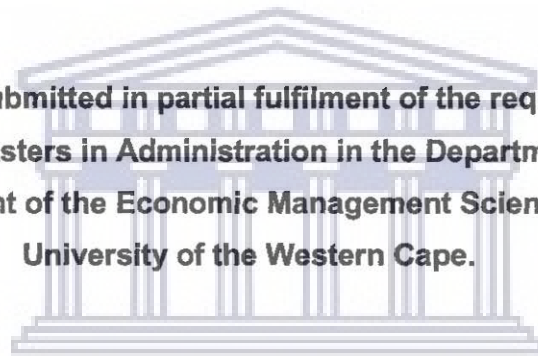


**THE IMPLEMENTATION OF SKILLS-DEVELOPMENT
LEGISLATION IN THE WESTERN CAPE:
A STUDY OF THE NAVAL DOCKYARD SIMON'S TOWN**

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**A mini-thesis submitted in partial fulfilment of the requirements for
the degree of Masters in Administration in the Department of School
of Government of the Economic Management Science Faculty,
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**UNIVERSITY of the
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ABSTRACT

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This study investigates the extent to which skills development is implemented within the naval dockyard Simon's Town within the context of the NSDS and the various forms of legislation. In March 2001 the Department of Labour embarked on an initiative called the National Skills-Development Strategy to address unemployment, and thus enhancing the economy. One of the areas that were identified to address the above concerns was the skills-development of its people. Reluctance by various companies to adhere to legislation requirements has been very much the norm, as the text identifies.

It is against this background that this study investigates the implementation of the NSDS within the Naval Dockyard. Within the investigation of the NSDS the researcher looked at the appropriate legislation, ETD policies, policy approaches, SETA's, learnerships, mentoring and recommendations that were made. The study utilizes primary and secondary research information based on interviews and open-ended questionnaires. It was found that no workplace skills-plan exists and that awareness of learnerships and legislation that governs skills development was at a very low level, in addition no policy implementation plan exist.

- | | |
|---|-----------------------|
| 1. National Skills Development Strategy | 2. Skills Levies |
| 3. Legislation | 4. Skills-Development |
| 5. Skills Development Facilitators | 6. Learnership |
| 7. Registration | 8. Accreditation |
| 9. Mentorship | 10. Skills-Plan |



DECLARATION

I declare that *The Implementation of Skills-Development Legislation in the Western Cape: A study of the Naval Dockyard Simon's Town* is my own work, that it has not been submitted for any degree or examination in any other university and that all sources I have used or quoted have been indicated and acknowledged by complete references.

Claude Derek Orgill

Date 28-2-07

Signature of author.....

<http://etd.uwc.ac.za/>

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ABBREVIATIONS & ACRONYMS

ABET	Adult Basic Education and Training
Cosatu	Congress of South African Trade Unions
DCD	Director Career Development
DIDTETA	Diplomacy Intelligence Defence and Education Training Authority
DoD	Department of Defence
DODI	Department of Defence Instruction
DoL	Department of Labour
EEA	Employment Equity Act
EO/AA	Equal Opportunity/Affirmative Action
ETD	Education Training and Development
GM	General manager
HR	Human Resources
HRD	Human Resource Development
HRDS	Human Resource Development Strategy
IHRMS	Integrated Human Resource Management Strategy
NDS	Naval Dockyard Simon's Town
NQF	National Qualification Framework
NSA	National Skills Authority
NSDS	National Skills Development Strategy; 2001 March
NSF	National Skills Fund
PSA	Public Service Act
PSAP	Public Service Act Personnel
PSR	Public Service Regulation
PSTE	Public Service Training and Education
RSA	Republic of South Africa
SAMS	South African Medical Services
SANDF	South African National Defence Force
SAQA	South African Qualification Authority Act: No 1521 of 1995. October 4
SARS	South African Revenue Service
SDA	Skills Development Act: No 97 of 1998. February 25
SDF	Skills Development Facilitator
SDLA	Skills Development Levies Act: No 9 of 1999. April 30
SETA	Sector Training and Education Authority
SMME	Small Medium and Micro Enterprises
TRG	Training
WSP	Workplace Skills Plan

CHAPTER 1

THE PROBLEM OF SKILLS DEVELOPMENT

1.1 Introduction

For countries to compete globally and ensure that they can function in a competitive market they are compelled to improve their skill levels. The history of our country has resulted in South Africa's economy being in pressing need of increasing its skills levels and thus improving its chances of becoming a significant player in the global economy. The Department of Defence (DoD) is one of the many state departments where skills need to be improved.

The DoD is divided into four arms of services, categorised as the Navy, Army, Air Force and South African Medical Services (SAMS). The naval dockyard in Simonstown (referred to herein as Naval Dockyard Simon's Town – NDS) is one of nine 'functional departments' under the control of the DoD in South Africa.

This study explores the various levels of skills development and the extent to which departments within the NDS have adhered to the various forms of legislation and the educational training and development (ETD) policies that govern skills development. This research focuses on the DoD ETD policies, with specific reference to skills development. As legislation gets promulgated, the DoD rewrites these laws into policies which are – or should be – implemented by the various departments.

It would appear that much more needs to be done to upgrade the levels of skills in the NDS. The current situation suggests that once members have qualified as artisans they are very seldom, if ever, considered for further skills development. Nor is the workforce exposed to the benefits associated with the National Skills development Strategy (NSDS). Within

that framework, the aim of this thesis is to assess the NDS, particularly with regard to adherence to the NSDS and to the various forms of legislation that govern skills development.

Over the years, organisations have come to realise that their greatest asset is their employees and their development (DoD TRG/00001/1999: 1999:2). The researcher hopes to contribute by enlightening and empowering the employees and management at NDS with regard to the value of improving skills levels and thus aligning the organisation to the NSDS and its appropriate legislation.

1.2 Background to the research

The legacy of apartheid has left the South African economy with a vast number of its people being regarded as unskilled and unemployed. As a result of discriminatory laws and practices, there arose within the labour market disparities in employment, income, skill-levels, and so on (Budlender, 2001a:6). These disparities could not be removed simply by removing or replacing certain laws, and new ways of addressing the problems that our economy is exposed to need to be created. Hence the new democratic government has promulgated certain new laws in an attempt to remedy the situation. One of the areas being targeted is promoting development and increasing the efficiency of the workforce – which resulted in the Employment Equity Act no 55 of 1998.

In 2001, the Department of Labour embarked on an extensive consultative drive with various stakeholders and role-players including business, trade unions and community organisations, to launch a National Skills development Strategy (NSDS). With this strategy these sectors had come to the conclusion that South Africa had a vast shortage of the skills required for social development and for economic and employment growth. The aims of the national strategy were thus to improve economic growth and to alleviate poverty.

The prime purpose of the strategy is to ensure that new learning systems become more responsive to the needs of industry and its skills requirements. This new collective initiative by government, labour and business has resulted in new laws, aimed at ensuring that the strategy became a reality. The first of these laws was the Skills Development Act (SDA), the main purpose of which is to ensure that the skills in the workplace are developed and improved (Skills Development Act No 97, 1998:1–34). This Act focuses on specific areas such as creating a framework for the growth of skills, and the development of employees at work, and also the unemployed.

The second aim of the strategy was to make these plans part of the National Qualifications Framework (NQF) and to cater for learnerships that promote occupational qualifications which meet a certain standard. The final aim was to ensure that these learnerships are financed by means of a levy grant-scheme and a National Skills Fund.

These aims brought about the creation of the Skills Development Levies Act (SDLA), which outlines the parameters under which companies would contribute financially, through 'skills levies' (Skills Development Levies Act, 1999: 1–22). Finally the South African Qualification Authority (SAQA) Act came into being to support learnerships by ensuring that all courses meet certain requirements or standards. Each learnership belongs to one of the many Sector Educational Training Authorities (SETAs) which control the expenditure of the grants allocated to employers meeting certain criteria.

It is against the above background that the research described here was conducted. This document looks at the Naval Dockyard Simon's Town and the way it has implemented skills development, against the background of the NSDS and its legislation. In addition, the research aimed to identify shortcomings within the NDS, with a view to making recommendations to improve the work environment there. This, the researcher hopes, will

contribute towards the five objectives around which the NSDS is structured.

1.3 Problem statement

It would seem that not much is known at NDS about the various forms of legislation or the skills development initiative that government has embarked on. It would thus appear that skills development of employees in the NDS is not considered as an important factor with regard to improving the economy. Problems such as lack of knowledge regarding the benefits of the relevant SETA raise questions pertaining to the skills development of the employees in the NDS. This research seeks to explore to what extent the NDS has implemented and aligned its skills development strategy to the national framework..

1.4 Purpose and objectives of the study

The purpose of this study is to investigate to what extent the NDS has aligned itself to the various forms of skills legislation and the extent to which they have developed a strategy for alignment. The research seeks to explore the various forms of legislation and policies that influence skills development within the NDS. It attempts to identify the process of aligning the organisation to the NSDS and its requirements. In addition, the study will discuss and identify the various benefits that the organisation will be exposed to, in terms of improving the skills levels of its employees.

By analysing the data obtained from both primary and secondary sources, the perception of employees with regard to the skills development strategies that the NDS has embarked on have been documented. In conclusion the study provides a model for the effective implementation of skills development at the NDS.

Various objectives are looked at within this project, but for the purposes of this research all these objectives are combined into one main objective and the others are discussed within this main objective.

Main Objective

- To undertake an assessment of the skills development strategy at the NDS and determine whether it is in line with the national skills development framework.

Specific Objectives

- To examine the skills development strategy of the NDS;
- To determine the organisational philosophy of the NDS with regard to skills development;
- To explore the benefits of an effective skills development strategy to the NDS;
- To propose a model for the effective implementation of skills development at the NDS;
- To measure the perceptions within the NDS with respect to the South African government's current skills development strategies.

Research questions

- To what extent has the NDS skills development strategy been implemented in accordance with the national skills development strategy?
- To what extent will the organisation benefit from implementing a skills development strategy?

1.5 Significance of the study

The importance of this study is that it is an attempt to highlight the plight of the workers in the NDS by exposing the lack of skills development there. It is hoped that the study will encourage the management of the NDS to further investigate the lack of skills development and the implementation of a workplace skills plan for each and every discipline. It is further hoped

that the management will identify the significance of skills development in improving production and, ultimately, in the improvement of service delivery. This study is important as it attempts to identify the gaps that exist within NDS with regard to skills development and in so doing identify the benefits of skills development for both management and employees.

It is hoped that the study will encourage the NDS management and employees to acknowledge the importance of skills development and policy implementation. The researcher trusts that the results of the study will assist the NDS to develop strategies that will lead to the improvement of the skills of all employees so that the organisation and all its employees may benefit. The findings may to some degree be used in other departments within the DoD and thus create a better and more competent workforce.

1.6 Clarification and definitions of terms

Policy: Levin (1997:24) argues that policy is a set of interrelated choices concerning the range of goals and the means of attaining them within a specified condition. However, it can be noted that many authors indicate the difficulty of defining policy.

Ham and Hill (1993:11) conclude that, "the definitional problems posed by the concept of policy suggest that it is difficult to treat it as a very specific and concrete phenomenon". This means there are alternative perspectives on what policy is, which highlight different expressions.

