CRITERIA AND GUIDELINES FOR THE EVALUATION OF FOREIGN QUALIFICATIONS



THE SOUTH AFRICAN
QUALIFICATIONS AUTHORITY

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LIST OF ACRONYMS

ACE Admissions Officers and Credential Evaluators (a professional

section of the European Association for International Education)

AEI-NOOSR International Education Network / National Office of Overseas

Skills Recognition

CEEQ Centre for the Evaluation of Educational Qualifications CICIC Canadian Information Centre for International Credentials

CTP Committee of Technikon Principals

DoE Department of Education DoL Department of Labour

EAIE European Association for International Education

EU **European Union**

HESA Higher Education South Africa

HSRC Human Sciences Research Council

ICES International Credential Evaluation Service

IQAS International Qualifications Assessment Service

NACES National Association of Credential Evaluation Services (USA)

NAFSA Association of International Educators

NARIC National Academic Recognition Information Centre

NQF National Qualifications Framework PAC Provincial Assessment Committee

RPL Recognition of Prior Learning **RVQ**

Relative Value Coefficient

South African Qualifications Authority **SAQA**

SAUVCA South African Universities Vice Chancellors Association

SEC Service des Évaluations Comparatives (Canada)

UK NARIC National Academic Recognition Information Centre for the United

Kingdom

DEFINITIONS

The purpose of this glossary is to define terms as generally used in international tools and instruments for recognition of qualifications. It should be noted, however, that the terms are used somewhat differently depending on the country and the context, and some of the terms were created or adapted to specifically suit the South African situation.

Academic recognition

The recognition of (foreign) qualifications for the purpose of further studies.

Access

The general right to be considered for admission to a further level of education and training, or to compete for a job.

Access qualification

Any qualification issued by a competent authority attesting the successful completion of an education and training programme, and giving the holder the right to be considered for admission to a particular programme of learning.

Admission

The procedure or system for allowing qualified applicants to pursue studies in a programme offered by the institution concerned. Admission is usually based on specified selection criteria.

Competent recognition authority

A body officially charged with making binding decisions on the recognition of (foreign) qualifications.

Credentials

Qualifications. In some countries the terms credentials and qualifications are used interchangeably. In South Africa qualifications is the preferred term.

De facto recognition

The recognition of qualifications aimed at non-regulated professions / careers.

De jure recognition

The recognition of qualifications aimed at regulated professions (e.g. law, medicine, accounting...).

Evaluation of (foreign) qualifications

The analysis and written appraisal, by a competent body, of an individual's (foreign) qualifications. Assessment is sometimes used interchangeably with evaluation, but in South African official usage, the activity is more correctly seen as evaluation.

Higher education (and training)

All levels of post-secondary education and training which are recognised by the relevant authorities in a particular country as belonging to its higher education (and training) system.

Higher education (and training) qualification

Any degree, diploma or other certificate issued by a competent authority attesting the successful completion of a higher education programme.

Higher education institution

An establishment providing higher education and training recognised by the relevant authorities in a particular country as belonging to its system of higher education and training.

Professional recognition

Recognition for the purpose of employment.

Programme (of study)

A course of study recognised by the relevant authority as belonging to its formal, national system of education and training and leading to a recognised qualification.

Recognition

The formal acknowledgement by the competent authorities in a particular country of the appropriateness of a foreign qualification for access to related educational and/or employment opportunities in the receiving country.

Regulated profession

A profession where access, qualifications, conduct and so forth are governed by statutory requirements.

Requirements

Conditions that must be fulfilled for access or for admission to education and training programmes (or to employment).

General requirements

Conditions that must in all cases be fulfilled for admission to a given level of higher education, or for the award of a higher education qualification at a given level.

Specific requirements

Conditions that must be fulfilled, in addition to the general requirements, in order to gain admission to a particular higher education programme, or to be awarded a specific higher education qualification in a particular field of study.

Study period

Any component of an education and training programme which represents the acquisition of significant knowledge or skill without being regarded as a complete programme of study in itself. For purposes of recognition a study period must have been completed, evaluated and documented.

Sworn Translation

An official document constituting the verbatim (word for word) translation, by a legally sworn or certified translator, from a foreign language into English.

INTRODUCTION

The Centre for the Evaluation of Educational Qualifications (CEEQ) is an operational unit of the South African Qualifications Authority (SAQA). SAQA oversees the development and implementation of the National Qualifications Framework (NQF). The CEEQ's work gives particular expression to one of the objectives of the NQF: to facilitate access to, and mobility and progression within, education, training and career paths.

The evaluation function of the CEEQ forms part of a bigger picture: the recognition of foreign qualifications in general. The *Criteria and Guidelines* for the *Evaluation of Foreign Qualifications* is intended to clarify the relationship between *evaluation* and *recognition* of qualifications – a distinction which is often misunderstood.

The publication offers a brief history of the evaluation and recognition of foreign qualifications, showing among other things the changes from a time-based approach to an outcomes-based approach, and from the idea of equivalence to the idea of comparability. In the process, important distinctions are drawn between the roles of agencies concerned with evaluation and recognition. This helps to:

- · clarify jurisdictions;
- give an overview of various practices for reference purposes; and
- describe relationships in the recognition process.

The publication then sets out the generic guiding principles and criteria applied by the Centre for the Evaluation of Educational Qualifications (CEEQ) and describes the format of its evaluations, in order to:

- promote a code of good practice for internal and external use;
- build capacity and ensure a coherent approach at other levels of evaluation and/or recognition activity;
- enhance the understanding of recommendations made by the CEEQ; and
- ensure transparency by making all the above information publicly available.

The evaluation service offered by SAQA continuously strives to incorporate international best practice. International recognition practice, as documented in a range of legal instruments and other formal guidelines, serves as a foundation for this document. This ensures that local practice is in tune with the existing code, promotes consistency and coherence of approach, and allows South Africa to tap into expertise and experience available on a worldwide scale. In this way the legitimacy and the professional capacity and confidence of the endeavour are enhanced.

The following major documents were consulted to inform the compilation of *Criteria* and *Guidelines for the Evaluation of Foreign Qualifications:*

- Lisbon Convention (1997), including Explanatory Report
- Recommendation on Criteria and Procedures for the Assessment of Foreign Qualifications (2001) (which encourages the principles and practice it outlines to be applied equally in countries other than those party to the Lisbon Convention), including Explanatory Report
- Admission officers and Credential Evaluators (ACE) tools for best recognition practice, with special reference to:
 - q Recognition of Foreign Qualifications
- Association of International Educators (NAFSA) Guide to Selecting a Foreign Credentials Evaluation Service
- National Association of Credential Evaluation Services (NACES) Code of Ethics, Membership Criteria and Principles of Good Practice
- Arusha Convention (1981), as revised in 2002

In addition, cognisance was taken of guiding principles, procedures and criteria as documented by some leading peer evaluation agencies, notably:

- International Education Network / National Office of Overseas Skills Recognition (AEI-NOOSR), the Australian national information center, which was established in 1989 and forms part of the Australian Government Department of Education, Science and Training (DEST)
- National Academic Recognition Information Centre for the United Kingdom (UK NARIC), the British national information center, which is an agency under contract to the Department for Education and Skills (DfES)
- Provincial Assessment Committee (PAC), representing the following assessment agencies and other role players in Canada:
 - ☐ International Credential Evaluation Service, British Columbia (ICES)
 - ☐ International Qualifications Assessment Service, Alberta (IQAS) Service des Évaluations Comparatives, Quebec (SEC)
 - ☐ Ontario Ministry of Citizenship, Culture and Recreation
 - ☐ Canadian Information Centre for International Credentials (CICIC)

Ultimately this publication sets out to elaborate the conceptual framework for the recognition of foreign qualifications in South Africa. The ongoing development of the framework is necessary to promote credible and coherent evaluation methods. Improved methods will lead in turn to recognition decisions that are consistent and capable of being exchanged among various jurisdictions. The transparency of the publication should promote collaboration among those involved in recognition of qualifications and contribute to international mobility of knowledge and skills.

It should, above all, benefit qualification holders hoping to study or work in South Africa. And through them, the country as a whole.

CHAPTER 1:

The Recognition of Foreign Qualifications

1 What is meant by the recognition of foreign qualifications?

The free movement of students and scholars between universities was a normal characteristic of academic life in the Middle Ages. This changed dramatically with the establishment of nation states and the emergence of national languages, identities and symbols. The International Association of Universities (1970: 11) describes how, by the middle of the nineteenth century, it had become common for universities to identify with the nation, which resulted in huge diversity and weakened links across borders. On the other hand, the knowledge explosion emphasised the need for mutual access to academic work, while the younger generation was increasingly eager to gain knowledge and experience beyond the borders of their home countries. These trends made it essential to recognise foreign qualifications. By the end of the nineteenth century evaluation practices were well established.

In the current milieu of economic globalisation and the internationalisation of education, learner and worker mobility requires the recognition of qualifications across borders more than ever. Qualifications obtained in the education and training system of one country are still not necessarily known or understood in another country. Because of this qualification holders wishing to enter education and training or the job market in another country need to ensure the recognition of their qualifications in advance. Institutions seeking to admit holders of foreign qualifications also need to understand these qualifications as accurately as possible.

The position of a foreigner in a host country and the need for qualifications to be interpreted and recognised by authorities are clearly illustrated by the following email received in the SAQA offices:

"I am currently living in France, but am South African. I studied at the University of Pretoria and obtained a B-Admin (International Relations) degree. The problem is that here in France they have a completely different system of education. In my search for employment this has become an obstacle. My question is, in my letters of application, would I be correct in saying that university education in South Africa is based on the UK system? I hope you can help me with this, because here the university plays a major role in the success of an application and because South Africa's education is not known it really has become an obstacle"

This case shows how the lack of a formal recognition process can frustrate an individual's progress in another country. The lack also has negative socio-economic consequences: it limits mobility of skills and blocks the assimilation of qualified people, both of which are especially important for emerging economies.

A closer look at the concept

Recognition includes:

- The *holistic process* which facilitates an understanding of foreign qualifications and the subsequent placement of foreign qualification holders for work or study purposes.
- The formal *decision* taken by an employer or education and training provider, or any other relevant party, to accept the qualification for a particular purpose.
- The *formal acknowledgement* by a competent authority of the appropriateness of a foreign qualification, which enables the qualification holder to access education or employment in the receiving country.

