered.

SAQA regulations prescribed the formal procedures to be undertaken in the creation of unit standards and the role of the SGB is embedded in the regulations. This caused delays, as with many of the SGB's.

3. PURPOSE AND RATIONALE OF THE QUALIFICATION

This envisaged qualification aimed to address three main areas of competencies, namely:

- Ensuring/enforcing a safe traffic environment
- Educating the road user community
- Developing the road environment
- Demonstrating appropriate levels of customer service to all road users.

The core areas of competency are traffic management and municipal policing. Fundamental to these areas are communication and mathematic literacy competence.

After a lengthy process of constant deliberation the Qualification titled "Further Education and Training Certificate: Road Traffic Management "was registered on the 13 April 2005, nearly four years after the initial commencement. The qualification has a minimum of 172 credits and is registered on a NQF level 4.

Prior to the registration of the qualification the Technical Committee for Traffic Professionals (TCTP) proposed a new curriculum addressing all those crucial issues, which were not addressed in the past.

4. RATIONALE

The South African vehicle population currently exceeds 7 million. With the high incidence of road-related fatalities in South Africa, it is a national priority to make South African roads safer for all users. It is estimated that more than 12 000 people die every year and many others are injured on South African roads. The cost to the South African economy is estimated at around 14 billion Rand a year. Internationally, traffic law enforcement is known as one of the most effective measures to prevent accidents, deaths and injuries. Faced with various challenges, traffic officers in South Africa must employ a wide array of competencies to work effectively. Addressing this issue includes effective regulations, administration and stakeholder relationships, as well as operational planning, traffic management and data gathering systems, none of which are effective without the professionalization of traffic law enforcement training, related career development and specialisation in key areas of enforcement. One of the focus areas for improvement include enforcement for prevalent transgressions including exceeding the speed limit, driving recklessly and aggressively, driving under the influence of intoxicating liquor or drugs with a narcotic effect, deliberately overloading vehicles, paying for a forged driving license, bribing traffic officers or paying for a false roadworthy certificate. A second focus area of coordination activities focuses on managing the road environment effectively. The focus area of communication relates to enhancing road safety activities.

When the National Department of Transport established Centres of Development (tertiary institutions providing transport related studies) in the 1990`s, the focus of the centres was at a postgraduate level. However, there has been a shift to the undergraduate level. The aim is to build human and research capacity in the transport field, in partnership with technikons and universities.

Previously, traffic officer learning programs in South Africa did not focus on competence. Rather, it provided learners with an overview of activities that does not result in the competence required to perform their daily activities. The institutional learning component of traffic officer learning programs has been relatively standardised, but in-service learning programs have not been, and this split between attaining theoretical knowledge and practical skills training requires integration. This national qualification standard and its composite unit standards were developed to specify the outcomes required when knowledge and skills are integrated to comprise traffic officer competence. Furthermore, by setting a minimum national standard, accreditation of learning programs can take place, resulting in improved quality management in terms of program delivery.

5. LEARNING ASSUMED TO BE IN PLACE AND RECOGNITION OF PRIOR LEARNING

This qualification was designed and its credits assigned based on the assumption that communication and language competencies at NQF Level 3 for one language, and NQF Level 2 for a second language, as well as mathematic literacy competencies at NQF Level 3 have already been attained as well as computer literacy at NQF Level 3.

Recognition of prior learning (RPL)

This qualification can be achieved wholly or in part through recognition of workplace experience, in terms of the assessment criteria specified. Any learner wishing to be directly assessed may arrange to do so, without participating in further training or education

6. QUALIFICATION RULES

Learners can elect to focus their competence regarding road traffic management and municipal policing, road safety, and licensing and registration, including the following areas: driver examination; vehicle examination; national traffic information system (NaTIS) data maintenance; traffic management; policing; education. All Fundamental and Core component Unit Standards are compulsory to obtain the qualification.

7. EXIT LEVEL OUTCOMES

Fundamental and Core:

7.1 Communicate effectively using mathematic, oral and written presentation in two languages.
7.2 Apply strategies to achieve optimal stress levels in personal and work situations.
7.3 Provide first aid.
7.4 Operate personal computer systems.
7.5 Participate effectively in traffic-related legal processes.
7.6 Provide customer service required by standard operating procedures.
7.7 Collect, analyse, organise and critically evaluate information about driver fitness.
7.8 Collect, analyse, organise and critically evaluate information about vehicle fitness.
7.9 Conduct visible traffic patrols.
7.10 Control traffic safely.

Elective:

7.11 Inform road users of road safety.
7.12 Facilitate driver learning.
7.13 Use traffic management communication aids and equipment technology effectively.
7.14 Enforce traffic-related and municipal by laws.
7.15 Collect, analyse, organise and critically evaluate information regarding drivers and vehicles.
7.16 Use national traffic information system technology effectively.