However Baldock et al. (1999:57) advocate that policy is a plan of action devised, in general terms, by various commanding bodies. These plans are created in detail by civil servants who carry out the policies. Therefore the characteristics identifiable with what policy is, are that it involves a process of certain behaviour, constituted of stated choices, goals and

objectives. Policy is a decision and stated intention which forms a course of action which results in the implementation of such a policy.

Policy implementation: This is a procedure of putting policy into practice, where activities are presented to achieve the set objectives. It therefore involves a series of determinations and actions, which lead to a degree of change in the circumstances of the targets, based on a central statement of intention.

O'Toole (1986:183) suggests that policy implementation refers to "all that is part of the process between initial statement of policy and ultimate impact on the world". This implies that policy implementation is a process that constitutes the various stages in the performance of actions. It also includes the responses from the target groups, the outcome of the implementing agencies' actions, and the assessment thereof.

Competence: The researcher accepts that, for the purposes of this study, competence being 'measurable' means that the person involved (the incumbent) must possess the knowledge, have the appropriate skills and the attitude to deliver the required services or product to the satisfaction of the identified standard.

Competencies can be divided into management and individual competencies. Examples of individual competencies are job knowledge, technical skills, computer skills, time management and conflict management skills. Management competency skills are, for example, delegating responsibility, motivating employees, solving problems, project management and presentation skills (Grobler et al., 2002:177).

Education: "The concept of education can generally be defined as those activities directed at providing the knowledge, skills, moral values and understanding required in the normal course of life. Education should

be seen as the development of knowledge, attitudes and character by means of formal and informal instruction and guidance. It aims at broadening generic skills within the individual. This refers to identifiable categories of broad based skills, such as numeracy, literacy and life skills for the individual to cope in different contexts. It develops intellectually, is career directed, provides a broad background regarding the cultural environment within which the profession is practised and develops social skills required by the learner to maintain him/herself in society. It is deliberate, systematic and sustained effort to transmit, evoke or acquire knowledge, attitudes, values, skills and sensibilities and any learning that results from the effort, intended or unintended. The focus of education is overall enhancement. It implies cognitive guidance towards achieving an intellectual grasp of the world" (DoD, TRG/00001/2003, 2003:3).

Training: "Training is a series of learning experiences aimed at conveying specific knowledge, skills and attitudes that will lead to efficiency in the job. It is a systematic and planned process to change the knowledge, skills and behaviour of employees in such a way that organisational objectives are achieved. Training is task orientated. Training has specific behavioural outputs, for a specific job of work. Training is a learning experience in that it seeks a relatively permanent change in the individual that will improve his or her ability to perform on the job.

Consequently training must be result orientated, it must focus on enhancing those specific skills and abilities to perform the job, it must be measurable and it must make a real contribution to improving both goal achievement and the internal efficiency of the organisation. The focus of training is competence to do the job" (DoD, TRG/00001/2003, 2003:3).

Life-long learning: This is what individuals do when they continuously learn throughout their working lives, and not just when they are young (TRG/00001/2003, 2003:5). In terms of skills development, the respon-

sibility is on the individuals as well as the organisation to strive towards improving the skills of the employees. This is to ensure that their competence is at the required level, to ensure that the incumbent is able to deliver the services or products that satisfy the objectives of the organisation.

With the advent of democracy within South African society came shifts in workplace practices, organisational structures and cultural attitudes. With this too came new demands, with people being expected to face new challenges when entering the labour market. This thus necessitated that government ensured a culture of high-quality learning. With the newly-acquired democracy, came changes in the community and the workplace, and if individuals want to capitalise on these opportunities to improve the quality of their lives, their focus must be on continuous improvement, and upgrading of their skill levels

Recognition of prior learning: 'Recognition of prior learning' means giving credit to what learners already know and can do, regardless of how this learning was achieved: formally, non-formally or informally (DoD, TRG/00001/2003, 2003:5). Courses that individuals completed before 1994 can also be accredited. A number of institutions of the previous government opened their doors only to specific groups, thus promoting splinter institutions that were later regarded as unacceptable by the SAQA and the NQF. This resulted in a number of students having unacceptable forms of qualification, which gave rise to the government initiative for the recognition of prior learning.

Skills development: This implies the furthering of knowledge, and the ability to do things (Budlender, 2001a:56). Osborne (2001:10) advocates that skills development be seen as part of a broader field, namely that of competencies. This author further suggests that future competition between organisations will, in essence, be a competition for competencies.

In conclusion he argues that farsighted companies are those which compete for access to the individual skills and technologies that comprise competencies. White (2005:39) concludes that skills development is changing lives since learning and empowering go hand-in-hand, learning thus creating the opportunity for individuals to be able to do jobs better or to apply for better jobs.

For the purposes of this study the researcher accepts that skills development refers to a process of growing and advancing in appropriate competencies through training and development.

Workplace skills plan: This is a set of skills priorities for the workplace, based on an understanding of the work to be done. A workplace skills plan describes who needs the skills, what skills are needed, how they will obtain the skills and how much it will cost.

The skill shortages with South Africa have necessitated identifying the gap between the competencies that employees do have and those they need to acquire. This brought about the compulsory development of a workplace skills plan, as at the SDA, for those that fall within the stipulation. The Act in addition declares that companies will receive funds only if they have a workplace skills plan in place from the relevant SETA.

Mentorship: Denton (2001:7) defines mentorship as “a process whereby knowledge, skills competencies, values and life experiences are conveyed by a mentor to a learner through counselling, training and support. It incorporates the compilation of training standards, goals and programmes and eventually recommendations regarding utilisation and replacement.”

In his study of management, Nasse (2001:7) defines mentorship as “the process by which the skills, knowledge and life experiences of a selected, successful manager are transmitted to another employee in the

organisational system, for the purpose of growing that employee for greater efficiency and effectiveness". This implies that the skills from a more experienced individual should be transferred in a way that allows the 'mentee' to develop to a required level of competence.

Learnership: This is a learning programme where the individual spends some time learning practical skills and some time learning theory in the workplace. It is believed that learnerships have improved on the previously-used apprenticeships (Budlender, 2001a: 52). During the period of learning, the skilled worker will spend time guiding the learner through the practical and the theory. The learner will formally enter into a legal agreement with the employer and the employer will ensure that the course that is being offered is accredited with SAQA and registered with the NQF. The organisation will be able to collect certain funds from the relevant SETA on the successful completion of the training course.

Perception: Wikipedia, the free Internet encyclopedia, describes perception as a process of acquiring, interpreting, selecting and organising sensory information. Smith (2006:18) argues that 'perception' describes an individual's position regarding a certain situation. The Oxford Dictionary defines perception as intuitive recognition. The Heinemann English Dictionary defines perception as observing or as insight.

Perception as regarded by the researcher is an important aspect of the survey as it determines the way the employees in the NDS understood the questionnaires and subsequently decided on the relevant answers and how they as respondents viewed skills development in the workplace.

1.7 Overview of the research structure

Chapter 1.

This chapter introduces the study by giving an introduction to the chapter and by sketching the background to the research, listing the problem

statement and the purpose of the study, combined with the research objectives, research questions, and the significance of the study. It discusses and clarifies a number of terminologies and concludes with the structure of the research and the final summary. It then guides the reader into the next chapter.

Chapter 2.

This chapter discusses the theoretical framework and the literature review. The researcher discusses the various forms of legislation that govern skills development and goes on to explore the various approaches of policy implementation. These approaches are further critiqued, with the researcher identifying and discussing the critical elements of policy implementation, and concluding with a summary. The reader is guided into the next chapter.

Chapter 3.

This chapter discusses the research methodology, highlighting how the researcher went about doing his research and what parameters he worked in. It is followed by a summary that flows into the next chapter.

Chapter 4.

This chapter introduces the issues pertaining to the research analysis and the perceptions of the employees with regard to the NSDS, discussing it in terms of the literature consulted. The summary leads to the final chapter.

Chapter 5.

This chapter concludes the study, and suggests ways in which Department of Labour (DoL) and Navy decision-makers can use the findings and recommendations to optimise aspects of skills development through ETD within the Department of Defence, with specific reference to civilians in the navy.

1.8 Summary

The NSDS is an important initiative by government that each and every individual and organisation must embrace. This chapter has identified the assumptions and the problem that the thesis will explore. The text discussed the purpose of the thesis, and its importance. The various forms of research areas give a holistic view of skills development.

The methodology used in this study to obtain information is regarded as being comprehensive and enabled the researcher to analyse the responses in order to attain the objectives. This chapter has highlighted the fact that the NDS must familiarise themselves with the appropriate legislation and ETD policies.

The following chapter focuses on the literature of various authors regarding policy implementation, skills development legislation, ETD and discusses their impact.



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CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

This chapter tackles two main aspects: the theoretical framework for the study, and the literature review. The researcher documents the opinions of certain scholars on their understanding of policy implementation, discusses their views on the various types of approaches, executes a critique of their views, then discusses the critical elements or variables for policy implementation. With regard to the literature review, the researcher reviews a range of documents including the legislation framework that governs skills development in South Africa.

2.2 National Skills Development Strategy (NSDS)

Since 1994, South Africa's new democratically-elected government has realised that our economy is in need of improvement. One of the opportunities identified is the skills development of its people. The NSDS was established in March 2001 with the focus on five objectives, through which government hopes to alleviate poverty by creating new jobs.

The first objective is to develop of a culture of high quality life-long learning. The second is to foster skills development in the formal economy for productivity and employment growth. The third is to stimulate and support skills development in small businesses. The fourth is to promote skills development for employability and sustainable livelihood through social development initiatives. The last objective is to assist new entrants into employment in the labour market (Budlender, 2001a:41). The success of these objectives depends on the necessary learnerships being exploited and supported by the relevant organisations and by the unemployed.

As described in the previous chapter, the formation of the NSDS brought about the enactment of the Skills Development Act (SDA) and the Skills Development Levies Act (SDLA). The purpose for the SDA is to allow all South Africans strive towards a better life through a developing economy. The South African Qualification Authority (SAQA) focuses on the quality of learning through the Skills Development Facilitator (SDF), whereas the SDA targets the importance of specific learning to new and current jobs. The SDA is there to provide and regulate conditions of service, to assist work seekers to find work by being able to market them-selves better in the workplace. In addition, this Act is also there to motivate workers and the unemployed to participate in learnerships and other registered and accredited training programmes.

A financial framework – including structures such as the National Skills Authority (NSA), the National Skills Fund, SDLA and the SETAs – funds the purposes of the SDA. The functions of the NSA are to advise the Minister of Labour regarding policy, strategy, implementation, and the allocation of skill funds subsidies, to communicate with the SETAs and to report on the progress of the NSDS. The function of the SETA is to develop and implement a sector skills-plan.

2.3 Skills Development Policy in South Africa

Hendricks (2005:46) suggests that the skills development legislation described above strives to improve people's chances of finding jobs or of being employed, through improvement of their skills. She goes on to say that the skills development legislation highlights the importance of personal development, training and education, for the South African economy and for individuals. The legislation illustrates a clear set of priorities around which government employers, workers, departments, education and communities and training providers can unite to accomplish shared goals and aspirations.

The various forms of legislation and policies dealing with skills development can be used as guidelines by any organisation that falls within the above-mentioned Acts. These Acts regulate skills development, so that organisations involved can make it part of their skills development plan. The legislation is an important requirement for the management of the Naval Dockyard Simon's Town (NDS) when they compile training policies in consultation with the other employees, since they must ensure compliance with the NSDS and the Constitution of South Africa.