For further clarification, related concepts are illuminated below.

2.1 Recognition versus equivalence

The essential approach in the establishment of the standing of a foreign qualification, by the end of the nineteenth century and halfway through the twentieth, was that of determining equivalence. In the second half of the twentieth century, however, the concept of equivalence came to be seen as problematic. The difficulties included inevitable ambiguities, cultural bias and the valuing of difference. Guiton (1977: 10) alludes to the confusion created by the various uses of the term equivalence:

- A mere relation between the end results of two study programmes, which may be comparable more easily in principle than in practice and therefore not necessarily identical.
- An approximation of identity between features such as duration, content and intrinsic quality.

Rauhvargers (2003: 6) considers the wide diversity in programmes and qualifications and concludes that no two qualifications, even if awarded by different institutions in the same country, can be equivalent in principle or in practice - let alone two qualifications awarded in different countries. For this reason, a major international legal instrument for academic recognition, the Lisbon Convention of 1997, is not about equivalence, but about recognition. Indeed, the current trend is to recommend that competent recognition authorities should not merely indicate equivalence, but actively support and facilitate the recognition of foreign qualifications. This trend is already reflected in a number of international legal instruments and tools for best practice.

In spite of this trend, the term *equivalency* still prevails in the documentation of many evaluation agencies, while others refer to *comparability*. Whatever term prevails, however, the fact remains that the practice is concerned with comparing foreign qualifications with local ones with a view to recognising the former.

The Recognition of Foreign Qualifications

2.2 Recognition versus evaluation

The evaluation of foreign qualifications does not constitute the whole recognition process. But it is an important and central part of the process.

Evaluation is the process of analysing foreign qualifications in terms of their home contexts and points of difference and/or similarity in relation to local qualifications and contexts. This process constitutes the function of the Centre for the Evaluation of Education Qualifications (CEEQ) of SAQA – and of similar central or national advisory bodies worldwide. Evaluation leads to recommendations which inform the process of acceptance and recognition.

In order to distinguish between recognition and evaluation, international legal instruments generally refer to two types of bodies:

- Competent (recognition) authorities (bodies officially charged with making formal and binding decisions regarding the recognition of foreign qualifications), as opposed to
- National information centres, which evaluate qualifications and give advice and information on recognition matters.

An important difference between these two types of bodies is that national information centres offer advice, but do not have the jurisdiction to make binding decisions. Competent recognition authorities, on the other hand, make binding decisions in their specific contexts and may also have in place internal systems for evaluation.

The evaluation of foreign qualifications is dealt with in greater depth in chapters 2 and 3.

2.3 Academic versus professional recognition

Qualifications serve multiple purposes in opening up learning and career paths. The view of Rauhvagers (2003:4) is summarised below:

- Access (general or restricted) to higher levels of education and training
- ▶ Access to **the labour market** (either general, or to a specialised area, or to a regulated profession)
- Access (general or restricted) to further studies at a given level
- Access to professional training

Broadly speaking, recognition is sought by qualification holders either for the purpose of further study or for employment. Consequently the need for recognition manifests mainly in two areas:

Academic recognition, where the purpose is to determine whether the candidate can be admitted into a programme of further study. According to the European Union (EU) Commission (in Rauhvargers: 2003: 5), two subcategories can be distinguished:

- cumulative academic recognition (the qualification holder completed studies at one level and applies for admission to a subsequent level of studies); and
- academic recognition by substitution (the prospective qualification holder wishes to undertake studies abroad which are to substitute for a part of the programme offered in the host country).
- Professional recognition, where the purpose is to determine whether the qualification holder possesses the required skills and competencies to pursue the profession or career in the receiving country. This may involve either
 - de jure professional recognition (either the education leading to the profession, or the pursuit of the profession is regulated by law); or
 - de facto professional recognition (neither the professional activity, nor the appropriate education is regulated by law).

There is a possibility that the same qualification may be recognised differently for each of these purposes. Various (national and international) legal instruments guide the recognition process and different bodies may be involved in each case, as indicated by the table below:

Academic recognition (for further studies)	Professional recognition (for employment purposes)						
Regulated by:							
International Conventions Bi-lateral / multi-lateral recognition agreements among states Co-operation programmes at institutional level	National legislation Regional directives Agreements which are adopted internationally by professional bodies						
Assessment carried out by:							
National recognition information centres Education and training providers	Employers (often as advised by Governmental Bodies national recognition Professional Bodies information centres)						
Decisions taken by:							
National recognition bodies (some countries) Education and training providers	Employers (non-regulated professions) Professional or governmental bodies (regulated professions)						

(Rauhvargers, 2003)

The various types of bodies involved in the assessment and/or recognition of foreign qualifications are described in Chapter 2, with emphasis on role players in South Africa and their relevant responsibilities and relationships.

CHAPTER 2:

The Recognition of Foreign Qualifications in SA

1 Roles in the recognition process

As indicated in Chapter 1, the recognition of foreign qualifications entails both a process (coming to understand what a particular qualification signals) and the result of that process (a decision to accept the qualification for a specific purpose, i.e. an acknowledgement of its appropriateness for that purpose).

This points to two activities:

- Analysis and evaluation that informs a decision to recognise a foreign qualification. The competence to undertake such action demands the availability of the required knowledge base (including access to information), formal criteria for assessment (either generic or context specific) and the resources to carry out the evaluation.
- Formal acknowledgement of the foreign qualification and a binding decision allowing the qualification holder to access employment or further studies. This can only be done if the empowering regulations are in place.

The above roles could be mutually exclusive, but are not necessarily so. A particular role player may have both the competence to assess and the jurisdiction to recognise specific qualifications. Another may have only the competence to assess, or the jurisdiction to recognise. A decision-making body will need adequate knowledge, criteria and resources to allow for an in-house assessment if it does not engage the services of an external evaluation partner.

The Lisbon Convention¹ provides a useful model for defining the above roles, through its differentiation between **competent recognition authorities** vis-à-vis **national information centres**. In essence:

- National centres evaluate and offer advice intended to be as universally applicable as possible, but do not make binding decisions.
- Competent recognition authorities make binding decisions on recognition.
 Sometimes they even have systems in place to evaluate internally. However, their recognition decisions are valid in their own contexts only and cannot necessarily be transferred to other contexts.

¹ Reference to the Lisbon Convention should be understood to include the Explanatory Report to the Convention.

More detail on the differences between national centres and competent recognition authorities is reflected in the table below:

National centre

Competent recognition authorities

General criteria based on structural features of education systems and for purposes of informed decision-making by a broad spectrum of users, at all levels and in all disciplines.

Credential evaluation as an informative process is the primary function, although it is underpinned by research and results in the dissemination of information.

Equipped to assess all qualifications in terms of level indicators and to determine comparability.

General, advisory, more theoretical and intended to supply guidance, which needs to be refined or applied.

Serves to collect, coordinate and make available information at a national level.

Specific in-house criteria based on selection requirements and for a particular purpose such as admission, registration or remuneration at given and in given disciplines.

Credential evaluation is a secondary activity supporting another function (educational, professional and the like).

Usually equipped to assess certain (specialised) qualifications in terms of content and outcomes.

Specific, confined to one context, more applied – could lack insight into broad picture.

Draws from information available at national information centre; should feed information back for co-ordination.

1.1 A national centre for recognition advice

The Lisbon Convention recommends that there should be only one such centre in a particular country. The centre should have national functions and responsibilities. However, national policies and structures may make it desirable for a state to appoint more than one centre. A federal structure of government, different language communities within the same country, or a two-tier governmental structure might require more than one centre.

The national information centre should have the necessary resources to fulfil its functions, including an adequate number of competent staff, technical facilities and a sufficient budget. The budget must allow for adequate contacts with education and training institutions in the country in which the centre is located, as well as with national information centres in other countries.

The functions of this body are outlined as follows:

- Facilitating access to authoritative and accurate information on the higher education system and qualifications of the country in which it is located
- Facilitating access to information on the higher education systems and qualifications of other countries
- Giving advice or information on recognition matters and assessment of qualifications, in accordance with national laws and regulations

In South Africa, this describes the role typically played by the CEEQ at SAQA.

The Recognition of Foreign Qualifications in SA

2

Centre for the Evaluation of Educational Qualifications

The Centre for the Evaluation of Educational Qualifications (CEEQ) has, since its origins in the fifties, fulfilled the role of a national information centre. In addition, it has provided impetus in general recognition matters in South Africa and has helped to shape perceptions about recognition and placement.

The evaluation service:

- informs a variety of decision makers, who are not knowledgeable about foreign systems and qualifications, of appropriate levels of recognition of qualifications obtained in education and training systems other than the South African system;
- provides guidelines for placement for a range of purposes; and
- facilitates access to information on education and training systems around the world, including the South African system.

The early years

Cilliers and Muller (1987) describe how the CEEQ was first established to address the need for recognition advice that emerged after World War II as a result of an unprecedented influx of immigrants at the time. After research, started in 1957 by the former Department of Education, Arts and Science, the evaluation function was assigned to the Human Sciences Research Council (HSRC) in the HSRC Act, 23 of 1968.

During the first thirty years of its existence the evaluation function catered largely for a need for the classification of both local and foreign qualifications, for purposes of admission to study and for employment and salary categorisation. The latter need existed especially in the public service sector, where use was made of a time-based scale². This required recognition advice to be expressed in terms of years of study. The South African Senior Certificate, commonly known as "Matric", was the point of reference - hence the practice of expressing years of study as "M+".

Evolution over time

International developments in the field of credential evaluation and educational change, locally and abroad, resulted in a gradual but steady evolution in approach. Quantitative criteria such as the duration of programmes decreased in prominence and gave way to benchmarks and other criteria of a more qualitative nature. With increasing internationalisation of education new and challenging concepts, such as transnational programmes, became a part of the scope of credential evaluation.

The most far-reaching development, following a rationalisation exercise by the HSRC and general agreement that SAQA was the environment best suited to house such a function, was brought about by the transfer of the CEEQ and its evaluation function to SAQA in July 1999. SAQA is currently mandated to evaluate qualifications in terms of Section 7 (5) of the SAQA Act, 58 of 1995.

² The so-called "M+" and related systems, such as the Relative Value Coefficient (RVQ) system on which the Public Service Staff Code used to be based.

