

NATIONAL TRAINING FRAMEWORK FOR ROAD TRAFFIC MANAGEMENT

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ABSTRACT

This paper seeks to explain the rationale behind the compilation of a National Training Framework for Road Traffic Management in South Africa. The main objective of the study was to conduct a strategic analysis on how training within the Road Traffic Fraternity can be enhanced to counter the negative effect that the current fragmentation within the Road Traffic Management Training has on this fraternity and its ultimate negative effect on road safety in South Africa as a whole.

The compilation of a National Training Framework for Road Traffic Management in South Africa is based on the research results of a project which was commissioned by the Council for Scientific and Industrial Research (CSIR) on behalf of the Road Traffic Management Corporation (RTMC). The outcome of the above process confirmed the necessity of a National Training Framework (NTF) for Road Traffic Management in South Africa. The establishment of the NTF has also become necessary in the light of the direction that the country has taken in regard to ASGISA (Accelerated Shared Growth Initiative for South Africa) and JIPSA (Joint Initiative on Priority Skills Acquisition) to halve unemployment and speed up skills development and economic growth in South Africa. The NTF will also complement the resolutions of the African Ministers of Transport Conference as a contributory factor to reduce the mortality rate on roads by 50% by 2015. This will also contribute towards the achievement of the Millennium Development Goals. The research confirmed the findings of the RTMC's 2015 Strategy Workshops held towards the end of 2008.

The research went further than the strategy workshops in that it elicited from the stakeholders through detailed questionnaires particular recommendations for greater value.

1 INTRODUCTION

1.1 Background

One of the resolutions of the 2008 Traffic Law Enforcement Conference was the compilation of a National Training Framework for Road Traffic Management to ensure that fragmentation in regard to training for Road Traffic Management is eliminated.

Several challenges were identified during a consultation process with provincial, municipal and private sector role-players during the Road Traffic Management Corporation's (RTMC) 2015 Road Traffic Management Strategy in October/November 2008 in regard to all the different functional areas of the RTMC, including the training of road traffic management personnel, e.g. Traffic Officers. The overriding aim of the RTMC is to overcome the current fragmentation of traffic management functions across provincial and local jurisdictions and to bring a new professional coherence into the entire system. The overall goal of the RTMC's Functional Unit: Training of Traffic Personnel training strategy is, to "manage and co-ordinate the effective, efficient and uniform training of personnel involved in all aspects of road traffic management."

1.2 Purpose of the study

The main purpose of the study was to perform a strategic analysis of how the training for the Road Traffic Management Fraternity is done at present and to determine any weakness and areas for improvement in regard to training. The purpose is to provide input in the compilation of a National Training Framework for Road Traffic Management which can enhance training within this fraternity to counter the negative effect that the current fragmented training has in order to ultimately improve the effectiveness of Road Traffic Management Personnel in South Africa as a whole.

2 STUDY APPROACH

2.1 Methodology

Officials and role-players in the road traffic management sector (government and private sector) that are providing traffic management training and education services in South Africa were identified for possible interviews. Different role-players within the private sector, industry and government, and higher education and training institutions, were consulted as part of the research process. Role-players who in future might play a role in the training and education of traffic management officials and role-players were also identified and interviewed for input into the National Training Framework for Traffic Management.

Additional contact persons were referenced after some interviews and follow-ups were made through telephonic or personal interviews.

The literature review took into account both local as well as international literature pertaining to road traffic management training and education.

Interview schedules were designed for interviews with Traffic Training Centres, government and associated training providers, private sector training providers and higher learning institutions.

This approach aimed to get representation from all the traffic management sectors in South Africa. A uniform approach ensured that current and potential, relevant or interested role-players had the opportunity to add their views and comments with regard to the establishment, development and implementation of a National Training Framework for Road Traffic Management in South Africa. The interviews explored current training programmes, gaps experienced as well as future training needs and requirements within these areas.