This chapter focuses on the various forms of legislation and NSDS initiatives that govern skills development through ETD programmes. The main purpose of identifying the appropriate legislation is to assist the organisation (NDS) to identify the parameters in which they must operate, and to protect the organisation against any legal consequences.

These policies could include the Public Service Regulation (PSR) White Paper on Public Service Training and Development, and the White Paper on Human Resources (HR) Management for the Public Service. The legislation that will be reviewed here are the South African Constitution, the Employment Equity Act (EEA), the Skills Development Act (SDA), the Skills Levies Act (SDLA), the South African Qualification Authority (SAQA) Act, and the Public Service Act (PSA).

Further discussion in this chapter deals in some detail with the National Skill Development Strategy (NSDS), the main objective of this thesis being to "undertake an assessment of the skills development strategy at the NDS and determine whether it is in line with the national skills development framework." Five 'specific objectives' are also discussed, in order to reach the outcome of the main objective. The researcher then discusses the background of the research domain, as he is of the opinion that it is important to contextualise the research environment.

2.4 History of skills development

Internationally, problems exist within the functioning of labour markets, however in South Africa this has been made significantly more difficult by the country's apartheid history (Budlender, 2001a:9). Due to discrimination, people of colour, mainly Africans, coloureds and Indians, did not receive the same quality of training and education as white people did. This resulted in those disadvantaged individuals filling the lower-skilled and lower-paid jobs (ibid.). Women were also discriminated against, in that they frequently did the same work as men but were paid less, and could not fill certain positions that were held by men. That was a period during which workers performing repetitive jobs were not given opportunities to improve their skills. This made it more difficult for them to move 'up the ladder', as the market was quite rigidly segmented into management, professional, artisan, semi-skilled and unskilled levels (Budlender, 2001a:9).

The NDS policy on ETD was designed to ensure that equity in the workplace is one of the many requirements when individuals are selected for skills development. In the past, education at schools was not linked to the skills that people would need in the workplace, as these were regarded as being different. Communication between the Department of Labour (DoL), the then Department of Manpower, the providers of training, and the providers of education was virtually non-existent. During this period, workers in temporary jobs had even less of a chance of being developed, gaining new skills, and thus earning better salaries. Many workers functioned in the informal sector in 'bare survival' jobs – for example street vending – and hardly any of them had any skills that would allow them to earn good money (Budlender, 2001a:9).

Many people working in the informal sector had the same skills as each other and thus contributed towards an over-supply of certain skills, which resulted in their work not being profitable. At this time the labour and

training laws did not reach the informal sector, and thus workers were trapped in low paid, 'dead end' jobs. Many blacks were unemployed; their situation was the result of the policies of the day. Currently the NDS has identified certain African blacks for inclusion in a mentorship empowerment programme, to ensure the redressing of past discrimination. The previous government protected employers by enforcing high tariffs on imports and by providing subsidies. These employers benefited from this but did not utilise their employees in the best possible way.

At this time training was directed only within an apprenticeship culture, which was problematic as it catered only for certain categories. In addition, this form of training did not always match the needs of the economy. Over time, problems arose with the apprenticeships because not enough people were trained to grow the economy. Students attended technical colleges, but many, especially those of colour, could not find work. Things did not necessarily improve in the new era: due to tax incentives being taken away in the 1990s, fewer apprenticeships were offered. A negative outcome of this was that skilled workers were replaced with unskilled workers who could be paid less.

With the end of apartheid in 1994, new laws such as the Employment Equity Act (EEA) were implemented. However, this law did not always deliver the required results, as people needed to be skilled in order to reap its intended benefits. In addition, with the ending of apartheid the South African economy was exposed to the rest of the world. The Congress of South African Trade Unions (Cosatu) then joined the National Training Board and in 1994 the new National Training Strategy Initiative was published, preparing the way for the SDA, SAQA and SDLA.

The next section focuses on the need for skills development and is formulated under various headings such as globalisation and structural changes – amongst other important subjects.

2.5 The need for skills development

White (2005:39) states that the lives of communities are being transformed and that empowerment and learning go together. This suggests that, as people become more skilled, they are in a position to apply for better jobs and thus may get better jobs, and ultimately earn more money to improve their lifestyles. Sparreboom (2004:127) points out that in order for South Africa to compete globally, training and development need to be focused in this area.

Budlender (2001a:1) suggests that the current need for skills development is due specifically to globalisation, structural changes, the demand for higher productive skills, growth in the SMME sector (Small Medium and Micro Enterprises) and changes in society which will be discussed in detail further in the text. The need for skills development originates – as has already been mentioned – from the discriminatory practices on which the previous government based its economic policies. This resulted in millions of people being left un- or under-educated, unemployed, and unskilled. This then became the problem of the current government.

At NDS, the need for skills development exists, partly due to transformation, but also because of the acquisition of new vessels. Skills development would ensure that a certain level of quality service gets delivered to meet the objectives of the organisation. In order for this government to build our economy, it must tackle the problem of the millions of disadvantaged individuals who are currently dependent on government for survival.

Within the NDS, a lack of planning – as defined by the ETD of Public Service Act Personnel (PSAPs) – is the reason for the non-availability of resources and non-accountability in guaranteeing that PSAPs develop and become empowered, according to training requirements. This in turn impacts negatively on the career possibilities of PSAPs. Developing the

skills of NDS personnel means that the five objectives of the NSDS stand a better chance of being realised, thus improving the economy by preparing the trainees better for the workplace.

In addition, the need exists (as has already been pointed out) for South Africa to compete globally and contribute towards social development. By developing previously low skills levels, the economy will be transforming the labour force to one having the benefit of high quality life-long learning. The development of skills contributes towards preparing the labour market for the repercussions of poverty and disease, and prepares them for coping with such problems. Finally, skills development builds the relationships between government, labour and business, enhancing opportunities for improving the employability of the labour force of the country (Budlender 2001c:6).

In the subsequent discussion, the researcher identifies elements that have accelerated the move for skills development.

Globalisation

The NDS is part of the wider South Africa and its economy, and cannot operate in isolation; it must be able to compete with industry in order to hold onto its skilled employees. Sparreboom (2004:127) states that all countries associated with globalisation face challenges, and these challenges are important drivers of skills policy reforms in both developing and developed countries.

An article in *Human Capital Management* (2004:148) entitled 'Training for Globalisation' argues that, in order for an organisation to compete globally, it must focus its training and education on areas such as functional diversity, teamwork, life skills development, knowledge management, customer relationship management and respect for human dignity.

Hattingh (2003a:1–21) suggests that quality should be non-negotiable in the case of global competency. This is made possible in the form of better quality products, improved services or excellence in performance. Quality is regarded as a competitive advantage. It is not institutions like SAQA or the SETAs that are the driving forces behind quality, it is the requirements of customers. Effective quality improvement does not happen overnight. For quality to be implemented and successfully applied, it is a requirement to get 'buy-in' from all role-players and stakeholders.

Although South Africa's overall competitiveness has improved, the country is ranked extremely low out of a group of forty-seven countries for its education system, unemployment, skilled labour, economic literacy, and the availability of information technology skills (Budlender,2001d:1). The NDS, being part of the South African economy, must contribute in terms of improving these statistics and hence must align itself with the proper plan of action with regard to skills development, thus addressing these issues within their ETD policies.

Structural changes:

A structural shift in the South African economy has occurred. The equipment onboard the new vessels in Simon's Town makes it important for the NDS to ensure that the existing and new personnel intakes are properly prepared in terms of being able to perform their relevant duties to the required standard.

In South Africa, the tertiary sector (service related industries) has, over the past few decades, become increasingly important, and the primary sector (agriculture, mining) has become less important. This has resulted in a reduction in the number of jobs in the primary sector, with a corresponding increase of approximately twenty per cent in highly skilled jobs. It is possible that this situation will improve; the chances that it will reverse are rather slim (Budlender,2001d:1).

The demand for higher-level and more productive skills

There have been developments in technology along with the aforementioned structural changes, which have contributed making information much more accessible. The new vessels in the NDS require employees with special skills to ensure that the organisation will not be forced to outsource the tasks associated with the maintenance of these vessels – as has thus far been the case. This has resulted in a transformation in the profile of the workforce.

Over the past few decades there has been a substantial growth in the number of highly skilled jobs in South Africa – between 1979 and 1995 the demand for people with tertiary education rose by 2000 per cent. The other end of the continuum delivered a drop in demand for people with primary schooling (or less), and a drop of 53 per cent for people without a matriculation certificate. Large numbers of those who were previously in unskilled jobs are now unemployed. It is likely that there will be an increase in the demand for skills and for better-educated employees (Budlender,2001d:1).

With transformation, certain employees in the NDS were exposed to retrenchment, voluntary severance packages and employer-initiated packages, which resulted in workers needing to create their own employment. This pushed individuals into the open market and forced them to consider the possibility of working as entrepreneurs. This situation encouraged the navy, and subsequently the NDS, to do the necessary training and development of these workers, to make them able to contribute to the greater economy and become self-employed. Hence part of the exit mechanism is a re-skilling opportunity, in a field of the individual's choice.

In all developed countries, small and medium-sized businesses are the biggest group of employers. They have created the most jobs in recent years and are seen as the second economy. In South Africa these

businesses are particularly important because they have the ability to create jobs at a time when both the public and the private formal economy are shrinking (Budlender,2001d:1).

With the procurement of the new vessels in the NDS, a new culture has started to develop in which new skills have had to be established because of new technologies. This has resulted in the staffing of critical posts and, due to employment equity policies, certain groups have benefited, as the NDS adapts to societal changes. The NDS skills-training policies must enshrine the parameters necessary to cater for these societal changes and the selection of the appropriate workers for ETD. Like many countries, South Africa is going through demographic changes due to the incidence of HIV/Aids (human immuno virus / acquired immuno deficiency syndrome), and other communicable and poverty-related diseases. The age group most likely to be affected is 15 to 45 years old, and therefore the demands for training and skills development will grow rather than diminish.

There is also a link between crime and unemployment, and those that are unemployed must, wherever possible, be helped into jobs, self-employment, or further education and training (Budlender,2001d:1).

The next section details the way that the NDS is going about aligning itself to the requirements of the NSDS.

2.6 The Constitution of the Republic of South Africa

The Constitution of the Republic of South Africa, Section 195(1)(h) states that career development practice is one of the basic values and principles governing Public Administration. In addition, Section 29(1)(b) states that everyone has the right to further education, which the state must take reasonable measures to make progressively available and accessible (Constitution of Republic of South Africa, 1996:13–83)

2.7 The Skills Development Act (SDA)

The main purpose of the Skills Development Act is to provide an institutional framework for devising and implementing national sector and workplace strategies, in order to develop and improve the skills of the South African workforce. Secondly, it aims to integrate those strategies within the National Qualification Framework (NQF) described in the SAQA Act of 1995. Thirdly, it aims to provide for learnerships that lead to recognised occupational qualifications. Its fourth aim is to provide for the financing of skills development by means of a levy-grant scheme and a National Skills Fund and finally, it aims to provide for and regulate employment services, and to provide for matters connected therewith (Skills Development Act No 97 of 1998).