Evaluation in the context of the National Qualifications Framework

The principles of the National Qualifications Framework (NQF), which promote access, mobility, portability, a focus on outcomes and a culture of lifelong learning, have led to major changes in the work of the CEEQ since 1999.

A dramatic development was the radical change in the South African education and training system, which provides the framework of reference against which foreign qualifications are assessed. Of particular importance is the vast range of new qualifications, the changed status of qualifications - which often differs from that of the previous dispensation – and new qualification levels as denoted by the NQF.

Working in the context of the NQF required a shift from the previous time-based paradigm (expressed in the evaluation format) to a focus on outcomes. This shift has posed special challenges to the CEEQ, which does not have the capacity to carry out in-depth comparisons of content or to assess outcomes or competencies (acquired skills, knowledge and values) in relation to the multiple levels, types and fields of education and training with which the centre engages. In providing its services, therefore, the CEEQ follows the example of AEI-NOOSR by using as a general guide:

- the broad learning outcomes of the NQF (inasmuch as these have been finalised); and
- the legal rights to which a qualifications entitles the holder in the country of origin.

Status of the CEEQ's evaluations

In line with services offered by a range of other national information centres around the world, the CEEQ's service has a general and advisory status. The CEEQ offers considered opinions based on informed professional judgment, for a spectrum of purposes. It is most frequently consulted about qualifications for study and general employment purposes.

The CEEQ's evaluation decisions are not binding and take the form of advice to:

- employers for general employment purposes;
- educational institutions for the purpose of admission into their programmes; or
- any other competent recognition authority.

Recommendations are based on a structural comparison according to the criteria in Chapter 3 and indicate the relative local "currency" of foreign qualifications. The recommendations do not imply that contents or learning outcomes are identical.

The issuing of SAQA Certificates of Evaluation does not necessarily confirm the authenticity of qualification documents. Although steps are taken to verify authenticity when documents are obviously suspect, recipients of this certificate are advised to insist on original qualification documents and/or to have the authenticity of these verified by awarding bodies. In most cases, contact details can be provided by the CEEQ for this purpose.

The Recognition of Foreign Qualifications in SA

2

1.2 Competent recognition authorities

A competent recognition authority is defined in the Lisbon Convention as a body officially charged with *making binding decisions on the recognition of foreign qualifications*.³

The definition should be seen in the light of the following considerations:

- "Competence" is the *legal power* to make a certain kind of decision or to take a certain kind of action; rather than the knowledge to do so.
- There are different categories of competence or "varying competence": This relates to the fact that the competence of an authority may either extend to decisions on all kinds of recognition cases, or be limited (for example to recognition within a particular higher education institution, recognition within one type of higher education, recognition for academic or for employment purposes only).

Authorities, which are competent to make *different categories of decisions* in recognition cases, may be

- · ministries or other government offices or agencies
- · a semi-official agency
- higher education institutions
- professional bodies
- any other bodies officially charged with making formal and binding decisions on the recognition of foreign qualifications

In this regard, another useful distinction is the one between academic and professional recognition. The distinction, made by Rauhvargers (2003: 5), is referred to in Chapter 1.

Competent authorities for academic recognition

It is important for an academic institution to be able to determine whether a foreign qualification is adequate as a basis for entry to a next level of study. In addition, there are various options which demand an informed evaluation of a qualification: the possibility of granting advanced standing, subject exemption or credit for a part of the programme already covered by a part of the foreign qualification.

Competent recognition authorities in this area include mainly higher education institutions⁴ and their representative bodies, such as Higher Education South Africa (HESA) which is the higher education sector body responsible for, *inter alia*, handling the statutory admission functions of the Committee of University Principals (also known as the South African Universities Vice Chancellors Association) and the Committee for Technikon Principals.

 $^{^3}$ This implies that other authorities may be competent for other parts or aspects of education and training (or employment.)

⁴ Cases where advice is sought for academic recognition at general and further educational and training level are limited. Internationally the focus in the field of credential evaluation is on higher education.

Academic recognition focuses on two levels of higher education:

 At the undergraduate level the emphasis is on access qualifications at school leaving level and their suitability for admission into initial higher education programmes (bachelor's degrees or other).

Admission is generally regulated by the minimum legal requirements for university and non-university study. In terms of the provisions of the Higher Education Act, 1997, the minimum general admission requirement for first university bachelor's degree studies is a (South African) Senior Certificate passed with matriculation endorsement (as affected by Umalusi, the General and Further Education and Trianing Quality Assurance body) or a certificate of exemption from the matriculation endorsement requirements issued by the Matriculation Board.

Applications for admission to university-based certificate and diploma studies are dealt with institutionally.

SAQA evaluations are not based on the above requirements and are not suitable for purposes of matriculation endorsement or exemption from the endorsement requirements. In other words, they may guide a decision about foreign candidates' readiness for admission to higher education programmes, but the evaluations do not have the status of Matriculation Endorsement.

Institutions follow the guidance of the relevant authorities about general minimum legal requirements and have a legal right to determine their own admission requirements in addition to these. Additional specific conditions may have to be met in order to gain admission to a particular higher education programme.

- At the postgraduate level the suitability of access qualifications is determined by faculties, schools or departments of individual institutions. Approaches include
 - ✓ independent internal (subject specific) assessment;
 - ✓ recognition of prior learning (RPL); or
 - ✓ recognition advice furnished by an in-house evaluation unit, or by the CEEQ.

Recognition of qualifications for admission to consecutive levels of education as illustrated above typically refers to cumulative academic recognition as defined by Rauhvargers (2003:5) on page 6 of this document. Academic recognition by substitution assumes a prior exchange arrangement between a local and a foreign institution, including the evaluation of the programmes and substitute programme components in question.

Academic recognition based on in-house evaluation is contextually bound. It is therefore considered to be limited and does not have national standing. This creates a need for coordination at national level (described in page 13 (Relationships and ensuring responsibilities)).

Competent authorities for professional recognition

The purpose of professional recognition is to determine whether the foreign qualification holder possesses sufficient skills and competencies to pursue a particular profession or career in a receiving country.

The Recognition of Foreign Qualifications in SA

- 2
- De jure professional recognition, as defined by Rauvargers (see Chapter 1) entails the recognition of qualifications in professions in respect of which law regulates either
 - the education leading to the pursuit of the profession;
 - the pursuit of the profession itself; or
 - ✓ both.

Regulations pertaining to such professions in South Africa are implemented by a number of statutory professional bodies (listed in Annexure B) serving particular fields, in which each could be seen as the competent recognition authority. Evaluation of foreign qualifications mostly takes place internally by means of education committees and professional examinations, although some professional councils consider the recommendations of the CEEQ among other factors in their processes. Recognition decisions are confined to each of the professions in question and are therefore of a limited scope.

A related competent recognition authority would be the national Department of Education (DoE). The DoE through its sub-directorate for Educator Qualifications and Programmes evaluates the qualifications of foreign teachers according to criteria informed by the relevant legal requirements. This is a condition for the appointment of foreign teachers in public schools. SAQA evaluations are not fit for this purpose.

 De facto professional recognition (see page 6) entails the recognition of foreign qualifications for employment purposes, where neither the professional activity, nor the relevant education, is regulated by law.

In this regard, employers in general could be seen as *implied* competent recognition authorities, although they are normally not *officially* charged to make binding decisions of such a nature. A central issue here is whether the skills in question are classified as scarce skills by the Department of Labour (DoL) and warrant the issue of a work permit by the Department of Home Affairs. The evaluation of such foreign qualifications by the CEEQ forms an integral part of the DoL process.

1.3 Other role players

Other role players in the recognition of foreign qualifications, such as immigration or personnel agencies, form an important part of the CEEQ's clientele. These are seen as instrumental in the recognition process (due to their mediation role and the facilitation of placements), but not as competent recognition authorities.

2 Relationships and ensuing responsibilities

The relationship between the CEEQ and other central role players in the recognition arena involves reciprocity. This requires sensitivity to the needs, strengths and weaknesses of the various participants, as well as mutual awareness.

The table on page 14 offers a perspective on the unique strengths and specific needs of competent recognition authorities in South Africa in relation to the CEEQ as the national centre. The table is based on feedback from the recognition authorities, and is designed to increase awareness. It should also stimulate the will to build new or enhanced links. This will be mutually beneficial and will strengthen the validity of the recognition of foreign qualifications in South Africa.

National centre

Competent recognition authorities

Strengths

- Extensive expertise and experience in the field of credential evaluation, as well as the security of an internationally aligned credential evaluation methodology.
- Adequate infrastructure, systems, resources and procedures to deliver the necessary output, as well as a sound commitment and the necessary procedures to review these regularly.
- A central position, which is conducive to impartial action and the ability to co-ordinate.
- A strong international network and an understanding of issues in the field of credential evaluation.
- Information on international education and training systems, including that of South Africa, as well as the ability to access and interpret relevant information.

- In-depth subject specific, specialist practical and/or academic expertise in a particular field or fields; the ability and mechanisms to compare content and learning outcomes.
- Bilateral and/or multi-lateral links by means of agreements and accords, offering pre-determined comparability which minimises the need for evaluation of qualifications.
- Involvement, from time to time, in the development or accreditation of international programmes, which minimises the need for evaluation.
- Experiences on the success or failure of placement, specific shortages, accuracy of evaluation recommendations.
- Information on their own programmes, admission policies and requirements, spread of qualifications, professional prospects.

Needs

- Partnerships with subject specialists to conduct more comprehensive evaluations and increase accuracy and applicability.
- A better understanding of relevant market needs, as well as of the various uses of different qualifications in the study and work place.
- Feedback on the successes and failures of placement recommendations and/or institutional views on appropriateness of recommendations, as well as on actual student performance as related to qualification types and origins
- Information on the following:
 - Foreign institutions, (quality of) programmes and qualifications based on overseas visits, contacts, agreements and the like
 - Local programmes, requirements and academic and professional pathways
- Soundboarding.
- Clients' compliance with their own requirements and procedures.

- A database and other means of information on education and training systems, and institutions, contact details of educational authorities in other countries, comparability of foreign qualifications, confirmation of authenticity
- · Soundboarding and communication.
- Guidelines and capacity building for in-house evaluation.
- Comprehensive or partnership evaluations, including comparison of content and assessment of outcomes
- Assistance in informed decision-making.
- Better and more information on the CEEQ service (also through a regular newsletter), more userfriendly evaluations, faster output.
- Interactive database, benchmarking and coordination of recognition decisions at various levels.
- Needs not known.