The interview schedules were designed to be used as structured interviews. The questionnaires were constructed using both closed and open-ended questions, which served to collect quantitative data as well as gathered opinions related to road traffic management training in South Africa.

3 STUDY FINDINGS AND ANALYSIS

3.1 Current status of Road Traffic Management training in South Africa

At present South Africa has twelve Traffic Training Centres approved and registered in terms of the National Road Traffic Act, 1996, (Act 93 of 1996) (NRTA). The Road Traffic Management Corporation (RTMC) is responsible to ensure that all training at these colleges is standardized and that all Traffic Training Centres are evaluated annually in terms of the NRTA. In order for a Traffic Training College to present any accredited qualification or part thereof, such college also needs to be accredited by the relevant Sector Education and Training Authority (SETA). It is also necessary for Traffic Training Colleges to be accredited in some instances by various SETA's depending on the training programme they want to present. Traffic Training Colleges would therefore have to answer to at least two quality assurance Bodies, i.e. the RTMC and the relevant SETA. This brings about various challenges as these colleges also need to comply with the directives from their various Authorities who own these colleges and pay the salaries of its staff. It should be noted that at present Traffic Training Colleges focus mainly on the basic training of Authorized Officers, whilst a huge training gap exist in regard to the training of other role players within the Road Traffic Management Fraternity.

Various Institutions of learning, other than approved Traffic Training Colleges, also present traffic management courses, but none of these courses currently lead to the registration of an Authorized Officer (Traffic Officer, Examiner for Driving Licences and Examiner of Vehicles) in terms of

road traffic legislation. In recent times the RTMC is inundated with inquiries from private training providers who have identified a gap in the market to train Authorized Officers. Many of these institutions are focusing on a career path for officials in the Road Traffic Management fraternity. However, each Institution is working in isolation without knowledge of what the other is doing.

It should also be noted that training in regard to the driving industry still needs to be regulated and is not adequately catered for in our Country.

It is therefore obvious that training in the Road Traffic Management Fraternity is hugely fragmented. It is for this reason that the RTMC has embarked on the compilation of a National Training Framework for Road Traffic Management in South Africa. The National Training Framework will be the blue print for all training within the Road Traffic Management fraternity, as it will outline the broad framework within which all training for Road Traffic Management in South Africa will operate.

This Framework will amongst others, prescribe policies to be developed which will govern the management of Training for Road Traffic Management in SA. It will establish the foundation for an integrated Governance Structure for Road Traffic Management Training in SA. The Framework will also set the terms of engagement for all Road Traffic Management Training Providers, including private training providers and institutions of higher learning engaged in Road Traffic Management Training.

3.2 Challenges regarding Road Traffic Management Training

The challenge of a fragmented traffic management fraternity and the fact that all aspects in regard to the training of traffic personnel and other traffic management role-players are not harmonised, necessitated the development of an integrated National Training Framework for Road Traffic Management, so as to ensure that there is a single governance institution/body with a long term view of human capacity development, providing training in all aspects of road traffic management to practitioners.

The RTMC commenced with the development of a National Training Framework (NTF) in South Africa for the professional development of road traffic management role-players. The CSIR was appointed to compile the NTF during May 2009.

3.2.1 Some of the Challenges identified at Traffic Training Colleges at RTMC's 2015 Strategy consultations during 2008

Shortcomings in the basic training programmes at Traffic Training Centres were highlighted. The current distribution of Traffic Training Centres was a concern. The need for extended training programmes and links with institutions of higher learning were identified. The need for the monitoring of

training standards was emphasised as well as the need to have the extended one year qualification implemented. The following challenges were also identified:

- Minimum entry requirements for students were not high enough or strictly applied.
- Qualifications of facilitators not adequate.
- No focus on soft skills during basic training due to the current duration of course.
- Refresher courses and mentoring not adequate.