The objectives of the SDA are to create a stronger financial framework and institution than that which existed under the previous Act, then to substitute the National Training Board with the National Skills Authority (NSA). The NSA is a governmental advisory body that sees to it that national skills development priorities, plans, strategies and targets are set and complied with. Finally, the SDA aims to substitute industry training boards with sector skills plans that comply with the national skills targets and strategies (Osborne, 2001:56–57).

The SDA is aligned with SAQA in an attempt to promote a high quality of learning in the labour market and give workers and organised employers more responsibility for ensuring that relevant training takes place (Osborne, 2001:56–57). The DoL hopes to achieve this by introducing a compulsory levy grant equal to 1 per cent of the salary bill of all companies that have a turnover in excess of R250 000 per annum. This must be paid into the South African Revenue Service (SARS) or, with permission, to the relevant SETA. Government is also bound by the Act to pay 1 per cent of its personnel budget for skills development, although this does not fall within the same scope as the skills levy. This is paid, as detailed below, as

grants to those facilities that offer accredited training (Osborne, 2001:56–57).

Learnerships incorporate traditional apprenticeships, and include structured learning and work experience (practical and theoretical) that lead to nationally-recognised qualifications in areas where skills are needed or where opportunities exist in the labour market. The DoL, which created the NSDS initiative, is of the opinion that this assists young and unemployed people in becoming employed, and helps workers to improve their skills by being able to market themselves better in the workplace (Osborne, 2001:56-57).

2.8 The Skills Levies Act (SDLA)

The main purpose of the Skills Levies Act is to provide for the imposition of a skills development levy, and for matters connected therewith (Skills Development Levies Act 9 of 1999). This levy was created under the SDA and is the amount that certain employers are compelled to pay to the SARS or, with permission, to the SETA that they belong to. The levy is used for the training (skills development) of employees, who must themselves be registered with SARS. As previously mentioned, employers with a salary bill in excess of R250 000 per annum – including any commissions, overtime, bonuses and leave pay – are required to pay a compulsory monthly 1 per cent of their salary bill. The levy is then placed into a special fund where eighty per cent gets paid to the SETA and twenty per cent gets paid to the NSF for social projects. The SETAs will pay grants to the relevant facilities only if they are registered with SAQA and will give money back to the employers only if they are employing registered skills development facilitators. Thus if an employer wants to receive any of his/her contributions back, they must have paid the levy, have registered skills facilitators and have followed all the rules in the Act. They will receive an amount of 50 per cent or more in the form of grants that fall within the A, B, C or D systems described below.

Grants "A" allow the employer to get back 15 per cent of the levy paid when they have skills development facilitators in terms of appointment and registration.

Grants "B" allow the employer to receive 10 per cent of the levy paid to SARS once they have created a workplace skills-plan that has been issued to the SETA and has been approved.

Grants "C" allow the employer to get back 20 per cent of the levies once a training report has been finalised and sent to the SETA against an approved training workplace skills-plan.

Grants "D" allow the employer to get back 5 per cent for training initiatives created by the employer.

As can be seen, these four grants total 50 per cent. If any the criteria in A, B, C and D are not met by the employer, they will forfeit the corresponding subsequent portions of the levy.

2.9 The South African Qualification Authority (SAQA) Act

SAQA is the body responsible for managing the development and implementation of the NQF. Its members are selected from stakeholders, and it is accountable to the Department of Education and the Department of Labour. SAQA establishes Education and Training Quality Assurers, Standards Generating Bodies and National Standards Bodies. The SAQA creates a framework in which quality education and training are seen as one system, and not as two different entities. This is to ensure that a high standard of qualification is supported by the relevant institutions.

SAQA also ensures that South African qualifications are credible and acceptable world-wide in terms of accreditation. Learnerships must receive accreditation from SAQA via the NQF before the programme starts, and

payment is made via the SETAs. SAQA manages and supervises all new and existing qualifications that are registered in terms of the new NQF.

The problems associated with this Act are linked to non-awareness, hence there still exist certain non-accredited institutions. These are mainly those operating within the rural areas, although this does also apply to some extent in certain companies within urban areas.

2.10 The Employment Equity Act (EEA)

The main purpose of the Employment Equity Act is to create employment equity, and to "provide for matters incidental thereto" (Employment Equity Act, no 55 of 1998). "The Act strives to achieve equity in the workplace by promoting equal opportunity and fair treatment in employment through the elimination of unfair discrimination. The implementation of affirmative action measures to redress the disadvantages in employment experienced by designated groups" (Employment Equity Act, no 55 of 1998).

Section 15(2)(d)(i) of the EEA states that "affirmative action measures implemented by a designated employer must include measures to ensure the equitable representation of suitably qualified people from designated groups in all occupational categories and levels in the workforce" (Employment Equity Act, no 55 of 1998).

Section 15(2)(d)(ii) of the EEA states that "affirmative action measures implemented by a designated employer must include measures to retain and develop people from designated groups, and to implement appropriate training measures, including measures in terms of an act of parliament providing for skills development" (Employment Equity Act, no 55 of 1998).

2.11 The Public Service Act (PSA)

The Public Service Act provides for a training fund which consists partly of monies which were available prior to the establishment of the fund. Money is also contributed to the fund by support other than that of government. The money in this fund is used for training, or for the promotion of training.

The DoD policy on the ETD of PSAPs states that the DoD regards human resources as its most important asset. This implies that policy is needed to guarantee that PSAPs of the DoD are optimally developed, trained and educated, in the best interests of the individuals themselves, and also of the organisations they work in (DODI TRG no 1/99, 2004). Individuals at the NDS who are able to improve their work performance and are competent contribute productively to the achievement of the organisation's objectives, as well as to the greater DoD.

Keeping in line with the NSDS objectives of life-long learning is achieved by aligning the DoD ETD with the NQF, and subsequently with SAQA. The DoD policy on ETD of PSAPs came into force in May 2002. This policy ensures that ETD for PSAPs is aligned with legislation, regulations, the Constitution and DoD prescripts (internal policy documents). It ensures that ETD for PSAPs is needs-based, outcomes-based, accredited, competence-based, purposeful, client-focused, appropriate, and maintains an adult approach. Finally, this ETD policy ensures that PSAPs grow to become competent, productive members of their services, divisions, the DoD, the broader Public Service, and indeed of the country itself.

In the past, the following problems existed regarding ETD for PSAPs: Training was not accessible to PSAPs as it had been designed primarily for military aspects. PSAPs received training on an ad hoc basis, since it was regarded as normal that, once a person became qualified to perform his or her existing duties, the need for training no longer existed. The lack

of planning for the ETD of PSAPs is the main reason for the non-availability of resources and the lack of accountability. As has already been mentioned, this accountability should ensure that PSAPs be developed, and become empowered according to training requirements – which had hitherto impacted negatively on their career possibilities.

This ETD policy covers five distinct elements in the training and development of PSAPs, namely access, resources, authority and responsibility, alignment with DoD processes and alignment with legislation and regulation. These are now discussed in more detail.

Firstly, all PSAPs at every level within the parameters of the budget must have access to applicable structured informal and appropriate formal ETD opportunities. Secondly, the allocation of resources in terms of ETD must not be less than that prescribed by the SDA, combined with South African National Defence Force (SANDF) general practices. Budget holders of the services and divisions budget for PSAPs ETD opportunities. The funding distributions for ETD for PSAPs are indicated via the unit's workplace skills-plan. Thirdly, the ETD responsibility and the authority of PSAPs rests with the Secretary for Defence and is delegated as required. Fourthly, the DoD strategic process objectives, as well as core and support processes, determine the ETDs for PSAPs. Finally, all PSAP's ETD must be aligned with the prescripts of SAQA, NQF, SDA, SDLA, Department of Public Service Administration and the White Paper on Public Service Training and Education.

PSAP ETD requirements are decided upon by training committees and are part of the workplace skills-plan within the parameters of available budget. The dockyard action plans in terms of skills development are discussed further on in this chapter, in order to identify any gaps that might exist in terms of ETD (DODI TRG/00001/1999, 2004:1–8).

2.12 Skills Development Policy in the Department of Defence

The South African Navy is part of the SANDF and is divided into Defence Act Personnel (DAP) and Public Service Act Personnel (PSAP). The Defence Act regulates the navy, and the Public Service Act (PSA) regulates the PSAPs.

The South African Navy has decentralised PSAP training, and their budget for training is much higher for navy personnel than for PSAPs. Currently the navy uses the resources of the Diplomacy Intelligence Defence and Education Training Authority (DIDTETA). In addition, the navy has started the process of having its training facilities and course material accredited through DIDTETA, SAQA and the NQF. This indicates that it is well on track with a Workplace Skills Plan (WSP), and that it has the necessary SDFs, assessors and moderators, trained, registered with SAQA and the NQF, and fulfilling the requirement of alignment with the various forms of legislation. However, the same cannot be said of the NDS PSAPs. It would seem that no WSP is in existence for any discipline – as will be shown later in this text.

The various disciplines, such as constructive, mechanical, electrical and electronics have different needs, hence different workplace skill plans must be formulated. Currently the Simon's Town dockyard employs Trade Training Officers who form part of the training sector. By 2004, a number of these officers had completed the SDF and assessors' courses and four supervisors had completed the SDF course. The problem seems to be that no Educational and Training Department (ETD) exists in the dockyard, and hence there is no officer to co-ordinate the implementation of the process of aligning the organisation to NSDS requirements and to the associated legislation and ETD policies.

Currently the non-budgetary courses available to the navy and the dockyard are run only using the Millquall system, which is non-accredited,

and non-registered with the various legal bodies. Nobody is driving the process by ensuring that the appropriate workplace skills plans are created; instead certain satellite sections are being created by the training centre, in terms of SDF and assessors. The Millquall system is a database consisting of all internal non-budgetary courses that form part of the military qualification framework. These courses are all internal courses, on offer to both uniform and PSAP personnel within the naval environment.

The next section details the history of skills development, as the researcher believes that it is important to show how South African culture has changed, thus highlighting the need to improve the skills of the people. In so doing we create an environment in which we as South Africans are able to sustain ourselves and compete globally.

2.13 Aim of the PSAP ETD policy

The policy provides the parameters in which the training must be structured around and in addition it provides or identifies the relevant skills legislation that must be taken into account when compiling the training programs. It further suggests the levels of accountability and responsibility with regard to institutionalising the management of career development for PSAP in the NDS (DoD) in support of the HR requirement and according to the Public Service Management framework (ETD DODI). Although such a policy is in place, it is not being adequately used at NDS, nor is knowledge of it filtering down to the lower levels.

The ETD policy clearly identifies that the day-to-day responsibility of managing human resources must be the responsibility of the line managers within the NDS. They must determine within the constraints of their budgets, the number of employees they require, and the skills levels that are needed to deliver the required service within the NDS. In addition they are responsible for the career development of employees and their performance management. The policy goes further, stating that the public

service fosters an environment that promotes skills training and career development.

The person in charge of personnel within the NDS is responsible for the training and effective utilisation of employees. Some of the career development systems that are in place for PSAPs are DODI (Department of Defence Instruction) ETD and the implementation guide for the mentoring of PSAPs in the DOD – as discussed earlier. The elements that are mentioned detail how the training must be conducted, explaining processes and procedures, the functioning of the system, and prescripts such as the SDLA, SDA, and NSDS.