It is clear from the table that the CEEQ and competent recognition authorities jointly possess the capacity to meet most of one another's needs and that, in fact, the needs of one party often are the strengths of the other. The level, content and extent of relationships will be determined by the level of awareness on both sides, both of needs and of available capacity to meet these.

The Recognition of Foreign Qualifications in SA

Stakeholder feedback indicates that the demand for the CEEQ's services may be high, low or variable. Demand is dependent on need, and on the level of awareness of the CEEQ services. There is a clear need for greater awareness and enhanced exchange of information.

Although the processes for admission to further study and professional registration may draw upon recognition advice as one consideration amongst others in reaching recognition decisions, users must take their own specific requirements into account. They are always encouraged to supplement SAQA evaluations with further assessments based on specific content and learning outcomes. The case study attached as Annexure A reflects how partnership evaluation can go a long way to strengthen recognition procedures.

The various responsibilities, as per the CEEQ perspective, are summarised below:

National centre

- Acknowledge the scope and boundaries of its role and establish appropriate contact with other role
 players in the recognition arena, as well as with the relevant professional bodies regulating
 certification, licensure or professional registration.
- Deal with applications for evaluation strictly in accordance with the published principles, guidelines and criteria and within the published procedural framework and timelines of the CEEQ.
- Obtain, consider and review all the necessary and relevant documentation and sources in evaluating an individual's qualification(s), with due regard to the purpose for which the application was made, and refuse to process applications for evaluation without the required documentation.
- Build the infrastructure of systems and resources necessary to fulfil the evaluation function, including the professional knowledge and skills base, current and representative reference material, a comprehensive database of evaluation decisions, networking partners and support services.
- Develop and maintain procedures for identifying and counteracting qualifications issued by dubious education and training institutions, as well as qualification documents which are not authentic.
 Providing contact details of awarding bodies⁵ helps to combat forgery.
- Make available, when requested, information on the composition of professional and administrative staff employed in the CEEQ, evaluation policies, the scope of services offered and the terms and conditions, as well as the fees charged in respect of these.
- Liaise to create awareness of market needs and ongoing refinement of evaluation formats to meet those needs.
- Co-ordinate of feedback on the experiences of competent recognition authorities and other relevant parties regarding the appropriateness of placements and accuracy of assessments.
- Serve as an information agency where the particular skills and knowledge of the unit are required, for example in the setting up of inter-institutional or inter-governmental agreements on mutual recognition.

Responsibilities

⁵ See.page 10

Competent recognition authorities

- Obtain information and build institutional understanding of the service offered by the CEEQ. Liaise to clarify problem areas.
- When using the CEEQ service, regularly check recentness of application guidelines, disseminate
 these to departments and individual clients. Comply with application requirements and conditions and
 urge qualification holders to do so as well.
- Share responsibility as far as the verification of authenticity is concerned, by insisting on the submission of original qualification documents and/or by directly contacting awarding bodies.
- If involved in evaluation at institutional level, ascertain what internationally accepted practice is and comply with this. Adopt (and adapt to internal needs, if necessary) the general principles and guidelines in this document. Contribute to the refinement of methodology.
- Develop and implement internal procedures for regular liaison with and feedback to CEEQ about the accuracy of recommendations. Make information sharing a priority.
- Explore ways of setting up partnerships, and/or assist the CEEQ in refining models for comprehensive evaluation.
- · Make available specialist subject expertise to reinforce the recognition process when required.
- Make available information on internal matters as far as this can assist recognition of qualifications world-wide.

CHAPTER 3:

Criteria and Guidelines for the Evaluation of the Foreign Qualifications

For purposes of consistency, it is desirable that various levels of evaluation leading to the recognition of foreign qualifications should comply with a single set of basic guidelines. This should offer shared principles and mutual support. If two or more sets of guidelines are in use, they should at least be non-contradictory. In order to promote agreement, this chapter provides information on the guiding principles, procedures and criteria applied by the CEEQ. The chapter also provides assistance in the interpretation of its evaluation processes and recommendations.

1 Guiding principles

In accordance with international best practice, the CEEQ abides by the following broad principles:

1.1 A comparative approach

Assessment is based on the structural comparison of indicators in education and training systems and the features of qualifications within those systems. Recommendations are expressed in terms of the closest (minimum) comparable South African qualification that can be identified, referring also, as far as this is possible, to a particular level of the NQF. In taking this approach, the CEEQ acknowledges the international tendency to move away from merely determining *equivalence* in favour of an intention that actively promotes acceptance (or recognition).

1.2 Access to the evaluation service

The evaluation service is conducted in a way that makes it as accessible as possible to all holders of foreign qualifications applying for assessment, as well as to institutions applying on their behalf. No individual or other party is barred from access on any grounds not related to the criteria applied to evaluate the qualification(s) as contained in this document.

The accessibility of the evaluation service is reviewed from time to time with a view to improvement.

1.3 Evaluation without prejudice

Applications are considered and processed without prejudice. No discrimination is made on the grounds of gender, race, colour, disability, language, religion, political or other opinion, national, ethnic or social origin, association with a national minority, property, birth or other status. The only consideration is the merit of the qualification(s) for which recognition is sought.

The CEEQ has a fundamental commitment to serving clients fairly, honestly and consistently. Clients' applications are treated confidentially within the confines of the law.

1.4 Fair, transparent, coherent and reliable criteria

Provision is made for the fair assessment of all applications according to criteria that are transparent, coherent and reliable. These criteria are applied consistently to all cases, including cases of study periods (uncompleted programmes). Fairness and consistency of approach and methodology are pursued - even if this leads to an outcome that does not meet the expectations of the applicant.

Criteria and procedures are reviewed periodically to ensure continued best practice.

1.5 Professional integrity

In addition to treating clients and conducting evaluations fairly and consistently, the staff of the CEEQ are required to resist and refuse all improper attempts, including offers of reward, compensation or personal benefit, to influence the outcomes of evaluations.

1.6 Consistency of evaluation outcomes

Unless exceptional circumstances warrant otherwise, similar qualifications should have similar evaluation outcomes. To this end, an inventory of previous evaluation outcomes is maintained.

2 Procedural guidelines

The guidelines below refer to procedural issues as related to clients and do not include the standard operating procedures according to which the CEEQ functions. These are available as an internal document.

2.1 Information

The responsibility for provision of information is shared by the CEEQ, the qualification holder and the education and training institution by which a qualification was issued.

CEEQ

Standardised information on procedures and criteria is contained in the CEEQ's application guidelines (Annexure C). This information is made available to applicants making preliminary enquiries. The information includes documentary requirements, tariffs and payment methods, approximate timelines, the procedure for appeal and the status of the assessment.

The CEEQ is also responsible for the maintenance of up to date and reliable information on education and training systems and qualifications, including the South African system and its qualifications.

Criteria and Guidelines for the Evaluation of Foreign Qualifications

3

A qualification holder has the right to be informed of the rationale underlying the evaluation of his/her qualification(s).

Qualification holders

It is the responsibility of the qualification holders to furnish the required documentation, as well as information meeting the requirements and enabling the CEEQ to consider an evaluation. In doing this they may be supported by the education and training institutions where they completed studies.

Applicants are expected to, in good faith, provide correct and truthful information, not wilfully omitting any relevant detail.

Education and training institutions

Education and training institutions have a responsibility to make available complete sets of qualification documents, as well as to furnish all the required information pertaining to a particular programme or qualification to the CEEQ upon request.

2.2 Processing time and delay

The CEEQ's evaluation results are made within reasonable time limits. Various options for processing time are specified upfront together with terms and conditions. Prioritisation of applications is linked to additional fees. Applications are processed according to certain priority options paid for upfront and, within these categories, on a first-come-first-serve basis. An application is considered active and processing time calculated only from such time that the applicant has provided all the necessary information, documentation and payment.

In cases where a substantial delay is expected - for example when more information is requested from the country of origin - clients are informed to this effect. The CEEQ has no control over the response time for information from abroad, but makes every effort to ensure that contact is established in the most effective way.

2.3 Fees

The CEEQ's service is self-funded on a non-profit, cost-recovery basis. The fees charged for evaluation are thus kept as low as possible in order not to constitute a barrier.

A comprehensive fee structure is made available on request as part of an application guide. (these documents are also available on the SAQA website: www.saqa.org.za) Fees are revised from time to time in accordance with increased operational costs and with due regard for the principle of accessibility. In the event of a price increase, new tariffs are communicated in advance to regular and prospective clients.

2.4 Documentary requirements

Documentary requirements are clearly indicated (Application Guide: Annexure C, page 4). Copies of documents are accepted, but must be certified (preferably by a diplomatic office of the country in question). In exceptional cases sworn statements may be accepted in lieu of official qualification documents.

Documents are scrutinised for evidence of misrepresentation. If misrepresentation is suspected, a further investigation incorporating verification measures is lodged. If proof of such misrepresentation has been established, an evaluation report is not issued, moneys are retained and the relevant authorities are notified.

Verbatim translations by sworn (certified) translators are required in respect of key or primary documents. These do not substitute for documents in the original language, but are intended as supporting documentation and should be attached to the documents in the original language. Qualification titles in the original language must be provided at all times.

2.5 Right of appeal

Qualification holders have the right to be informed of the rationale underlying, and may appeal against, evaluation results that are not in accordance with their expectations. An appeals procedure is in place to facilitate this process.

Wherever possible, guidance is offered to assist applicants in taking the remedial measures needed to meet the requirements of the levels to which they seek admission. This is exemplified by an information leaflet advising on the upgrading of Ordinary Level and related subjects (Annexure D).

3 The process for evaluating foreign qualifications

The following procedures are followed by the CEEQ when evaluating foreign qualifications. A schematic outline of this is attached as Annexure F. As required by other contexts the sequence of these steps may vary, or steps may overlap:

Step 1: Receipt of enquiry / request for information Registration and acknowledgement of / application for evaluation receipt. Step 2: Scan documents to determine nature of the • If general enquiry / request, compile correspondence response. If application, continue to analyse documents. Step 3: Determine: (a) Completeness of application If payment lacks, or documents do not meet requirement in terms of completeness, request the necessary from applicant. If complete, continue. (b) Status of awarding body If not recognised, inform applicant to this effect and refund, if applicable.