3.3 Broad Approach to the development a National Training Framework (NTF) for Road Traffic Management

The RTMC's brief to the CSIR was that this NTF must:

- Provide the background for a single governing body/one governance structure for the regulation and co-ordination of training of road traffic management role-players.
- Determine the criteria for the number and variety of Traffic Training Centres (TTC's) and satellite campuses.
- Utilise the concept of manpower deployment models to sketch the urgency and extent of training required at TTC's.
- Identify the functions to be carried out by a single training academy/governance structure, e.g. what the academy will achieve and how it will articulate with the existing Traffic Training Centres.
- Set out the role and functions of the RTMC in the single academy concept, e.g. curriculum development, quality assurance, learner data registration, summative assessment, etc.
- Highlight the core competencies of the current traffic training centres and outline shortcomings or the gaps at these centres.
- Propose a way forward as to the utilisation of the Traffic Training Centres and the establishment and upgrading of centres to "Centres of Excellence".
- Map out a long term view of human capital development within the road traffic management fraternity, including driving schools, road safety officers, road safety audits, incident management, accident investigation, eNaTIS, etc.

- Highlight the utilisation of Institutions of Higher Learning and Private Service Providers and the criteria for their involvement.
- Build human and research capacity in the road safety and traffic management field, in partnership with other stakeholders, mentioned above such as institutions of higher learning, private academies, etc.

3.4 Parallel Processes for developing a National Training Framework for Road Traffic Management

Research on the compilation of the National Training Framework has also identified potential service providers and Institutions of Higher Learning that are willing to conduct training for traffic management practitioners. Questionnaire/interview schedules were used for structured interviews with institutions of higher learning and potential private sector service providers currently or willing to provide training.

Interviews with Institutions of Higher Learning such as UNISA, UCT, TUT, Lyceum, (and others who are willing to participate in training programmes) as well as private sector training service providers such as Automobile Association (AA), Retail Motor Industry (RMI), etc were conducted and most of these Institutions indicated their willingness to participate in such a framework. The training areas that they could embark upon were identified. The role of all training providers other than the approved Traffic Training Colleges needs to be set out in a Policy Document before these training providers fully participate within the scope of the NTF.

3.5 The National Training Framework (NTF) project covered the following activities

- Study on status quo at Traffic Training Centres
- Interviews with other service providers and role-players, i.e. Provinces, Local Authorities, Private training providers and Institutions of Higher learning, etc.
- Compilation of a Draft National Training Framework foundational model
- National Workshops on the Draft National Training Framework in 5 Locations in the country (still needs to be done.)
- Final Training Framework (to be finalised after the National Workshops)

4 RECOMMENDATIONS

Eight Progress Reports as well as a Draft Preliminary Report regarding this project were compiled between May 2009 and May 2010. The following are some of the preliminary findings and recommendations:

There needs to be political commitment at all levels to ensure that standards are met and that these standards are applied consistently and uniformly at all colleges. All aspects pertaining to policy, standards, etc must be legislated.

There should be one set of requirements in respect of Quality Assurance for Road Traffic Management training.

All the Traffic Training Centres agreed that the 6 month learning period for Traffic Officers is far too short to take learners through the curriculum in order that they gain the skills and competencies to perform their duties effectively. Although some see this as a financial burden on the Traffic Training Centres, it was agreed that the registered qualification needs to be implemented urgently.

Most Traffic Training Centres reported that the lack of sufficient facilitators is the main restriction in terms of capacity to train more learners. Although many Traffic Training Centres are working at maximum capacity throughout the year, not all Traffic Training Centres have sufficient students and their status should be reassessed, e.g. provision of refresher training.