Responsibility, authorities and accountabilities in PSAP ETD policy

Section heads in the NDS are responsible for ensuring that the prescribed policy on career development is adhered to. They must report on the status of career development of the PSAPs and take the necessary disciplinary action against those who do not comply in terms of the policy. They are accountable for the compliance with this instruction and for career development. NDS managers are in addition responsible for ensuring that this policy delivers the required results.

The HR manager is the officer who must ensure that the proper quality control systems pertaining to PSAP career development within the NDS are in place. She or he is responsible for supporting and providing the relevant advice for the effective and efficient functioning of PSAP career development and must ensure that this policy is being complied with.

The Inspector General at the DoL is responsible for all the auditing pertaining to the compliance of career development for the PSAPs and for ensuring that this policy is being properly implemented. This policy must produce the written documents necessary for delivering auditable outcomes in terms of career development initiatives. Career information

must be made available to the relevant applicants, and the development of these individuals must be relevant to their work area, as well as to the core business of the NDS. The initiatives in career development must be appropriate for the work to be done, and the programmes set up must be reviewed on a continuous basis and updated when appropriate. The necessary resources must be made available to the PSAPs, and NDS management must show their commitment to these career development initiatives.

These initiatives must be aligned to DOD procedures and to prescripts such as those of the SDA, SDLA and NSDS. Programmes must be properly documented and must be readily available for viewing and auditing purposes. Training and development plans drawn up by the NDS must be monitored and measured against the plan. Quality assurance procedures must be in place to ensure that the required standards are being met. Inspection of these programmes must be done annually and the resulting reports must be addressed.

2.14 General approaches to policy implementation

It is crucial in this study to comprehend the context within which skills development is being implemented in South Africa, and specifically within the NDS. Equally important is the need to be aware of the theory underlying policy implementation. Henning et al. (2004:5) explain that theoretical perspectives are interconnected sets of suggestions, theories and ideas and that they represent a perception of the world. Theories on policy implementation are useful, as they supply a basis for analysis of events, and, when it comes to skills development within the NDS, they permit an understanding of the ideas involved and what they include (Gwarinda, 2006:27).

Several approaches exist for policy implementation, thus it is imperative that these be carefully examined, to decide which approach should inform

the implementation of skills development in the NDS. Theory on policy implementation identifies the important factors that could have an effect on such policy, and poses challenges for policy implementation in the NDS. This study presents the theoretical structure that supplies the foundation for the empirical study of challenges in the implementation of skills development in the NDS.

The various policy implementation approaches give an understanding of the policy process, thus the above-mentioned views are examples of theory assisting with the explanation as to what action takes place during the implementation process. The reviewed literature revealed two general approaches to policy implementation: the top-down and bottom-up approaches, which are now described in some detail.

Top-down approach

Hogwood and Gunn (1984:207–215) argue that there are various top-down approaches for improving the effectiveness of implementation. They mention the following:

Structural approaches – Policy design and organisational design should be taken together when considering policy implementation. These authors further suggest that when designing a structure one needs to ensure that it is capable of implementing a number of changing policies over a period, rather than merely being an ad hoc structure.

Procedural and managerial approaches – Hogwood and Gunn argue that, when it come to implementation, processes and procedures are more important than structures. Thus the managerial technique that would be used in this approach is that of control and network planning.

Behavioural approaches – In addition to the above approaches, the inclusion of attitude and behaviour when implementing policy should at

all times be considered (Hogwood and Gunn, 1984:212). The start of the behavioural approach recognises that resistance to change will be the norm. Reactions could range from passive resistance to active resistance or from active acceptance to passive acceptance. Fear of change could arise from fear of the unknown. More specifically, the fear of loss of earnings, benefits and so on. When individuals who have been tasked with implementation resist it, because they feel that they are being hurried into something, their natural behaviour would be to slow down the process (Hogwood and Gunn, 1984:213).

Political approaches –The political approach is considered to be more fundamental than any of the previous three approaches. It refers to patterns of power and has an effect within and between organisations (Hogwood and Gunn, 1984:215). These authors conclude that the success of a policy will be determined by the dominant group's willingness and ability to force its preference.

Anderson (1997:215) argues that the top-down approach concentrates on the conduct of top level officials, the causes affecting their behaviour, whether policy goals are achieved, and whether policy is formulated on the foundation of experience. He further argues that a top-down approach starts from an authoritative policy decision at the top of the hierarchy and asks four specific questions:

- To what degree were the actions of those identified with the implementation and target groups in agreement with (the objectives and procedures outlined in) that policy decision?
- To what degree were the objectives achieved over time?
- What were the main factors influencing policy results and impacts?
- How was the policy restructured over time on the basis of experience?

James et al. (1987:200–216) suggest that top-down policy implementation can be seen as a procedure that starts with a policy statement by the

central authority. The executing agency and the policy target group will then follow with the necessary action. The policy objectives of the central authority determine what action gets taken, and the impact and the consistency of the intended outcome will be determined by the extent to which the objectives are to be achieved. The final phase deals with how policy is restructured over time, based on experience.

Top-down approaches concentrate on control, which is located in the central authority. Such approaches have been criticised for their focus on control as a main attribute, and on policy-makers as the key actors in policy implementation. Implementing institutions and officials are often perceived to be obstacles to the realisation of policy objectives, yet, ironically, they are responsible for the implementation of such policy, and hence for the success of the needed outputs. Sabatier (1986:30) raises the concern that the top-down approach to policy implementation "leads the top downers to neglect strategic initiatives coming from the private sector, street level bureaucrats or local implementing officials, and from other policy subsystems." This means that principal decision-making is restricted mainly to the central structure, with rarely any consultation or input from the implementing agents themselves. This can lead to problems with the successful implementation of policy.

Bottom-up approach

Cloete, et al. (2006:187) argue that the bottom-up approach came about as a response to the top-down approach, by recognising its weaknesses and suggesting options to combat those weaknesses. The authors conclude that both approaches can be used as they both show strengths and weaknesses, and both can be of use within the implementation process.

Anderson (1997:215) concludes that the bottom-up approach makes it clear that the top-down approach gives too much consideration to top-level

officials, and either pays no attention to lower level officials or misjudges their efforts, seeing them as either steering clear of policy or redirecting it to their own purposes. This implies that not much confidence is placed on the capability of the lower end to implement policy successfully; they are regarded as preferring to avoid implementation and the responsibility thereof.

Advocates of the bottom-up approach believe, on the other hand, that policy implementation is a procedure that starts with recognising those who provide the services to the public at the local level. This allows for the recognition of national, regional and local actors. Thus the officials in the implementing agency and the clients themselves determine the implementation, rather than the central decision-makers of the top-down approach.

Dyer (1999:48) concludes that the bottom-up approach starts with "a statement of the specific behaviour at the lowest level of the implementation process that generates the need for a policy." This then operates backwards, notifying the policy alternatives after a comprehensive reassessment of the implementation process. This focuses policy implementation "at the point where the problem is most immediate" (Elmore, 1980:650).

The implementers and the target group are the most important participants in policy creation, in preparation for implementation, and in the actual execution of the relevant tasks. The backward mapping approach allows policy implementation concerns to be planned for the formulation phase, and by those who produce the determined policy outcomes by taking the necessary action. Ham and Hill (1993:109) argue that, with this approach, the spotlight is on an individual's behaviour, allowing for their actions to be seen as replies to problems that do in fact exist – a situation which the policy endeavours to concentrate on.

The bottom-up approach does, however, have a tendency to shift the focal point from the implementation of policy to the formulation or design in policy analysis. Matland (1995:150) advocates that local structures or street level bureaucrats are indeed allowed to design policies, but are restricted to remaining within the parameters set by central or national structures. The inference is that although there is a high degree of vigilance, with participation in policy-making at the local and provincial level, all innovations and initiatives nevertheless have to be similar to national policies and programmes.

The unique factor in bottom-up policy implementation is that provincial and local spheres are vital in policy formulation and implementation, as they are nearer to the grassroots and so are more conscious of what services are essential and how they should be made available to the public (Gwarinda, 2006:30)

Cloete et al. (2006:187) conclude that discretion at lower levels is not merely inevitable, but is also acceptable as it is required for reformulating policies to better suit local needs. On the other hand, the interpretation of policy by lower levels tends to be skewed due to misunderstanding and distorted views. Insufficient consultation and negotiation can influence the successful implementation of policies.

2.15 Critique of approaches to policy implementation

Whereas the top-down approach is inclined to concentrate on the results and usefulness of policies and programmes, the bottom-up approach is concerned as to how effectively the implementing agents can plan and present, and not with the implementation itself. Ham and Hill (1993:110–114) argue that the top-down approach involves the examining of policy implementation and it not concerned with giving advice to 'top actors' in terms of promoting more effective implementation of policy. They suggest that this type of approach is more likely to be prescriptive than descriptive.

Fault has thus been found with both approaches in terms of failing to present a structure that can assess the impact of each identifiable factor in policy determination and implementation (Gwarinda, 2006:30).

The top-down approach identifies successful implementation as being dependent on having the proper organisational framework and hierarchy (Powell, 1999:10). The significant part that such structures play in the implementation of policy is often overlooked – a fact which is highlighted by the bottom-up approaches. Besides being implemented by agents, policy selections are also affected by the behaviour of the implementers and the environment within which policy is being implemented (Maclaughlin 1998:70–84).

The top-down and bottom-up approaches to policy implementation are important for appreciating how policies are “put into motion” and become a reality to realise the desired results. The process of policy implementation forms a basis from which obstructions to the process can be distinguished. It seems, though, that neither approach makes available an adequate structure for a complete examination of how the factors they identified as being problematic influence the implementation process within the particular framework within which the policy is implemented.

Furthermore, restrictions are often placed on the achievement of an all-inclusive analysis, by either the implementers or the compilers. They can also hamper the identification of factors that obstruct policy implementation and the ways in which these may be linked. As suggested above, though the top-down approach caters for the recognition and evaluation of factors, this is of individual factors and how each can get in the way of the implementation process. It is thus important to come to grips with the links between and amongst the factors, and to realise how they can actually perform as obstacles to the implementation process.

The top-down and bottom-up approaches do, however, assist in recognising the most important or critical variables or elements in policy implementation. Both approaches are helpful in the amplification and comprehension of what policy implementation is, and of the essentials of what drives such implementation. Mazmanian and Sabatier (1989:289) claim a new approach to implementation research, which is a mixture of the top-down and bottom-up approaches to policy implementation. The intention is that, not only should the focus be on the results of process (as with top-down approaches), but (as with bottom-up approaches) it should also be inclusive of the implementing agency itself, its ability to translate policy, to plan, to strategise and to put policy into operation.

It would appear that the top-down and bottom-up approaches to policy implementation are both considered to be important in recognising the variables that impact on policy implementation. Political, economic and social elements are not the only parameters that should be considered as variables, as problems arising from the new technological environment may be just as important when implementing policy.

Sparreboom (2004:127) states that skills development policies and programmes should be supported by satisfactory information systems. These should consist of procedures and a set of institutional arrangements that have been created to produce information for use by policy development compilers. Information systems include not only hardware and software, but also the organisational structure and reporting procedures related to information flows.

Below are a listing of activities that can be considered when developing a skills information system :

- To establish what information is essential
- To choose the data required to generate information
- To determine the periodicity of information needs

- To gather data using suitable procedures
- To process, clean and store data
- To examine data and produce information
- To circulate information.