- (c) Authenticity of documents
- · If recognised, continue.
- If suspect, request original documents and request verification of authenticity from competent authority in country of origin.
- If not suspect, continue. If required, assist by providing contact details of awarding bodies so that recipients can have authenticity verified.
- Step 4: Analyse each qualification submitted, taking into account::
 - (a) Purpose for which evaluation is required
 - (b) Formal regulations such as national legislation, international conventions and formal recognition agreements
 - (c) Past practice in similar cases
 - (d) Information and/or decisions available from other national information centres or competent recognition authorities, or other relevant and reliable sources
 - (e) Each of the criteria described under par. 4 below
- Step 5: Compile an evaluation report and make available to the applicant and/or other relevant parties, as requested
- Evaluation is accepted as is and supports decision to recognise, partially recognise or not recognise the qualification in question.
- Evaluation is supplemented with a purpose specific assessment leading to recognition, partial recognition or non-recognition of the qualification.
- Applicant is satisfied.
- Applicant is not satisfied, in which case an appeal may be lodged. In case of this, the evaluation is reconsidered on the basis of additional information furnished by the applicant in support of his/her case.

4 Criteria for evaluation

A qualification is situated within the framework of the education and training system it belongs to. The evaluation process aims to determine the qualification's relative place and function, compared to other qualification in the same framework, and then to identify the most comparable South African qualification.

Qualifications of seemingly comparable level may in fact show considerable differences in duration, content, profile or learning outcomes. These differences

are to be considered in a flexible way, but ultimately differences that are substantial may be pointed out and may have an influence on the outcome of the evaluation. The overarching aim is that foreign qualifications should be recognised, unless substantial differences can be indicated with regard to the following:

- Academic and professional legal rights conferred by a qualification in the country of origin⁶.
- Access to further activities offered by the qualification in the country of origin (next level of study, research or employment).
- Key elements of the programme leading to the qualification as stipulated in par.
 4.3 below.
- Quality of the programme, in as far as this can be determined.

4.1 The origin of education and training systems

As a result of colonialism, many education and training systems are tailored on, and can therefore be interpreted meaningfully in terms of, "mother" systems such as the British, French, Spanish or Portuguese.

The achievement of independence by colonised countries often resulted in adaptation of the original systems. As a result current systems can be complex hybrids of the original systems. In some countries, the remains of previous eras are more easily detectable than in others, but in each case they serve to provide a means for classification and therefore an overarching basis for comparison. Finding such links is therefore a useful point of departure.

4.2 Status of the awarding institution

It is vitally important to determine the status of the awarding institution as a first step in the evaluation. The wide diversity of provider institutions in higher education and training, plus recent developments in transnational education and training make this necessary – not to mention the opportunism of dubious institutions and their exploitation of learners. The evaluation process therefore needs to establish beyond doubt whether an awarding institution belongs to the national education and training system in the country of origin of the qualification. Transnational arrangements between institutions need to be scrutinised.

4.3 Key elements of the programme leading to the qualification

The following key elements inform the analysis of qualifications:

- Purpose for which the qualification was designed.
- Date of completion. Qualifications issued several years ago may be outdated, but may need to be considered in conjunction with experience.

⁶ The outcomes of the learning - or the capabilities resulting from the qualification - are usually established at the level of the competent recognition authority by means of professional examinations, interviews and the like.

- Minimum stipulated entry requirement, as an indicator of the level at which the
 qualification is pitched. A benchmark approach is followed in this regard, allowing, for
 example, for school leaving qualifications to be accepted, regardless of differences in
 the duration of schooling.
- Minimum stipulated duration, whether part-time or full-time.
- Structure and type of the programme, including aspects such as experiential learning, research combined with coursework, vocational training.
- Programme requirements, such as credit totals and distribution, grading, dissertations, internships.
- Further access gained by virtue of the qualification whether full or restricted access, whether access to general employment, or to a regulated profession or further education at a particular level.
- Formal rights ultimately bestowed on the qualification holder, such as the right to use a professional title.

4.4 Qualifications frameworks

Qualifications frameworks, where these form a part of education and training systems, are useful indicators of the relative places and status of qualifications in their home countries, as well as of quality assurance processes that are in place.

4.5 General considerations

The evaluation focuses on the qualification submitted for evaluation and takes into account all the relevant, official and available information.

Quantitative criteria are useful in determining the level of achievement reached at the end of a programme, but their significance depends on learning outcomes and the quality of delivery. Where such information includes reference to learning outcomes which cannot be evaluated by the CEEQ this should take precedence over the programme elements. Recommendations highlight such matters for the attention of competent recognition authorities. The evaluation process acknowledges the influence, for example, of recognition of prior learning, credit transfer, different forms of access to programmes, double degrees and excelled programmes on various features of a programme.

The purpose for which the evaluation is required has a bearing on the way a qualification is evaluated. The existence of national and/or international legal provisions, such as contained in the regulations for professional practice or in bilateral and multilateral agreements between governments, may require a specific decision to be reached or procedure to be followed. This must be taken into account.

Past evaluation decisions, whether made in-house or by other evaluating agencies or competent recognition authorities, serve as a guide. The analysis of similar qualifications should normally lead to the same outcomes, unless an adapted recommendation can be justified.

5 The SAQA Certificate of Evaluation

Composition

Each Certificate of Evaluation contains the following information in respect of each qualification or group of qualifications evaluated:

- Personal details of the qualification holder
 - Current name (with reference to the names on qualification documents, if these differ from the current name used).
 - Date of birth⁷.
- Recording of the qualification or period of study (in respect of which a recommendation regarding possible advanced standing will be made).
 - Name and country of origin of the awarding institution, with an explanatory note on its status, if deemed necessary.
 - The indigenous (and/or translated, if necessary) name of the qualification awarded, or the programme studied, where the qualification has not been completed.
 - Date of the award (or years of enrolment, if not completed).
 - Supporting documentation (or lack thereof).
- Description of qualification (or period of study) as analysed according to the criteria in paragraph 4 on pages 21 to 23:
 - Duration and type of study.
 - Admission requirement (and deviations from this on the strength of other considerations).
 - Field and specialisation, with an indication of concentration or weighting, where possible.
 - Programme requirements and features.
 - Legal rights bestowed on the holder in the country of origin, if any.
 - National status in country of origin in terms of a qualifications framework, if any.
- Indication of an evident substantial difference or differences as compared to a local comparable qualification, if applicable. This may refer to duration, education and training sectors, sub-structure (preceding qualifications as formally required), content as far as this can be determined on the basis of a structural analysis, legal rights, or any other relevant aspects.
- A summary of the education and training completed and the qualifications obtained (optional).

⁷ Only on certificates referenced 2005-00000 and onwards, i.e. in respect of which the *applicants were recieved* as from 1 April 2005

Criteria and Guidelines for the Evaluation of Foreign Qualifications



- ☐ A recommendation as to what the appropriate level of recognition of a particular qualification, or combination of qualifications, would be in South Africa. This is expressed in terms of:
 - the closest comparable (specific) South African qualification, or if one does not exist, the closest comparable type of South African qualification; as well as
 - the relevant NQF level.
- Additional information or provisos, if applicable. These may relate to one or more of the following:
 - A recommendation for further refinement of the evaluation by a competent recognition authority.
 - The status of the recommendation in relation to legal requirements for admission or professional status in the particular field or at the particular level.
 - The status of the evaluation in terms of authenticity of qualification documents (see page 10).
 - The conditions for finalising a provisional recommendation.

Security features

Evaluation reports are printed against a **background with SAQA** printed in **blue** and in evenly spaced **horizontal lines**. All SAQA certificates must bear the following:

- A unique reference number and a date of issue.
- Two signatures, the authenticity of which can be verified by the CEEQ.

In addition, all certificates referenced 2005-00000 and onwards, i.e. in respect of which the *applications* were received as from 1 April 2005, must bear:

a SAQA security hologram with a unique identity number, attached to the

upper right hand corner of the Certificate of Evaluation.

Samples of the various certificate formats issued by SAQA are available for reference purposes as Annexure G.

Written requests for the verification of authenticity of SAQA certificates should be addressed to The Head: CEEQ and will be replied to in writing.

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ANNEXURE A:

Partnership Evaluation: Case Study

Purpose of evaluation: Unknown.

Qualification: Diploma za Zavarseno Visshe Obrazovanie, issued in 1990.

(Officially translated by the issuing body as Diploma of Higher Education;

also referred to in reference works as Diploma of Specialist)

Institution: Higher Institute of Mechanical and Electrical Engineering, Sofia, Bulgaria.

Background: Awarded on completion of five years of undergraduate study in Mechanical Engineering with a focus on Nuclear Engineering. The admission

requirement was the full course of formal schooling (eleven years) in

Bulgaria, or the recognised equivalent.

The course requirements in respect of this type of qualification usually include a standard component of cultural / dogmatic education. The Diploma Supplement (academic record) submitted by the qualification holder reflected completion of a total of 4025 hours of lecture and exercise hours, of which 795 (20%) in the Bulgarian and Russian languages, Philosophy, Political Economy, History of the Bulgarian Communist Party and Scientific Communism. He also completed a research report.

The qualification was, as is often the case, accompanied by a standard statement issued by the Bulgarian embassy, which states that it corresponds with the MSc [Master of Science] degree of English universities. This contradicts the view of the official evaluating agency in the United Kingdom that the Diploma za Zavarseno Visshe Obrazovanie is considered

comparable to British Bachelor degree standard.

CEEQ recommendation: A first degree in Mechanical Engineering, comparable to a South African

Bachelor of Science in Engineering (Mechanical).

The qualification holder appealed against the above recommendation on the

following grounds:

Appeal:

- The total number of years studied, including two years of study at University of Zululand and a preliminary course in Bulgaria
- · The good standing of the awarding institution
- His acceptance, by University of Cambridge, for PhD studies⁸

⁸ Letters issued by University of Cambridge only referred to his acceptance as "a Graduate Student" and to conditional acceptance by the Department of Engineering (no programme mentioned). A copy from a prospectus indicates that prospective candidates for the PhD degree who are normally admitted for a probationary period in the first instance, are either not registered for any qualification or registered for an appropriate one-year MPhil [Master of Philosophy], Diploma or Certificate course.

Appeal process:

The qualification holder was requested to submit a translated version of his research paper. This was submitted to a visiting Cambridge professor at University of Cape Town, who evaluated the content in collaboration with the then Reactor Fuel Engineering Manager of the ESKOM Generation Nuclear Group.