A central marking process is recommended as well as a need for a uniform central database for Traffic Training Centres which should be able to:

- Query learner registration as and when required
- Update learner registration status on a regular basis
- Changing/updating of learner details
- Capturing of learner formative assessment
- Query learner assessment results
- RTMC to print learners' course status/statement of results
- The RTMC to print learner's diplomas or certificates
- The RTMC also prints duplicate learner's diplomas or certificates
- The RTMC should take responsibility for the registration of facilitators

There is a serious need to have standardized driver training in the country and the RTMC must make special effort to ensure that this is done as one of

the immediate short term plans to enhance the general driving skills of drivers in general. Training for the various Inspectorates currently housed at the National Department of Transport, i.e. The Inspectorates for Driving Licence Testing Centres, Dangerous Goods and Vehicle Test Stations should also be roped into this National Training Framework. The training of Road Safety Officers, Transport Inspectors and the Cross Border Inspectors should also be standardised and enhanced in order to have an impact on not only Traffic Personnel but on more role players within the Road Traffic Management Fraternity.

The role of training providers other than Municipal and Provincial Traffic Colleges (private training providers) in Road Traffic Management which is not currently recognized should be considered and policy documents should be compiled where necessary to properly control the role of private training providers within the NTF.

The recommended role and functions of the RTMC in terms of the National Training Framework should strongly focus on monitoring and evaluation and must include amongst others:

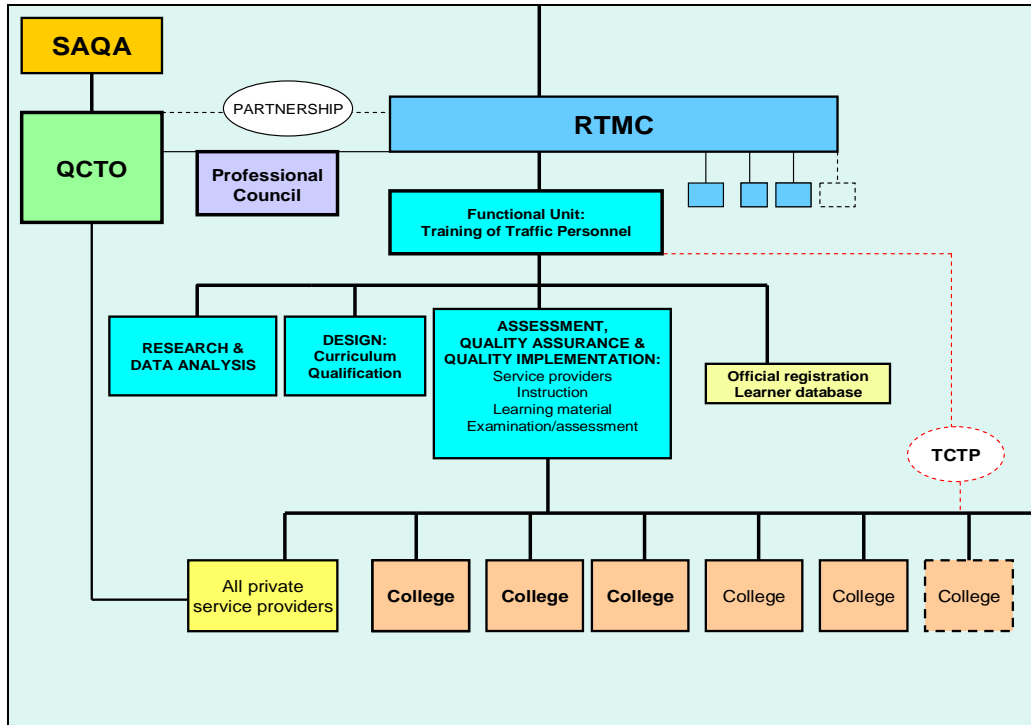
- Standardisation of curricula and training materials
- Setting facilitator training standards
- Compile uniform assessment instruments including a central marking process and RPL
- Research in regard to training
- Maintenance of a national learner database

It is envisaged that the RTMC will through the NTF set standards in regard to the above functions. The RTMC should not be primarily involved in the presentation / facilitation of courses. All the above functions will be done in collaboration with the Traffic Training Colleges and other stakeholders. The following target groups should fall within the National Training Framework and be covered by the RTMC's one governance structure for Road Traffic Management:

- Traffic Officers
 - Basic Training, Facilitators at Traffic Training Colleges (TTC's) and Supervisory Management
- Examiner of Vehicles and Driving Licences including the Inspectorates
- Road Safety Officers
- Traffic Information Administrators (AARTO, e-NaTIS)
- Driving Instructors

- Learner license, driving licences, Advanced driver instructors, Professional drivers and Dangerous goods driver instructors
- Cross Border Transport Inspectors and Accident Investigators

Draft National Training Framework for Road Traffic Management Foundational Model:



The above Draft Training Framework Foundational Model was proposed by the CSIR and in principal approved by the CEO of the RTMC during January 2010. It is envisaged that this model will be work shopped before the end of September 2010 in 5 locations across the country before it will be finalized and submitted to the decision making structures of the RTMC for final approval.

The above model is based on a partnership between the RTMC and the relevant South African Qualifications Authority (SAQA) structures. It is also based on the expansion of the RTMC’s current Unit which deals with Road Traffic Management Training in that it recommends that the scope of this Unit must be broadened to include sub units that should deal also amongst others, with research and development, curriculum design, assessment, learner registration and certification etc.

It is envisaged that the above model will be implemented on a phased-in approach. Certain functions such as these of an Education and Training Quality Assurer (ETQA) are already preformed by the RTMC's Functional Unit: Training of Traffic Personnel. An application to establish an ETQA has been submitted to SAQA during January 2010.

SAQA referred the RTMC to the new National Qualifications Framework Act, 2008, (Act 67 of 2008) which makes provision for the establishment of three Quality Councils (QC's) which will each manage their own sub-framework. These co-ordinated sub-frameworks fall within a single National Qualifications Framework (NQF) broadly overseen by SAQA. The Quality Council for Trade and Occupations (QCTO) is one of three QCs and will be taking over the quality assurance and qualifications development for Occupational Qualifications. The new NQF Act, 2008, (Act 67 of 2008) defines a "Professional Body" as "any body of expert practitioners in an occupational field, and includes an occupational body". This Act goes further and states that "Despite the provisions of any other Act, a professional body must co-operate with the relevant QCs in respect of qualifications and quality assurance in its occupational field."

SAQA is at present facilitating a process of creating policy and criteria for the recognition of professional bodies and the registration of professional designations as required by the NQF Act of 2008. To start the process a consultative meeting was held on the 21st April this year. The application process and criteria have not yet been agreed upon. This is precisely what the SAQA process is about: to collectively agree on what will best suit the broader community of professional bodies. It is envisaged that the process will be completed early in 2011, and that the first registration will take place in the 2nd quarter of 2011. There will be no interim registration process of the registration of Professional Bodies.

5 CONCLUSION

The National Training Framework for Road Traffic Management in South Africa, which is long overdue, will ensure uniform training and development of all role players within the Road Traffic Management fraternity. The relevant policies that will be informed by the National Training Framework must be approved on the highest possible level and must be legislated in/through the National Road Traffic Act to ensure compliance.

The implementation of a National Training Framework for Road Traffic Management in South Africa in collaboration with the relevant NQF processes is in the view of the RTMC the only way that the Traffic Fraternity will eliminate fragmentation of training. The NTF will in this manner also improve professionalism within the Road Traffic Management Fraternity.

The RTMC is optimistic that the registration of a Professional Body, which will cater for Road Traffic Management within SAQA's Quality Councils (QC's), will in co-operation with the RTMC; eliminate duplication of quality assurance in regard to training in the Traffic Fraternity. A Quality Assurance Partnership which complies with both the NQF Act and the NRTA is therefore necessary in order for Traffic Training Providers to comply with one set of criteria from one Standard Setting Body.

6 REFERENCES

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