The two approaches to policy implementation differ on where policy-making should and does exist, and how this determines the implementation process and the accomplishment of policy goals and objectives. In the first instance, top-down approaches seem to be the most appropriate in democratic states such as South Africa, as policy-making is decided by elected representatives, whereas in bottom-up approaches it is fixed on bureaucrats/officials who are not elected representatives of the electorate. In the second instance, however, the inclusiveness of the bottom-up approach caters for discussion via consultation with all levels in policy formulation and implementation. Therefore when analysing policy implementation it is necessary to blend ingredients of both approaches. This presents a more complete outline within which to analyse both policy implementation and the factors that impact on the process and results.

Powell (1999:10) describes the combination of approaches as an 'evolutionary approach', writing: "In response to these limitations, the evolutionary approach combines top-down and bottom-up approaches for analysing policy implementation. The benefit of this third view is that it recognises implementation as a process of negotiation and interaction between the key decision-makers who formulate policies, and the 'street level bureaucrats' who implement them." This conclusion from Powell vigorously validates the use of both approaches in examining policy implementation.

Cloete et al (2006:187) suggest that it is not true that policy makers exercise – or ought to exercise – some kind of direct influence and control over policy implementation and say that analysis should focus "on those

who are charged with implementing policy rather than those who compile and convey it."

The top-down approach to policy implementation takes note of the way in which implementation occurs and is thus appropriate for recognising possible hierarchical factors that may hinder or assist the process and the achieving of desired objectives. The bottom-up approach to examining policy implementation permits a study of the other key actors engaged in the process and how they impact on it, unlike the top-down approach that concentrates on the central and top levels of the implementation hierarchy.

2.16 Overview of policy implementation

Cloete et al. (2006:183) quote Van Meter and Van Horn, who define policy implementation as "those actions by public or private individuals or groups that are directed at the achievement of objectives set forth in prior policy decisions." Cloete et al. go further, stating that a number of implementation tools such as operations management, planning, project management, strategy generation and programme management have come to the fore. These include privatisation and contracting. They suggest that the vehicles to be used at operational level are instruments such as project teams, joint programmes, and one-stop service centres. They argue that people do not acknowledge the existence of policy implementation and how crucial or important it is.

Anderson (1997:214) suggests that policy implementation is not a highly predictable process nor is it considered to be routine as he considers it to be rather difficult, and at times impossible to detach policy adoption from its implementation. He states (1997:254) that it is considered to be a general perception that policies must be implemented with the least amount of disruption in the form of material and psychological disturbances on and those that are affected.

Hanekom et al. (1996:36) argue that once you are ready to implement a decision, you are entering the 'effective stage' of the policy. They conclude that various notions have shaped a number of models for implementation, and state that the two most significant models are the integrated and the classical models. These models rest on a number of presumptions, for example that policy implementation and policy making are sequential, bounded and separate. Another presumption – amongst a list of others – is that the conclusions of implementers are technical and non-political in nature.

Hogwood and Gunn (1984:198) argue that perfect implementation of policy is not possible. They go on to identify that certain external forces such as drought or disease and the political environment could influence the implementation of policy and should be taken into account during the policy making stage. They further conclude (1984:199) that other problems could impact on implementation, such as expecting too much too soon, especially when behaviour and attitudes are involved, or when there is a lack of available resources. In addition to the above-mentioned problems is that of the availability of financial resources that must be spent in too little a time, due to time constraints. They then state that money is not considered as a resource but a mere vehicle through which to obtain the required resources. These authors suggest (1984:201) that not all policies are considered ineffective, however they regarded policies as being bad policies if no clear context of the problem is identified. The authors put this down to having far too many links in the communication chain, which could result in an increase in the risk of policy being badly understood and poorly implemented.

2.17 Critical elements for policy implementation

Cloete et al. (2006:182) state that scholars have identified five variables or "the 5-C protocol of policy implementation", for example what a policy must consist of. Also among these are the particular goals that the policy

aims to achieve, how the policy relates to the issue, and how the implementers will go about solving the perceived problem. Then the nature of the institutional context must be considered in terms of how the standard operating procedures of the organisation could impact on the implementation process. Next, the commitment of those identified with the implementation of the methods of the policy must be ensured. Another area that must be considered is the administration capacity of those entrusted with implementing the required changes. Finally, the assistance of clients and coalitions whose welfare could be threatened or enhanced by a policy, must be considered, together with any plans they might employ in improving or deflecting its implementation.

Cloete et al. (2006:189) quote Van Meter and Van Horn: "subordinates don't know what their superiors want, they can't do what their superiors want, or they refuse to do what their superiors want". This, they say, is due to lack of capacity, lack of communication and negative implementer disposition.

Cloete et al. (2006:189) suggest that various variables such as:

- the significance of policy objectives and standards
- policy capacity
- inter-organisational communication and standard operating procedures
- the characteristics of the group responsible for implementation
- the economic, social, and political environment affecting the implementing jurisdiction or organisation
- the disposition of implementers for carrying out policy decisions

can all impact on policy implementation and that they should be properly managed to ensure a successful implementation.

Hogwood and Gunn (1984:204) advocate that objectives must be explicit, clearly classified and quantified to ensure that the policy targets the relevant problem within the organisation. They must also be supportive and mutually compatible, so that they can be absorbed and accepted throughout the organisation. These authors identify additional significant variables (1984:212) such as negotiating, consultation, participative decision-making and the maintaining of agreement and acceptance between the relevant role-players. They conclude (1984:213) that the aim of this approach is to create an environment of trust, and that this can be made possible by involving those people who will be influenced by the policy being implemented. These ideas can be grouped with the thoughts of Anderson (1997:217), who advocates that the critical elements that influence policy implementation are the attitudes of officials, economic conditions, and the actions of clients.

Hanekom et al. (1996:38) identify a variety of factors that influence policy implementation. These are considered as difficulties that decision makers face, and are:

- Communication: consistency, clarity and transmission
- Resources: information, authority and staff
- Disposition of implementers: incentives, bypassing channels and bureaucratic politics
- SOPs (Standard Operating Procedures)
- Follow-up.

These authors conclude (1996:39) that, to ensure effective implementation, the implementers must be sure about what they are supposed to do, and their instructions must be concise and clear, so that they can be clearly recognised. Hanekom et al. (1996:41) further suggest that lack of resources limits effective implementation and can thus, in addition, hinder policy-making. In addition these authors are of the opinion (1996:42) that besides knowing what to do, policy implementers must possess the required competencies, and must have the desire to deliver, thus creating

an effective implementation. They further mention that the disposition of implementers can hamper policy implementation, and point out the following potential problems:

- implementers having a selective awareness and an unwillingness to accommodate directives if policies are not in line with their own bias
- the ensuing problems in implementing policies with implementers which do not agree
- the fact implementers perceive that they are significant links in the implementation stage without which public policies can never be started, and that they know are most knowledgeable about a policy area in question. (Hanekom et al., 1996:42)

Hajer and Wagenaar (2003: 92) claim that the "implementation of apparently sound ideas often poses new and often unanticipated difficulties." They specify that in any policy implementation procedure, there are disputes that occur that may hamper the accomplishment of set goals and objectives. In this respect, the study of implementation processes is important in efforts to recognise these problems, more so, the unforeseen ones.

According to Yin (1982:37) the focus should be on the need to understand why policy implementation succeeded or failed. The implication is that this helps with a more thorough understanding of the implementation of policy. In addition it adds to the successful examination and restructuring of policy as well as bringing up to date the consequent adjustment of implementation strategies. This statement is strongly supported by Mutahaba and Balogun (1992:43) who argue that the goals and objectives of public policy have frequently not been attained because the policy-makers seldom take time to examine the true reasons for a policy's failure. This indicates that even where new policies are disseminated, the approach used in implementing them remains the same. Thus the view is that predictably depressing outcomes are the result.

Observing all policies as they are being put into practice is useful for evaluation and re-strategising where necessary (Mutahaba et al., 1992:53). Thus it can be said that where challenges to the implementation process appear, intrusion can minimise their influence on the process and its results. For an intervention to be successful, information as to which variables would impact negatively on policy implementation must be made available. The most significant inbuilt defect thus seems to be in the region of policy analysis and review within public institutions. The main concern is thus with this 'policy implementation gap'.

Connection between factors may arise in the assessment of factors such as variables or elements that pose challenges for policy implementation. Bressers et al. (2000:12) suggest that the variables or critical elements can be classified into two main groups: the core circumstances and the external circumstances. The core circumstances are those that are the main factors involved in the implementation process and are internal to the implementing agency. These factors have a direct and often powerful influence over the process and understanding of policy outcomes. External circumstances have indirect power on the process and cannot be controlled by the implementing agents.

Likewise, Mazmanian and Sabatier (1989:542) speak about the direct and indirect forces – political, economic, cultural, social, and others – which influence the implementation process. These influences may have a negative or a positive effect on the implementation of policy directives and also on the results. These indirect forces are similar to the external circumstances of Bressers et al., and the direct forces are similar to their core circumstances. This indicates that in recognising and examining the factors that impact on policy implementation, it is important to consider whether they are external or core to the process and the main actors. And as such, the impact of these variables or critical elements can be gauged and, if necessary, alleviated where possible.

Sabatier and Mazmanian (1989:542) suggest that there are a number of variables, or critical elements that impacts on policy implementation. These they classify into three major groupings;

- the tractability of the problem
- the ability of the implementing agency to structure implementation
- non-statutory variables that influence the implementation process as well as the outcomes.

The groupings can be clarified as the policy itself, the capability of the implementing agency, and the surroundings or circumstances within which the implementation takes place. Under each of these three broad areas there are specific factors that impact on policy implementation.

The model of Sabatier and Mazmanian symbolises a top-down approach to policy implementation, and singles out the factors likely to impact on the execution of policy. The tractability of the problem includes whether the policy itself is targeted to the correct group, the size and make-up of the target population, and the desired influence. It is also influenced by the accessibility of sufficient information, or lack thereof.

Smith, (2003:331) comments that, although having ample information is a key factor in facilitating the successful implementation of a policy, there can be other hindrances, through the actual collection of information. These include the cost of collecting the information, the convenience of gathering pertinent information, and whether there is time and capacity both to collect what is required and to assess it. Any shortfall of information to the implementing agency influences the planning process and hence the result of the action taken.

Parsons (1995:457) criticises the top-down model for its narrow way of looking at the problems of implementation which originate from the hierarchical framework within which public policy is implemented.

Lester et al. (1987:207-208) comment that "The national decision that 'triggers' an implementation process constrains by its form and content, to varying degrees, the choices and behaviours of those who have to execute it." Consequently, local and provincial implementing agencies respond to choices in different manners, depending on their specific perspectives.

Parsons (1995:481–482) advocates the model put forward by Gordon Chase, which provides for a structure for the inspection of hindrances confronting the implementation of what the author terms 'human services' such as welfare. This model suggests that the context of implementation of human service policies is rather difficult and erratic. This is especially because the 'target' consists of people diverse in their own right, and whose needs and requirements in terms of government services are ever-changing.

2.18 Summary

The theoretical framework used in this chapter identifies the various approaches that are available when implementing policy. In addition the framework recognises the various critical elements or variables that make implementation difficult and thus creates an awareness for implementers, to help ensure an effective implementation of the relevant policy.