The finding was as follows:

"I refer to your letter of the 17th September 1994 requesting my comments on the Dissertation [...] by Mr [...]. I have evaluated it in terms of the typical Master's degree in Engineering at a South African University.

"I find that the dissertation is well presented and the candidate has a good grasp of the subject matter. The standard of the thesis is however not up to that of a MSc Eng [Engineering] degree but rather appears to be of the level of what is expected of an undergraduate project. If it is assumed that this is at the undergraduate level then the work is of a high standard.

"For a Masters level I would expect more in-depth work. The dissertation is only 50 pages long and of this some 25 pages are a detailed print-out and description of a computer programme derived to determine the operating parameters. I do not consider that the computer programme printout is a necessary component of a Master's thesis.

"I have given a copy of the thesis to Koeberg Power Station for their comments. Dr [...], who is the Reactor Fuel Engineering Manager, has read the thesis and he reports that the dissertation '...is in my opinion at a pregraduate level. In terms of the South African standards this type of work would not constitute more than 10% of the requirements for an MSc degree, even if the academic content was considered to be at a suitable level'.

"Thus Dr [...] and I agree that the dissertation is at a Bachelor's degree level and is not at the level of a Master's degree in South Africa.

Outcome:

The legal representatives of the qualification holder were informed of the above finding. The evaluation decision was maintained and a Certificate of Evaluation issued in the then current format.

ANNEXURE B:

List of Statutory Professional Bodies

AHPCSA Allied Health Professions Council of South Africa

ECSA Engineering Council of South Africa

FSB Financial Services Board

HPCSA Health Professions Council of South Africa

LSSA Law Society of South Africa

PAAB Public Accountants' and Auditors' Board

SACPCMP South African Council for the Project and Construction

Management Professions

SIRA Security Industry Regulatory Authority

SACAA South African Civil Aviation Authority

SACNASP South African Council for Natural Scientific Professions

SACPV South African Council for Property Valuers

SACSSP South African Council for Social Service Professions

SACAP South African Council for the Architectural Profession

SACLAP South African Council for the Landscape Architectural

Profession

SACQSP South African Council for the Quantity Surveying Profession

SANC South African Nursing Council

SAPC South African Pharmacy Council

SAVC South African Veterinary Council

DTC Dental Technicians Council

ANNEXURE C:

The CEEQ Application Guide



EVALUATION OF FOREIGN QUALIFICATIONS

6th Floor, Hatfield Forum West, 1067 Arcadia Street, HATFIELD Postnet Suite 248, Private Bag X06, WATERKLOOF 0145

APPLICATION GUIDE

(To be used in conjunction with enclosed Tariff Guide and Application Form)

Purpose

The purpose of the Centre for the Evaluation of Educational Qualifications' (CEEQ's) evaluation function is to **compare foreign qualifications** with South African qualifications and to advise on the recognition of the foreign qualifications in South Africa in terms of the levels of the National Qualifications Framework (NQF).

The CEEQ's evaluation does not make provision for the assessment of the following:

Qualifications obtained from South African education and training institutions, public or private, unless they

- o form the basis on which candidates were admitted to foreign postgraduate study, or
- are submitted in combination with foreign school qualifications for purposes of upgrading the latter, or
- o are intended for use outside the borders of South Africa.

This includes qualifications obtained from South African providers who operate outside the borders of South Africa and qualifications obtained from foreign providers who are registered and accredited in South Africa under the provisions of the Higher Education Act.

Qualifications issued by education and training institutions which are not officially recognised in the country of origin, or accredited according to the relevant provisions of that country.

Short courses, in-service training, workshops / seminars and experiential learning (unless these form an integral part of a recognised national qualification in the country of origin).

Prior learning acquired outside of a national system of education and training.

Clients are requested not to submit documentation of the above nature for evaluation.

However, depending on its capacity, SAQA will facilitate enquiries about issues related to learning that is excluded from the CEEQ's evaluation and make the necessary referrals.

Legal status

SAQA has a mandate to evaluate qualifications in terms of section 7(5) of the SAQA Act, Act 58 of 1995.

The CEEQ's recommendations are intended as **general guidelines** and are **not binding** on other institutions (employers, professional councils, education and training institutions and the like). Such institutions should see the recommendations as a point of departure and as clarification of structural comparability, which allows them to embark on a further, context specific assessment taking content and/or learning outcomes into consideration.

Principles and criteria

Evaluations are conducted as follows:

Strictly according to the procedures, guidelines and conditions outlined in this document.

Bona fide, with due regard to the relevant information available to the Centre for the Evaluation of Educational Qualifications (CEEQ).

In accordance with the principles and criteria contained in the publication *Criteria and Guidelines for the Evaluation of Foreign Qualifications*, which is available on the SAQA website (www.saqa.org.za). Alternatively, a hard copy can be obtained from the SAQA offices.

Lodging an application

A proper and complete application will include the following:

- An application form (enclosed), fully completed and legible
- A complete set of **documentation** (see page 4 of this document)
- Payment, or proof of payment (see enclosed Tariff Guide)

If any of the above is lacking, or does not comply with the requirements outlined in this document and in the application form, the evaluation process will not be activated and the application will be referred back to the applicant. The CEEQ will not be held responsible for the delay.

Timelines and delays

The timelines indicated on page 3 of this document refer to the **minimum period** of time required, under fairly ideal circumstances, to process and complete various categories of applications and make results available

Due to various factors beyond the control of SAQA, there is always a likelihood that the timelines may be exceeded. Clients should therefore take cognisance of the **possibility of delay** before lodging an application, but at the same time be assured that the CEEQ will do everything within its power to make results available within the relevant timelines, or as promptly afterwards as is possible. In the event of an extra-ordinary circumstance causing considerable delay, clients will be informed.

Factors beyond the control of SAQA include the following:

Lack of information necessary to complete an evaluation, in which case such information normally has to be obtained from the country of origin of the qualification.

In the event of such an enquiry, please note that the finalisation of the evaluation is dependent on a reply from the source, as well as on the quality of the reply. The CEEQ cannot manage a delay in this regard. On receipt of a reply processing is, however, treated with the necessary urgency.

Available human and other resources in the CEEQ temporarily do not at the time match the demand for the service.

The nature of the qualifications submitted for evaluation requires **considerably more research** and/or consultation than usual.

Client related factors, which clients can help avoid by following the 10-point plan on page 3:

- 1 Make the necessary enquiries before lodging the application.
- 2 Prepare applications carefully and in accordance with the requirements as set out. Treat the section on documentation (page 4 of this document) and the Tariff Guide as checklists.
- 3 Ensure that the application contains a completed and legible application form, the appropriate documentation and payment / proof of payment.
- 4 Make ample provision for the meeting of your own deadlines, accounting for the closure of applications annually (between the end of November and the first full week in January of the next year) and unforeseen circumstances that could delay processing.
- Give clear instructions to indicate whether evaluation results should be posted or will be collected, and whether they should be forwarded to third parties (in which case precise instructions must be provided). Space for instructions is provided on page 2 of the application form.
- 6 Use the correct addresses for SAQA as they appear on page 1 of this document and on page 2 of the application form.
- 7 Do not fax or e-mail applications. Documentation is likely to be of insufficient quality for evaluation purposes and the application will be discarded.
- 8 Please do not call repeatedly to check on progress. This interrupts valuable processing time.
- 9 Remember to allow time for postage after the expected date of completion, as this is not included in the timelines of the CEEQ.
- 10 If evaluation results are to be prepared for collection, wait to be contacted for collection. Please do not come for collection of results without prior notification from the CEEQ.

Under the conditions outlined on page 2 of this document, timelines for the processing and completion of applications are as follows:

Normal application:

A minimum of 30 (thirty) and up to 50 (fifty) working days

Urgent application:

A minimum of 15 (fifteen) and up to 25 (twenty five) working days

Priority application:

A minimum of 5 (five) and up to 10 (ten) working days

Note: working days are days on which SAQA is open for business and exclude Saturdays, Sundays, public holidays and the annual recess in December / January. Details of the latter will be communicated to clients well in advance.

In exceptional cases, applicants may approach the CEEQ per personal appointment for a 24 to 48 hour evaluation. This option is not generally available and will be considered by the CEEQ only on a special contract basis and at a substantially increased fee.

Evaluation results

Evaluation results will be made available according to the client's instruction, by fax, mail or personal collection. Certificates of Evaluation will under no circumstances be e-mailed.

Qualification holders have a right to appeal against evaluation results. For a review to be considered, appeal must be made in writing and contain substantiating documentation of an official nature. After submission, a personal appointment can be made in advance with the evaluator concerned, or with the Head: CEEQ, should that be necessary. Appeals require a total review of all the available sources of information, after which the initial recommendations will either be adjusted or maintained. In the latter case, reasons for non-adjustment will be provided.

In exceptional cases the appeals process will include independent adjudication by academic and/or professional experts. Liability for costs incurred will be determined by the outcome of this process. Qualification holders will be expected at the start of the process to sign an undertaking of liability for costs should the outcome not be in their favour.

The processing of appeals will not necessarily be completed within the normal timelines as set out in this document, although all possible steps will be taken to ensure a prompt resolution.