Credited learners have attained the generic ability to:

Critical cross-field outcomes:

- Collect, analyse, organise and critically evaluate information regarding road environments and their characteristics, to identify possible deficiencies or contraventions;
- Communicate effectively to record, document and report possible road environment deficiencies or contraventions using visual, mathematical and/or language skills in the modes of oral and/or written presentation;
- Use science and technology effectively and critically, showing responsibility towards the environment and health of others;
- Demonstrate an understanding of the world as a set of related systems by recognizing that assessing road environments should take into account all situations, traffic flows, road user groups towards ensuring safe traffic conditions;
- Work effectively with others as a member of a team to obtain requests for additional information to ensure effective traffic control, flow and higher levels of safety;
- Identify and solve various problems where responses to such problems show that such critical and creative thinking has been used to make responsible decisions based on the management of the road environment.

8. ASSOCIATED ASSESSMENT CRITERIA

Fundamental and Core:
- Communication processes and procedures implemented are effective within given contexts.
- Monitoring of financial aspects of personal, business, and national issues follows specified requirements.
- Communication of findings on life-related problems is accurate.
- Evaluation of spoken text is relevant to a given context and can be justified.
- Evaluation of text takes into account diversity of writers and speakers of text.
- Writing is appropriate for specific audiences and purposes.
- Conduct is professional at all times.
- Stressors and stress are correctly defined and identified.
- Where relevant, steps taken to alleviate stress are appropriate for the context.
- Intervention in first aid scenarios eliminates potential hazards.
- Examination of visible vital signs follows required procedures.
- Information gathered meets specifications.
- Actions taken meet standard operational procedures.
- Operation of personal computer systems adheres to standard operational procedures
- Operation of personal computer systems adheres to safety requirements.
- Operation of personal computer systems ensures security of information.
- Standards and procedures in relevant legislation are adhered to Range: Traffic-related legal processes can include those involved in arrests, giving evidence, attending to collision scenes, assessing road user fitness, conducting visible traffic patrols, controlling traffic, ensuring safe passage in traffic, assessing road traffic environment safety, examining vehicle fitness at the roadside, evaluating loads on vehicles.
- Conduct is acceptable to communities served.
- Conduct is professional at all times.

- Conduct adheres to specified ethical requirements.
- Complaints are addressed as required by standard operating procedures
- Conduct is professional at all times.
- Specified customer service requirements are met
- Conduct is acceptable to specific communities to whom sources is delivered
- Information collection methods are appropriate to the relevant contexts.
- Recording of information regarding driver fitness and related traffic violations is accurate.
- Information collection methods are appropriate to the relevant contexts.
- Management of vehicle fitness minimises abnormal wear and tear of road surfaces.
- Recording of information regarding traffic flow, and vehicle fitness and related traffic violations is accurate.
- Execution of crime prevention strategies ensures safety of the community.
- Traffic measures introduced are holistic.
- Enforcement of traffic and municipal policing and related legislation controls traffic and flow of traffic optimally.
- Crash investigations and recording is effective.

Elective
- Informing of road users meets standard operating procedure,   legal and safety requirements.
- Conduct is acceptable to communities served.
- Conduct is professional at all times.
- Conduct adheres to specified ethical requirements.
- Facilitation of driver learning meets standard operating procedure, legal and safety requirements.
- Conduct is acceptable to communities served.
- Conduct is professional at all times.
- Conduct adheres to specified ethical requirements
- Use of communication aids and equipment technology meets legal, standard operating, manufacturer and safety requirements
- Conduct is acceptable to communities served.
- Conduct is professional at all times.
- Conduct adheres to specified ethical requirements.
- Enforcement of traffic related policing and municipal by laws and related legislation meet standard operating procedures and relevant legislation requirements.
- Recording of information regarding drivers and vehicles is accurate.
- Recording of information regarding drivers and vehicles meets standard operating procedures and relevant legislation requirements.
- Use of national traffic information system technology meets standard operating procedures and relevant legislation requirements.

9. INTEGRATED ASSESSMENT

Integrated assessment at the level of qualification provides an opportunity for learners to show that they are able to integrate concepts, ideas and actions across unit standards to achieve competence by solving case studies, scenarios, doing practical demonstrations and providing solutions in practical simulations. Learners will have to demonstrate competence by performing tasks, which involves the setting up, and the use of equipment

to obtain results. Competency is further demonstrated in mock court situations. Interpretation of legislation is demonstrated in simulated environments. Integrated assessment should show how already demonstrated competence in individual areas can be linked and applied for the achievement of exit level outcomes. Integrated assessment must judge the quality of the observable performance, and also the quality of thinking that lies behind it. Assessment tools must encourage learners to explain the thinking and decision-making that underpin their demonstrated performance.