The legislation and the NSDS initiative that govern skills development form the parameters within which organisations and individuals must operate. These forms of legislation create part of the controls that government and institutions put in place to ensure that the country's economy develops by improving the skills of the workforce through creating opportunities for a variety of people.

The researcher discussed the Constitution, the EEA, SDA, SDLA, SAQA and the PSA in terms of ETD as these are important for NDS to ensure

that the proper ETD programmes promote equity in the workplace. This should happen through appropriate selection when it comes to ETD, so that when their ETD policies are compiled they will encompass these appropriate forms of legislation.

Government views skills development with commitment and seriousness, hence the introduction of the skills development strategy. This plan requires companies to comprehend the seriousness of education, training and development. The NDS embarked on a mentorship programme as an indication as to what it saw as a contribution towards ETD.

Chapter 3 now focuses on the research methodology, discussing the design and plan, the instruments used for data collection. The procedures followed to analyse the data are described in Chapter 4. The researcher concludes by ensuring that the meeting of identified objectives is satisfied.



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CHAPTER 3

RESEARCH METHODOLOGY

3.1 Introduction

Research methodology is defined as how a study should be considered and accomplished (Mouton and Marais, 1990:15). This implies that the research tactic is focused on the most suitable techniques for achieving the objectives of the study. There are two types of research methodology: the qualitative and the quantitative. Powell (1999:21) argues that research design is a “sequence of events which connects the procedure for collecting the empirical data to the initial research questions on the one hand, and to the subsequent data collection, analysis and conclusions on the other”. In order to answer the research questions, this is how the study is connected in terms of the practical aspects Gwarinda (2006:62).

Qualitative methodology refers to research which yields descriptive data Brynard and Hanekom (1997:29). This study selected a qualitative design in the form of a structured questionnaire. This form of data-gathering allowed the researcher to obtain the necessary information to determine how skills development in the NDS is being implemented against the relevant policy implementation.

In this chapter, the researcher examines the scope of the research and then goes on to discuss the design by which he explored the methods used at NDS, and his reasons for using the qualitative approach. He describes the various workshops that were targeted and gives the sample sizes taken for the research. The purpose and the selection of the chosen technique are discussed, with a detailed description of the research procedure. Thereafter the qualitative benefits of the personal interview

process are discussed, including the limitations or disadvantages. Ways and means for the management of the limitations are also discussed.

Wegner (2000:14) suggests that there are three approaches to gathering data for statistical analyses: experimentation, direct observation and interview methods. The method that this researcher opted for is the interview method, as this method elicits primary data response through direct questioning, and the researcher hoped that this method would assist in the realising the objectives of the study and answering the questions being investigated therein.

The data collection instrument (the questionnaire) was used to structure the data collection process. Three interviewing data-gathering approaches exist: telephone surveys, postal surveys and personal interviews, of which the last was the one used for this research.

The research ensured that the organisation (NDS) was not compromised in terms of security and that certain ethical parameters were adhered to, by respecting the respondents and their views.

3.2 The research design

Qualitative research involves an in-depth understanding of what governs human behaviour. Simply put, it examines the why and how of decision-making (http://en.wikipedia.org/wiki/qualitative_method). Powell (1999:21) suggests that a research design is "a sequence of events which connects the procedures for collecting the empirical data to the initial research questions and objectives on the one hand, and to the subsequent data collection, analysis and conclusions on the other."

Gorman and Clayton (2005:2) state that qualitative research is about observing behaviour, developing a sense of place and atmosphere, discussing ideas informally, listening to conversations and creating a structure of reality based on what is seen and heard. They further define

qualitative research as a "process of enquiry that draws data from the context in which events occur, in an attempt to describe these occurrences, as a means of determining the process in which events are embedded and the perspectives of those participating in the events, using induction to derive possible explanation based on observed phenomena" (ibid.:3). This relates to the practical aspects of how the study is constructed in order to answer the questions and the objectives that the research seeks to address.

Brynard and Hanekom (1997:29) argue that qualitative methodology refers to a study which yields explanatory data. The qualitative study will permit an explanation of how the implementation process takes place and a discussion of the aspects that influence policy implementation. This aspect is discussed by Weiss (2004:92) who suggests that "qualitative research is not only adequate for evaluating the programme implementation, through the various stages and actors, but gives a good account of the main variables interacting at each stage." This author further states that qualitative research does not seek to measure, but to comprehend and to "get a hold of" relationships between phenomena. This in turn permits complete and legitimate descriptions of contexts (ibid.).

A qualitative research design was used for this study, and this allows for the understanding and exploration of the perspective within which implementation of the skills development policy takes place, and makes possible the examination of the significant factors affecting policy implementation.

Hakim (1987:36–38) claims that individuals and organisations gather and document vast quantities of information, "well beyond the data collected by social scientists purely for research purposes." These present a basis for studies of organisations and policy processes. This viewpoint emphasises

that documentary materials are a rich source of information for a study such as this one.

The literature identifies one important disadvantage of using the qualitative technique. This is that the content of the study may be constrained if the documents available to the researcher do not include information that is relevant to the research questions. In addition, for confidentiality reasons it might not be possible to obtain certain relevant documents within an organisation.

Due to the lack of opportunity and the culture of low morale in the NDS the researcher had to find the most appropriate approach to ensure that the respondents 'bought in'. This was done by expressing the possible benefits to the respondents themselves and to their families so that they would take the necessary time to complete the questionnaires. The researcher therefore recognised the usefulness of the qualitative approach in the structure of the questionnaire. This method has the benefit of obtaining new solutions to old problems, and various perspectives derived from potentially richer data. This approach might in addition be said to present broader insights, not only into current issues and problems, but also into thus far unexamined areas of information (Gorman and Clayton, 2005:14).

3.3 Research approach

This study is informed by an interpretivist approach to research. Trauth (2001:219) discusses the underpinnings of interpretivism, and explains that this theory is based on the premise that we have acquired the majority of our knowledge through forms such as the communicative scenarios we interact with in our environment e.g. consciousness and language.

Consequently, interpretive research centres on understanding events or facts that people have actually experienced. In the same way, this study

sought to understand the implementation of the skills-development policy in the NDS, recognising and analysing the aspects that can negatively affect its implementation.

Henning et al. (2004:20) add to Trauth's views by suggesting that in interpretivism, knowledge is obtained not only through what we observe but more importantly through the "descriptions of people's intentions, beliefs, values and reasons, meaning-making and self-understanding." Therefore a knowledge of people's observation of the world and the values they allocate to phenomena are both critical in analysing gathered data. This implies that significance and understanding are made easier through interpretation. There is also a need for sensitivity to the role of context; hence emphasis should be placed on experience, ideologies and interpretation.

A number of assumptions of the interpretive paradigm are recognised by Garrick (1999:149):

- Individuals have intrinsic competencies that can allow for individual judgements, perceptions and decision-making;
- Any event or deed is explainable by means of multiple interacting factors, processes and events;
- It is complicated to obtain absolute objectivity involving people who give meaning informed by their backgrounds.

This implies that in interpretive research, multiple realities inform the experiences and perceptions of each individual, thus this signifies the importance of context. Hence examination into interpretive research is value-laden.

Garrick (1999:149) points out that it is difficult to maintain complete objectivity as individuals assign their own meanings to phenomena due to their ideologies and perception. This means that the research methodology used must ensure that measures are put into action to

counter the likelihood of this phenomenon influencing the outcome of the study.

Then again, interpretive research permits contextual considerations and descriptive analyses of information – aspects which support the research design and methods chosen for this study.

In fact this study employed two methods of data collection: key-informant interviews and documentary analysis. Silverman (1997:49) suggests that literature that is amassed in an organisation signifies the operations, functions, missions and visions, successes, social interactions and shortcomings of that company, creating a rich source of official recorded information. As this information is gathered by individuals within an organisation, it will of necessity include the natural capabilities, perceptions, values and individual judgements of those doing the gathering.

3.4 Case study

A case study of the NDS was done, focusing specifically on the skills development policy implementation process and the adherence to the legislation that governs skills development. Leedy et al. (1997:157) conclude that case studies are a category of qualitative research whereby the researcher “explores a single entity or phenomenon, bounded by time and activity, and collects detailed information by using a variety of data collection procedures during a sustained period of time.”

This method will be utilised to determine an understanding of the NDS skills development programme and its implementation within the organisation. Gorman and Clayton (2005:47) define a case study as “an in-depth investigation of a discrete entity (which may be a single setting, subject, collection or event), on the assumption that it is possible to derive knowledge of the wider phenomenon from intensive investigation of a

specific instance or case.” This refers to the use of specific qualitative research methods in a particular setting.

A case study concentrates on a comprehensive examination of a bounded system's patterns and activities (Merriam, 1998:35). Henning (2004:33) depicts a case study as "an intensive description and analysis of a single unit or programme." The emphasis in this study is in the process rather than the outcomes and in the context, although it would appear that the outcomes can aid in recognising likely factors that hamper or support the effective implementation of the skills development policy.

Dauids et al. (2001: ii) declare that case studies offer prospects for the analysis of issues, and in the same light, the case study provides an opportunity for an inductive approach (Lloyd-Jones, 2003:6). This approach thus provides for the examination of the implementation process of skills development and the factors influencing it.

Bell (1993:8–10) discusses the characteristic, strengths and weaknesses of using the case study in research, implying that it is mainly a suitable method for use by an individual researcher. It allows a unique problem to be examined in depth, within a set period of time. Birley and Moreland (1998: 36) state that a case study approach permits concentration on a solitary unit and on a few of the selected small samples within that unit.

3.5 Data collection tools

The technique used in this study is a survey, via questionnaires and other relevant documentation. The benefits, as listed and discussed under the analysis of the questionnaire and the documentation, detail the reasons why this technique was made. The NDS environment is one of low morale, demotivation and a culture of 'plodding along'. The concerns of the respondents were issues such as "What will I get out of this research?" The researcher thus first had to win over their trust before requesting them

to complete the questionnaires. This was done by empowering the employees by informing them, via presentations, about the NSDS, SLA, SDA, SAQA and the NQF. Ensuring that the presentations were pitched at the employee levels and opening the floor to questions and supplying the necessary information about how their families could benefit from the learnerships made it possible to get the potential respondents interested in the project.

Every employee requires tools. The mechanic needs a spanner; the pipe-fitter a wrench; the turner a lathe; and the researcher a range of means by which data may be revealed and restructured into a meaningful format, resulting in information. The tools of research are merely ancillary to the eventual goal of research itself: to obtain deductions from the body of data and to talk about that which was up till now unknown (Leedy et al., 1997:17).


The term 'data collection tools' refers to the instruments used to gather pertinent information to address the research objectives and the questions in this study. A specific choice of tools was made, to give the research more credibility and to validate the information obtained. The combined use of a number of qualitative methods aids in countering any weaknesses that a single method may bring into the study when used independently (Flick, 2002:265–266).

Brewer and Hunter (1989:14) suggest that any study that utilises only one method of analysis brings into question the validity or authenticity of the study and its findings. To add to this train of thought, Onwuegbuzie and Leech (2004:770) explain that the different methods used are likely to have complementary elements that enhance the study, and that union and verification of results can be done by using dissimilar methods that study the same phenomenon.

The researcher focused on two specific areas of data collection: the interview and the secondary data obtained from various sources such as journals etc.