Documentation (use as a checklist)

Ger	neral requir	ements	V				
1	To minimise the risk of loss of or damage to original qualification documents, copies of these are acceptable in most cases, but must be completely legible and certified true copies , preferably by a diplomatic office representing the country of origin of the qualification holder. Copies will be retained for record purposes. All original qualification documents (and only original documents) will be returned by registered mail.						
2	CEEQ reserves the right to request original documents and/or have the authenticity of documents verified by the relevant authorities in the countries of origin. If falsified documents are submitted, no evaluation will be issued, no refund will be made, the designees for the evaluation will be notified and the information shared with the relevant authorities and with any third parties that the evaluation results were intended for.						
3		n foreign languages must be accompanied by sworn translations into English. Note that both the n the original language and the translation are needed.					
4	Primary and	secondary schooling:					
8	School leaving	g certificates / results must be issued by the official examining bodies in the countries of origin.					
	Complete and	d legible academic records / transcripts / subject lists are needed in respect of all higher					
F b a	education qua Final certification of the prosperation of the prosperation of the prosperation of the awarding in the awarding	ates must be submitted. If these are not available, an official statement (issued by the awarding onfirm completion of all the requirements for the award of the particular qualification, as well ctive date of the award. If these are not available, an official statement (issued by the awarding onfirm completion) as well ctive date of the award. If these are not available, an official statement (issued by the awarding onfirm completion) as well as a companied either by preceding qualifications, or institutions must officially state the grounds for admission to the programmes involved.					
F b a	education qua Final certification of the prosperation of the prosperation of the prosperation of the awarding in the awarding	ates must be submitted. If these are not available, an official statement (issued by the awarding online completion of all the requirements for the award of the particular qualification, as well citive date of the award. If other advanced qualifications must be accompanied either by preceding qualifications, or					
C e F b a a F tt	education qua Final certification of the control of the control of the certification of the c	alter must be submitted. If these are not available, an official statement (issued by the awarding onfirm completion of all the requirements for the award of the particular qualification, as well ctive date of the award. If these are not available, an official statement (issued by the awarding onfirm completion of all the requirements for the award of the particular qualification, as well ctive date of the award. If these are not available, an official statement (issued by the awarding onfirm completion of all the requirements for the award of the particular qualification, as well ctive date of the award.	√				
F the same of the	education qua Final certification of the control of the control of the certification of the c	ates must be submitted. If these are not available, an official statement (issued by the awarding online completion of all the requirements for the award of the particular qualification, as well citive date of the award. If other advanced qualifications must be accompanied either by preceding qualifications, or institutions must officially state the grounds for admission to the programmes involved.	 				
F the same of the	education qua Final certifica body) must co as the prospe Postgraduate he awarding ecific requir	ates must be submitted. If these are not available, an official statement (issued by the awarding online completion of all the requirements for the award of the particular qualification, as well cive date of the award. If other advanced qualifications must be accompanied either by preceding qualifications, or institutions must officially state the grounds for admission to the programmes involved. The programmes involved. School certificates must endorsed (homologated) by the SA Embassy in Angola.	√				

Payment

Please refer to the enclosed **Tariff Guide**, which is also available at the **CEEQ helpdesk** (tel. 012 431 5064 / 012 431 5107) or on the **SAQA website** (www.saqa.org.za).

ANNEXURE D:

The CEEQ Application Form

Centre for the Evaluation of Educational Qualifications



EVALUATION OF FOREIGN QUALIFICATIONS

6th Floor, Hatfield Forum West, 1067 Arcadia Street, HATFIELD Postnet Suite 248, Private Bag X06, WATERKLOOF 0145

APPLICATION FORM (Please complete both pages in print)

AI I LIOA IIC	or round (r rease complete both page	s iii piiiit)					
1) PERSONAL	DETAILS OF QUALIFICATION HOLDER	3) OTHER CONTACT DETAILS (optional)					
Title: Mr□ Ms[□ M M Y Y Y Y (include copy of ID / passport) □ Mrs□ Prof□ Dr□ Other:	Without this, copies of results will <i>not</i> be forwarded).					
Maiden name (i	f applicable):	Institution ①					
_		Contact person:					
	l						
~ □	Code:	Code:	Fax:				
Address L		Institution ②					
	Code:						
_	Fax:						
E-mail:	@		Fax:				
2) PERSONAL on behalf of th	DETAILS OF CONTACT PERSON applying e qualification holder (if applicable)	4) PURPOSE OF THE APPLICATION					
		Evaluation requ	uired for (tick one	e or more):			
	ame:	☐ Employmen	nt				
		☐ Permanent	residence				
' '	tution:	☐ Professional registration					
Address 🗇		Further study (excluding undergraduate study at a South African university. Contact Matriculation Board at telephone					
		012 481 29		ati lodiation board	at tolophone		
Code: Fax:		Use in a foreign country (background information on South African qualifications to be assessed in foreign countries)					
E-mail:		Other (plea	se specify)				
	S INCLUDED in compliance with requirements	Certified	Original	Original	Sworn		
	fer to Application Guide, p.4). Tick as applicable.	copies	documents	language	translation		
	Official school leaving certificate(s)	√	✓	V	✓		
Secondary education	Statement(s) of results issued by official examining body	√	√	√	-		
o du odii o i i	Official statements in lieu of certificates	✓	✓	✓	√		
	Other:	√	1	√	√		
	Certificate(s)	✓	✓	✓	√		
	Diploma(s)	1	1	√	1		
Line	Degree(s)	√	√	<u>√</u>	1		
Higher education	Postgraduate qualification(s)	√	√	<u> </u>	√		
euucation	Statement(s) indicating the award of a qualification/s	✓	✓	✓	*		
	Transcript(s) of Academic Record (Subject List/s)	√ √	1	√ √	4		
	Other:	✓	∀		∀		

NOTE: Only authentic original documents will be returned. Copies will be retained for record purposes.

Please turn to page 2

Urgency → Product		Normal		Pri	ority	High priority	
ertificate of Evalu		R	1	R	√	R	✓
ertificate of Evalu Re-evaluation)		R	✓	R	✓	R	✓
ertified Copy of C Requested with app		R	✓				
ertified Copy of C Requested separate		R	✓				
ertified Statement		R	√	R	√	R	✓
uplicate Certificat		R	√				
Sub-total A (p		R	OR	R	OR	R	
	_			Tariff Guide p.1)	R		
-	•		•	(Tariff Guide p.1)	R		
			Sub-t	otal A (III above)	R		
		7) TOTAL PAYM	ENT INCLUI	DED (please add)	R		
				SULTS (please tick	the preferred o	ption)	
To be posted to t	from the SAC	QA offices. Applic	cants will be			s) provided under (personal de

Please attach the necessary documents and payment (or proof of payment) to this form. Mark your application for the attention of the CEEQ and

mail to SAQA at Postnet Suite 248, Private Bag X06, WATERKLOOF, 0145 (address Postnet to Postnet deliveries to Postnet Brooklyn), or

deliver to SAQA at Reception, Hatfield Forum West, 1067 Acadia Street, HATFIELD.

Applications must not be submitted by fax or e-mail.

Receipt of the application will be acknowledged electronically only. Ensure that an e-mail address for the applicant, if available, has been provided and is legible.

FOR OFFICE USE ONLY		
	Ref. No. 2000	Payment:
Received:	Internal check:	Completion:

CEEQ 05 - 14 - 003 Application Form

ANNEXURE E:

Information leaflet advising on the upgrading of Ordinary Level and related subjects

GENERAL CERTIFICATE OF EDUCATION INTERNATIONAL CERTIFICATE OF EDUCATION CAMBRIDGE OVERSEAS SCHOOL CERTIFICATE INTERNATIONAL GENERAL CERTIFICATE OF SECONDARY EDUCATION AND SIMILAR SCHOOL LEAVING CERTIFICATES

A minimum of five subjects passed at Ordinary Level (Grades A-G / 1-8), including English Language and/or the mother tongue, warrants an evaluation of Grade Eleven.

To obtain an evaluation of a <u>Senior Certificate</u> (in its most basic form, i.e. <u>excluding Matriculation Exemption)</u>, one of the following subject combinations is required:

1 A total of four different subjects, including three Ordinary Level / IGCSE subjects graded A to C (or 1 to 6), plus one Advanced Level

01

a total of six different subjects, including five Ordinary Level / IGCSE subjects graded A to E (or 1 to 8), plus one Advanced Level.

A total of five different subjects, including three Ordinary Level / IGCSE subjects graded A to C (or 1 to 6), plus two passes at one of the following levels: Advanced Supplementary, Higher General Certificate of Secondary Education (graded 1-3⁹), South African Senior Certificate Higher Grade, or recognised equivalent

or

A total of seven different subjects, including five Ordinary Level / IGCSE subjects graded A to E (or 1 to 8), plus two passes at one of the following levels: Advanced Supplementary, Higher General Certificate of Secondary Education (graded 1-3 – Grade 4 is considered to be the equivalent of IGCSE Grades A-C), South African Senior Certificate Higher Grade, or recognised equivalent.

Each of the above combinations must include English Language, or the mother tongue as a first language.

This evaluation will primarily be intended for employment purposes, but may be accepted by tertiary institutions, such as technikons and nursing colleges, for purposes of further study according to their own requirements in terms of subjects and grades. Candidates should therefore ascertain the acceptability of such an evaluation to the admitting institution beforehand. University admission for purposes of first degree studies is subject to Matriculation Exemption, which is the sole prerogative of the Matriculation Board and not likely to be considered on the basis of the conditions for upgrading as set out above.

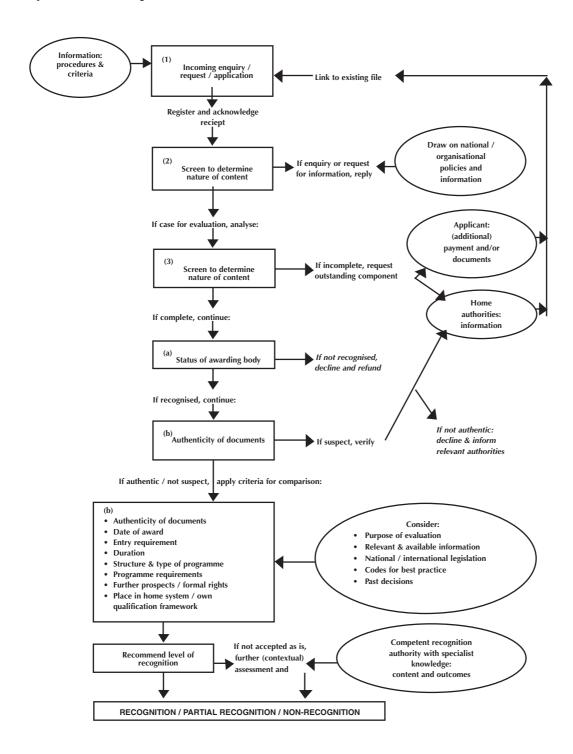
Information on lectures for study purposes and arrangements for official examinations may be obtained from existing correspondence or technical colleges.