The assessment criteria in the unit standards are performance-based (applied competence as opposed to required knowledge only). This means that workplace experience may be recognised when awarding credits towards this qualification. A broad range of task-orientated and theoretical assessment tools may be used, with the distinction between practical knowledge and disciplinary knowledge maintained so that each takes its rightful place. Unit standards in the qualification must be used to assess specific and critical cross-field outcomes. During integrated assessments the assessor should make use of formative and summative assessment methods and should assess combinations of practical, applied, foundational and reflexive competencies.

10. INTERNATIONAL COMPARABILITY

As the United States of America does not currently have a national standards framework, an analysis of learning programs was conducted. Comparable traffic management competence is addressed as a professional stream following the law enforcement officer qualification. It is assigned approximately 35 credits in total. This South African qualification addresses competence for both aspects within one qualification. Competencies that form part of learning in the USA include collision investigation (both at scene and technical), collision reconstruction, radar operation, road blocking, data capturing, driver training, driver competence testing, speed measuring, and media relations.

In Europe in general, basic police training provides the entry point for specialisation in traffic policing. Duration of basic police training varies from four months to four years. Most countries require the equivalent of the South African NQF Level 4 Further Education and Training Certificate for entry, except in Germany, Austria, the Netherlands, Switzerland, Finland and the Czech Republic. Included in programs are law, general legal and administrative, psychology, crime prevention, youth issues, drug-related issues, computer literacy, statistics, crime scene investigation, patrolling, stopping vehicles, crime-related information gathering, witness interviewing, intervening in public disorders and the history of law enforcement knowledge. In terms of skills, most programs include evidence handling, traffic regulation, self-defence, swimming, using a firearm, report writing, first aid, communication, computer skills, public relations, crowd control, gathering information, using tools, general equipment (batons, handcuffs, etc.) and technical equipment, using standard operating procedures, documenting, team/group work, decision-making, administration, languages, and physical training. Specialised police training (the equivalent of South African NQF Level 5 outcomes) in specific areas of police work, ranging from one day to four weeks, includes traffic-related learning such as law issues in traffic (Germany), traffic accident investigation (Hungary, the Netherlands), driving skills (the Netherlands), specialised driving (Hungary) and general traffic management (Belgium, Turkey, Greece, Poland, Slovak Republic, Croatia).

In Sweden, traffic safety science courses include outcomes that overlap with the South African qualification presented here. Total duration is 80 hours. In the United Kingdom, Traffic Management and Systems Engineering qualification exists at Level 4 (equivalent to

the South African NQF Level 5). The Scottish framework contains programs at this level, including Police Road Traffic Patrols, and Police Road Traffic Patrol Operations (hazardous loads, legislation, road accidents and tachograph chart inspections). There are no South African NQF Level 4 equivalent qualifications.

Level 1 (the equivalent of South African NQF Level 2), with traffic flow and traffic management techniques falling under Civil Engineering at Levels 5 and 6 respectively (the equivalent of South African NQF Level 5).

11. ARTICULATION OPTIONS

This qualification articulates vertically and horizontally with all NQF Level 3 and 4 qualifications by means of the fundamental component. In addition, because the qualification contains unit standards from other qualifications, vertical articulation is currently possible with the National Diploma B Tech, and Masters Degrees in Road Traffic and Municipal Police Management on level 5,6,7 and 8. Horizontal articulation is possible with the National Certificate in Policing (NQF Level 5) and the National Certificate: Use of Firearms as well as various other qualifications containing information technology, marketing (customer service and contact centre), and first aid competence outcomes.

12. MODERATION OPTIONS

Moderation of assessment and accreditation of providers shall be at the discretion of a relevant ETQA as long as it complies with the SAQA requirements. The ETQA is responsible for moderation of learner achievements of learners who meet the requirements of this qualification. Particular moderation and accreditation requirements are:

- All providers offering this qualification will register with the relevant ETQA
- Any institution offering learning that will enable the achievement of this qualification must be accredited as a provider with the relevant ETQA. Providers offering learning towards achievement of any of the unit standards that make up this qualification must also be accredited through the relevant ETQA accredited by SAQA.
- The ETQA will oversee assessment and moderation of assessment according to their policies and guidelines for assessment and moderation, or in terms of agreements reached around assessment and moderation between the relevant ETQA and other ETQAs and in terms of the moderation guideline detailed here.
- Moderation must include both internal and external moderation of assessments for the qualification, unless the relevant ETQA policies specify otherwise. Moderation should also encompass achievement of the competence described in Unit Standards as well as the integrated competence described in the qualification.
- Internal moderation of assessment must take place at the point of assessment with external moderation provided by a relevant ETQA according to the moderation guidelines and the agreed ETQA procedures.
- Anyone wishing to be assessed against this qualification may apply to be assessed by any assessment agency, assessor or provider institution that is accredited by the relevant ETQA.
- Training is governed by the National Road Traffic Act, which mandates the National Department of Transport as the overall verifier of traffic related content. National Department of Transport will appoint suitable moderators.
- Moderation of learner achievements takes place at providers accredited by the relevant ETQA (RSA, 1998b) for the provision of programs that result in the outcomes specified for this qualification. Anyone moderating the assessment of a learner against

this qualification must be registered as a moderator with the ETQA. Moderators registered with the relevant ETQA must carry out the moderation for the qualification and any of the Unit Standards that make up this qualification. Moderators must also comply all specifications in terms of relevant legislation.

13. CRITERIA FOR THE REGISTRATION OF ASSESSORS

Assessment of learner achievements takes place at providers accredited by the relevant ETQA (RSA, 1998b) for the provision of programs that result in the outcomes specified for this qualification. Anyone assessing a learner or moderating the assessment of a learner against this qualification must be registered as an assessor with the ETQA. Assessors registered with the relevant ETQA must carry out the assessment of learners for the qualification and any of the Unit Standards that make up this qualification. Assessors must also comply all specifications in terms of relevant legislation.

Assessors should keep the following general principles in mind when designing and conducting assessments:

- Focus the initial assessment activities on gathering evidence in terms of the main outcomes expressed in the titles of the Unit Standards to ensure assessment is integrated rather than fragmented. Remember that the learner needs to be declared competent in terms of the qualification purpose and exit level outcomes.
- Where assessment across Unit Standard titles or at Unit Standard title level is unmanageable, then focus assessment around each specific outcome, or groups of specific outcomes. Take special note of the need for integrated assessment.
- Make sure evidence is gathered across the entire range, wherever it applies. In particular, assessors should assess that the learner demonstrates an ability to consider a range of options by:
- Measuring the quality of the observed practical performance as well as the theory and underpinning knowledge.
- Using methods that are varied to allow the learner to display thinking and decision making in the demonstration of practical performance.
- Maintaining a balance between practical performance and theoretical assessment methods to ensure each is measured in accordance with the level of the qualification.
- Taking into account that the relationship between practical and theoretical components is not fixed, but varies according to the type and level of qualification.

All assessments should be conducted in line with the following well-documented principles:

- Appropriate: The method of assessment is suited to the performance being assessed.
- Fair: The method of assessment does not present any barriers to achievements, which are not related to the evidence.
- Manage: The methods used make for easily arranged cost-effective assessments that do not unduly interfere with learning.
- Integrate: into work or learning: Evidence collection is integrated into the work or learning process where this is appropriate and feasible.
- Valid: The assessment focuses on the requirements laid down in the standards; i.e. the assessment is fit for purpose.
- Direct: The activities in the assessment mirror the conditions of actual performance as close as possible.

- Authentic: The assessor is satisfied that the work being assessed is attributable to the learner being assessed.
- Sufficient: The evidence collected establishes that all criteria have been met and that performance to the required Standard can be repeated consistently.
- Systematic: Planning and recording is sufficiently rigorous to ensure that assessment is fair.
- Open: Learners can contribute to the planning and accumulation of evidence. Learners for assessment understand the assessment process and the criteria that apply.
- Consistent: The same assessor would make the same judgement again in similar circumstances. The judgement made is similar than the judgement that would be made by other assessors.

Anyone wishing to be assessed against this qualification may apply to be assessed by any assessment agency, assessor or provider institution that is accredited by the relevant ETQA

14. UNIT STANDARD ALIGNMENT

The Technical Committee for Traffic Professionals mandated a working group under the current service providers the CSIR to hold workshops to align the units standards within the Qualification in order the obtain accreditation for the learning package which has been compiled.

The working group have been meeting in Kwa Zulu Natal at the Traffic Training College in Pietermartizburg, who have given tremendous assisting and support.

Each module has been clearly aligned indicating the Theoretical and Workplace learning. In order to avoid duplication and to simplify the assessment the Specific Learning Outcomes (SO's) and Assessment Criteria (AC's) were integrated and specific reference was made to the various SO's and AC's used. The assessment guides and learner feedback also form part of this package.

15. CONCLUSION

It was intended that the Traffic Training College in Pietermaritzburg would pilot the project in the second half of 2005 but due to other commitments this will not be possible.

Although 2006 will see the first intake of learners to be registered for such a qualification it is also understood that there will be the so-called "teething problems" and amendments and adjustments would have to be made to accommodate the unforeseen aspects.

The new curriculum will not come without implications for the Traffic Training Colleges in regard to both time and practical assessment.

The Department of Transport is however positive that this qualification will enhance the quality of effectiveness and efficiency within the traffic fraternity.