GENERAL CERTIFICATE OF EDUCATION INTERNATIONAL CERTIFICATE OF EDUCATION CAMBRIDGE OVERSEAS SCHOOL CERTIFICATE INTERNATIONAL GENERAL CERTIFICATE OF SECONDARY EDUCATION AND SIMILAR SCHOOL LEAVING CERTIFICATES

	TOTAL SUBJECTS (including English Language / mother tongue as a First Language)	LOV	VER		HIGI	HER	
LEVEL		Ordinary / IGCSE		AS ¹⁰	HIGCSE ¹¹	SC(HG) ¹²	Advanced
GRADES		A-E / 1-8	A-C / 1-6	A-E	1-3 ¹³	A-E	A-E
Evaluation: GRADE ELEVEN (11)	5	5		-			-
Evaluation:	4	3					1
SENIOR CERTIFICATE	6	5					1
(without	5		3		2		
Exemption)	7	5			2		

ANNEXURE F:

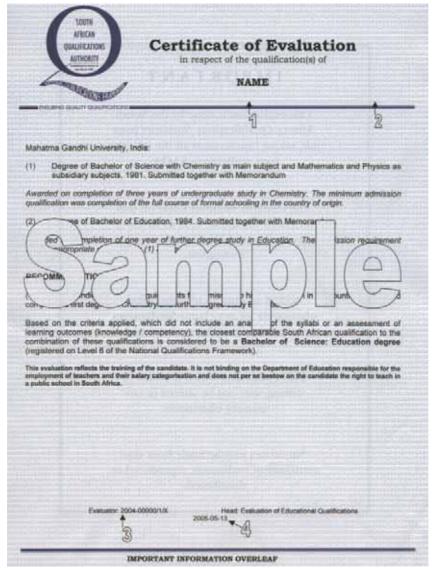
Schematic outline of the process flow for the evaluation of foreign qualification by the CEEQ at SAQA



ANNEXURE G:

Certificate Samples

Sample 1: Certificate of Evaluation - hologram format



Explanatory notes:

- 1 The name on the certificate will be similar to the name on the qualifications documents. If not, the name as it appears on the qualification documents will also be mentioned.
- 2. Position of the hologram, which bears the SAQA logo (a Q device) and a seven-digit serial number
- 3. Position of the signature of the relevant evaluator.
- 4. Position of the signature of the Head: CEEQ.
- 5. The CEEQ reference number. If this begins with 2005, 2006, 2007 and so forth, the certificate must bear a hologram
- 6. Initial of the relevant evaluator.
- 7 Any date after 2005-04-01.

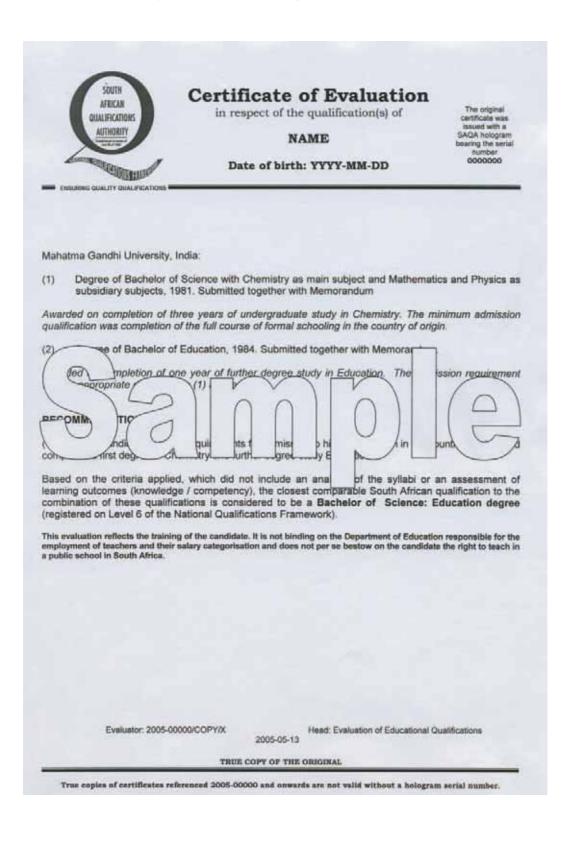
Sample 2: Page 2 of certificate - hologram format (if applicable)



Explanatory notes:

1 The name as it appears on page 1 of the certificate.

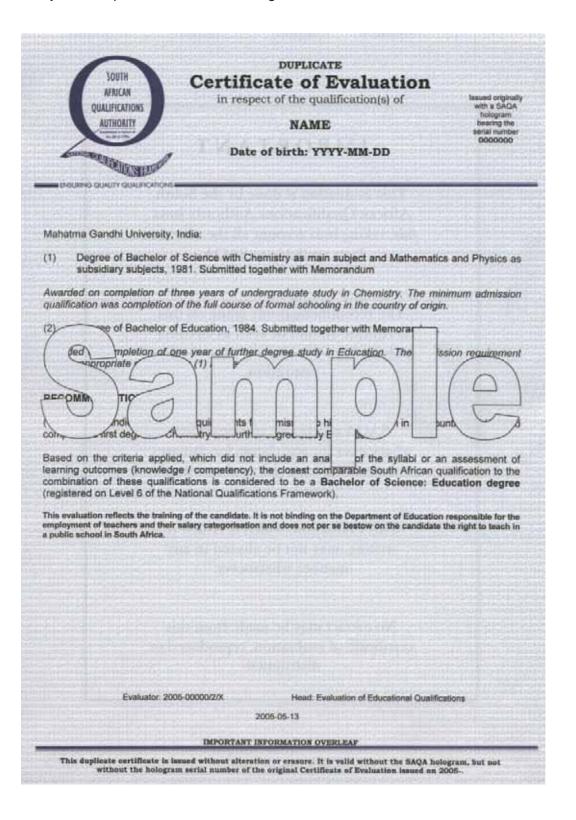
Sample 3: True copy of certificate – hologram format



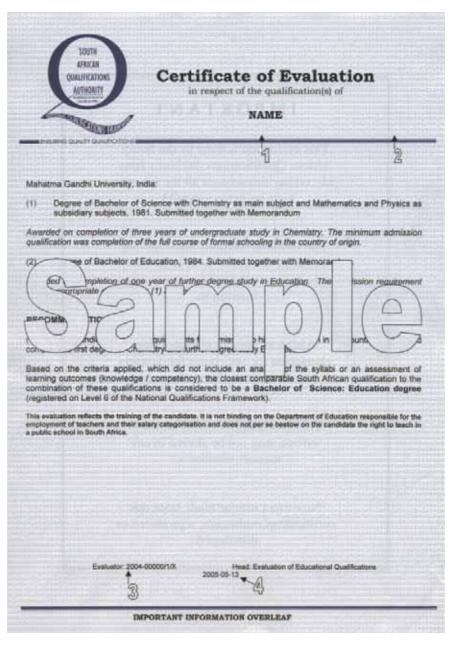
Sample 4: Provisional certificate – hologram format



Sample 5: Duplicate certificate - hologram format



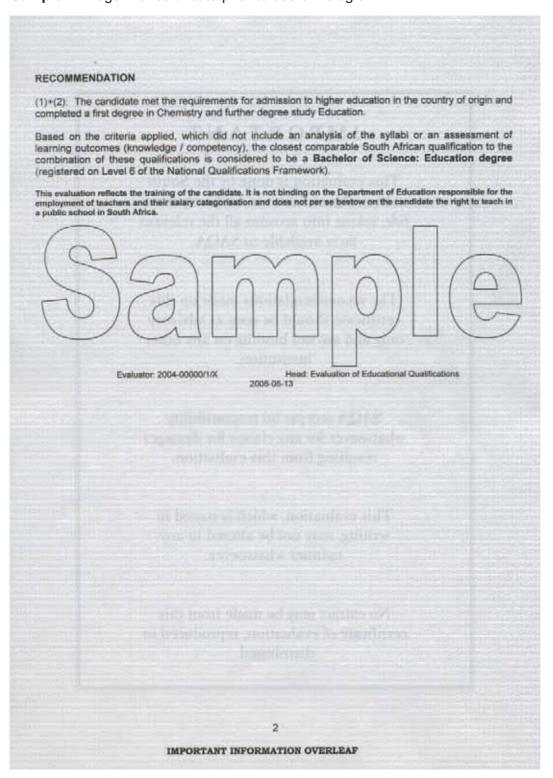
Sample 6: Certificate prior to use of hologram (all certificates issued prior to the use of 2005 reference numbers)



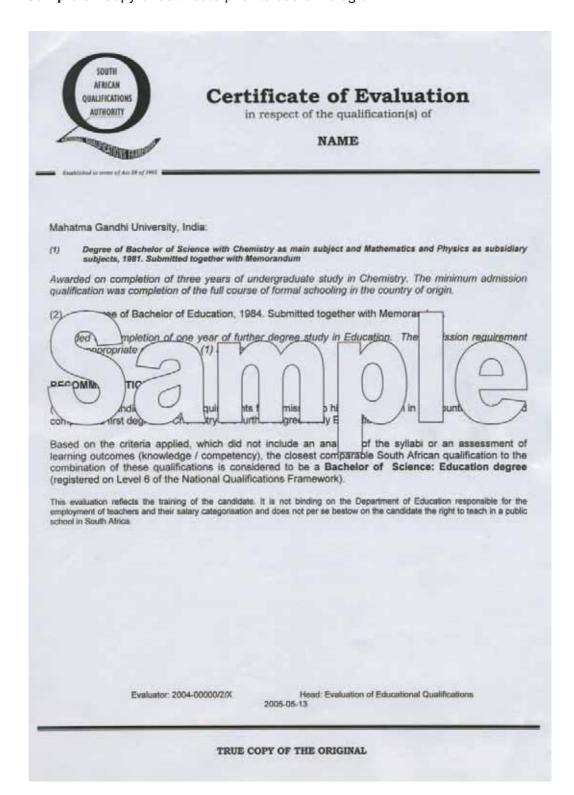
Explanatory notes:

- 1 No date of birth appears on the certificate.
- 2 No hologram appears in the certificate.
- The CEEQ reference number will begin with a date prior to 2005 (e.g. 2001, 2002, 2003, 2004).
- 4 The certificate can date back to 1999. However, it can also bear a date after 2005-04-01.

Sample 7: Page 2 of certificate prior to use of hologram



Sample 8: Copy of certificate prior to use of hologram



Certificate back

IMPORTANT

This evaluation is done by the South African Qualifications Authority bona fide, taking into account all the relevant facts available to SAQA.

The recommendations made on this certificate should be seen as advisory only and are not binding on any other institution.

SAQA accepts no responsibility whatsoever for any claims for damages resulting from this evaluation.

This evaluation, which is issued in writing, may not be altered in any manner whatsoever.

No extract may be made from this certificate of evaluation, reproduced or distributed.