3.6 Documentary analysis

Essential pertinent documents associated with skills development and policy implementation were reviewed. Hakim (1987:36) is of the opinion that documents are “used by organizations to record the development and implementation of decisions and activities that are central to their functions.” In consideration of this view, documents were used as a key data source in this study. Babbie and Mouton (2001:347) point out that there are a great variety of documents that can be used. The documentary materials used in this study include:

- 
- Government legislation
 - DoD policies
 - The NSDS Leadership Pack
 - DoD journals
 - The Constitution of the Republic of South Africa
 - DoD instructions
 - DoL correspondence
 - DIDTETA correspondence
 - Periodicals and newspapers

Documentary analysis reveals information concerning skills development implementation policies and the various forms of legislation which are the centre of this study. It is accepted that the majority of studies however utilise documentary analysis as an additional source of data.

The advantages of combining “literature engagement” with “empirical work” can be associated with the idea that the analysis of documents can assist with the recognition of a tendency that may aid in drawing up pertinent questions (“a blueprint”) for the interview sessions. Documentary

analysis should thus be used in combination with others as a major source of information in a study (Bak, 2004:25).

Additional advantages of using documentary analysis are strongly supported by Powell (1999:25-28) who suggests that it is an efficient means of obtaining condensed information. Furthermore, documentary evidence is time-saving as information on a broad spectrum of issues can frequently be obtained in a short period of time. However, it must be said that certain official documentation might not be easy to obtain or access.

Atkinson and Coffey (1997:47) believe that “documentary work may also be the main topic of qualitative research in its own right.” However, they conclude that in situations where documentary analysis is the single source of information for the study, a methodological framework for the analysis of documentary reality must be created.

Then again, these authors argue that document analysis plays an important role in recognising organisational structures and in accessing information. Documents perform certain roles in organisations, and these may include being information storage tools or communication tools. The functions that they execute are crucial to measurement in any research that is focused on a specific single entity such as this study is (Gwarinda, 2006:69).

3.7 Interviews

In this study, structured interviews were used to collect data. The interview allowed the respondents to ask any questions and, it is hoped, made them feel comfortable and thus not restrict themselves in expressing their thoughts, based on their experiences and perceptions. One-on-one interviews were conducted to ensure that the perceptions and the experiences and knowledge of skills development policy implementation and the various legislation that governs the policy were captured.

In addition, the identification of critical elements of policy implementation that hindered the implementation process was targeted. Structured personal interviews provided the necessary information by focusing on the production staff, on upper and middle management, on the DoL, and the relevant SETA, and by communicating with people from various trades who are currently at the institutions.

“Interviews are to be considered professional situations that demand equally professional planning and conduct on the part of the interviewer” Leedy et al. (1997:199). This implies that the researcher must treat the interview process as being as important as the compilation of the questionnaire.

Individual and group interviewing can achieve thorough, comprehensive information from subjects who know a great deal about their environments, personal perceptions of event and processes.

As an important addition to observation, interviews also permit stability and verification where observed phenomena are difficult or include a number of factors (Gorman and Clayton 2005:41).

Wegner (2000:15) states that face to face contact with the respondent is expected when completing the questionnaire. Through this approach one can expect to achieve a high response rate. The respondent and the interviewer are allowed to probe for reasons, and data collection is immediate. By the interviewer's being present, greater data accuracy is generally ensured as he or she can ensure proper understanding of the questions and guidance can be offered. This is considered to be particularly useful as a way of supporting the respondent when response data of a technical nature is required. The respondent's body language can be witnessed and noted. Generally more questions can be asked and the responses are spontaneous as the respondent does not have the time

to consider answers. In addition, this form of interview promotes the use of aided-recall questions (Wegner, 2000:15).

Personal interviews are more expensive, time-consuming and require trained interviewers. Generally fewer interviews tend to be carried out because of time and cost constraints and the possibility of collecting biased data is introduced by interviewer influence (Wegner, 2000:16). To overcome the possibility of increasing cost, the researcher could possibly arrange telephonic interviews, postal interviews, budget correctly, manage the project efficiently, and utilise professional or academic students.

In this study, since personal questionnaires might result in fewer responses, the researcher considered widening the target group by increasing the number of workshops in the NDS. This however proved unnecessary because the sample received did in fact include all the disciplines.

3.8 The questionnaire

The questionnaire is the data collection tool used to collect data in all interview settings. The design of a questionnaire is vital to ensure that the exact research questions are focused on, and that correct and suitable data for statistical analysis is gathered (Wegner, 2000:17).

There are certain criteria which must be considered when formulating a well-structured and undisguised questionnaire to ensure that correct, impartial and relevant data of an acceptable type is collected, in line with the research objectives which must always be clearly defined and documented (Wegner, 2000:18).

As stated in Chapter 1, the specific research objectives of this study were:

- To examine the skills development strategy of the NDS;

- To determine the organisational philosophy of the NDS with regard to skills development;
- To explore the benefits to the NDS of an effective skills development strategy;
- To propose a model for the effective implementation of skills development at the NDS;
- To measure perceptions within the NDS with respect to the South African government's current skills development strategies.

Questionnaire design requires that attention be paid to (i) the categories that the questions are to be part of, (ii) the format, for example the order of the questions, and (iii) the configuration and phrasing of the questions.

Within this context the researcher ensured that certain parameters were put in place when the design of the questionnaire was considered:

- The respondents were notified of the purpose of the study and the use of the information they would provide.;
- The interviewer introduced himself, and explained why he was doing the interviews and how they as respondents could benefit, as well as the organisation itself;
- The necessary literature was consulted when the questionnaire was formulated and when the results were extracted from the responses;
- The questionnaire design ensured that the type of questions focused on areas within the research topic, and that it contributed towards the objectives of the research;
- The same clear questions were asked of each interviewee, with the responses placed into a logical format;
- Prior to the interviews, a trial run was done to identify and correct any problem areas;

- Leading questions and emotive language were avoided, as these could have created biased responses;
- Consideration was given to fixed, alternative questions. Questions were short and as simple as possible, as respondents wanted to get through the questionnaire within a certain time;
- Questions did not involve calculations as this would have prolonged the interview and the analysis;
- Instructions were clear and explicit so that the respondents knew what was expected of them. Only one issue was addressed in any given question.
- The questionnaire did not contain technical jargon as this could have caused the interviewer to lose the interest of the respondents.

It is not sufficient for the interviewer only to comprehend the mechanics of interviewing, it is also imperative that she or he understand the respondents' environment, and be aware of the forces that might inspire or hinder their responses. Still, the structured interview proceeds under the stimulus-response format, taking for granted that the respondent will answer questions honestly. This kind of interview often extracts realistic responses, but it may fail to notice the emotional dimension, or give it inadequate consideration (Denzin and Lincoln 2000:651). These points underline the need for the above parameters to be in place, to ensure that the responses are credible.

The data solicited from the questionnaires is considered as primary data, and the data from any other sources such as periodicals, the Internet, journals, legislation etc, is regarded as secondary data.

Primary research is undertaken via questionnaires, where the design is critical, to ensure that the correct research questions are addressed and that accurate and appropriate data for statistical analysis is collected (Wegner, 2000:18–319). Primary research data interviews were used in

the form of a structured personal survey and this was done by collecting the research data, and by directly observing the respondents. This is the most common form of collecting data for marketing research.

Data which is acquired at the place where it is generated is called primary data and such data is collected for the first time and with an explicit reason in mind. This study focused on primary and secondary research information. The primary research was conducted amongst naval upper management, middle management, workshop production-staff and personnel from the DoL and the relevant SETAs, to ascertain their patterns of behaviour in relation to their perception of skills-development. The various institutions, students and workplace staff interviewed were chosen to determine the extent to which skills-development was being implemented at the various levels within the naval structures.

The advantages associated with primary data can be categorised as data that are directly relevant to the situation at hand, and generally offer much more control over data correctness. Primary data could be more expensive to collect and more time-consuming and this could be seen as being a disadvantage.

Data captured and processed by others for reasons other than the problem at hand is called secondary data and exists either within or outside an organisation. Secondary research data for this study was obtained from various forms of legislation, the Internet, previous studies in relevant academic literature and local and international industry journals, taking the DoL and relevant SETAs into consideration. In addition, various Acts of Parliament supplied relevant information regarding regulatory constraints and parameters. A comprehensive analysis of the secondary data was done, in line with the objectives and the research questions of the study.

As has been mentioned above, an advantage associated with secondary data is that it will be less expensive to acquire as it is already in existence and access time may be relatively short. The disadvantages of secondary data can be linked to the data possibly being dated and hence inappropriate. Secondary data may not be problem specific, and in addition may well not be subject to further manipulation. It may also be difficult to assess the correctness of secondary data. Bias could be introduced when combining various sources and could lead to errors of collation.

3.9 Limitations of the study

The issue of skills development is broad and has implications for a number of areas within society and our economy. However, the intention of the study limits the scope to an understanding of skills development and its effect or non-effect on our economy. Also investigated was the manner in which the NDS engineering industry bases decisions regarding their understanding of the role of skills development, ETD policies, HR practices and adherence to the NSDS, SDA, SLA and SAQA.

For this reason, certain specific respondents were engaged. The researcher approached various students within the School of Government who were knowledgeable regarding skills development. He then spoke informally, but at some length, to people in the various levels of NDS upper management, middle management and workshop production staff, to identify what each section's perception was regarding skills development and to determine how these measured against each other.

The relevant SETA (DIDTETA) was contacted, to appreciate the relevance of their existence and to find out how they impact on the NDS. Staff of the DoL were interviewed to get an understanding of how they fit into the skills development programme, and to obtain details that would apply to this thesis. Finally, the researcher interviewed the NDS Human Resource

Department and identified the nature of the skills development training-plan.

3.10 Population size and sample size

The NDS consists of various departments of which the production department's trade disciplines are mechanical, electrical, constructive and electronics. The NDS complement is 425 employees of which 90 percent are considered to be skilled and 10 percent unskilled. The presentations yielded 150 interested parties. Of those who returned the questionnaires 70 were production staff and 27 were management staff (supervisors).

The workshops whose members attended the presentations were:

- Machine shop
- Shipwrights
- Joiner-shop
- Sailmakers
- Upholsterers
- Riggers
- Welders
- Facilities
- Pipe-fitters
- Boilermakers
- Electricians
- Electronics
- Painters



3.11 Research Procedure

This study topic was identified and permission was sought from the general manager (GM) to carry out the research. The manager recognised the importance of the work, and authorised the request after the researcher's explanation of the topic, and after understanding the benefits that could be associated with the research and its findings. The GM

communicated this to the various directors, who in turn informed all the workshops about the interviews pending over a period of time, and asked for their support as the research took advantage of the workshops.

3.12 Data analysis

Data analysis is a procedure which consists of the coding, presentation and analysis of results. This implies that the data gathered must go through a systematic process to be used as information. Mouton (2001:108) concludes that data analysis is about “breaking up the data into manageable themes, patterns, trends and relationships.”

Rubin and Rubin (1995:226–227) depict data analysis as a process in qualitative research which commences as the compilation of data grows. Gorman and Clayton (2005:205) suggest that analysis is a combination of reducing data, displaying that data, verifying that data, and then formulating a conclusion. They explain that in doing the data reduction the researcher must condense a vast amount of data into quantifiable analytical units, so that it can be manipulated and reconfigured in an attempt to recognise patterns and discover links not formerly evident.

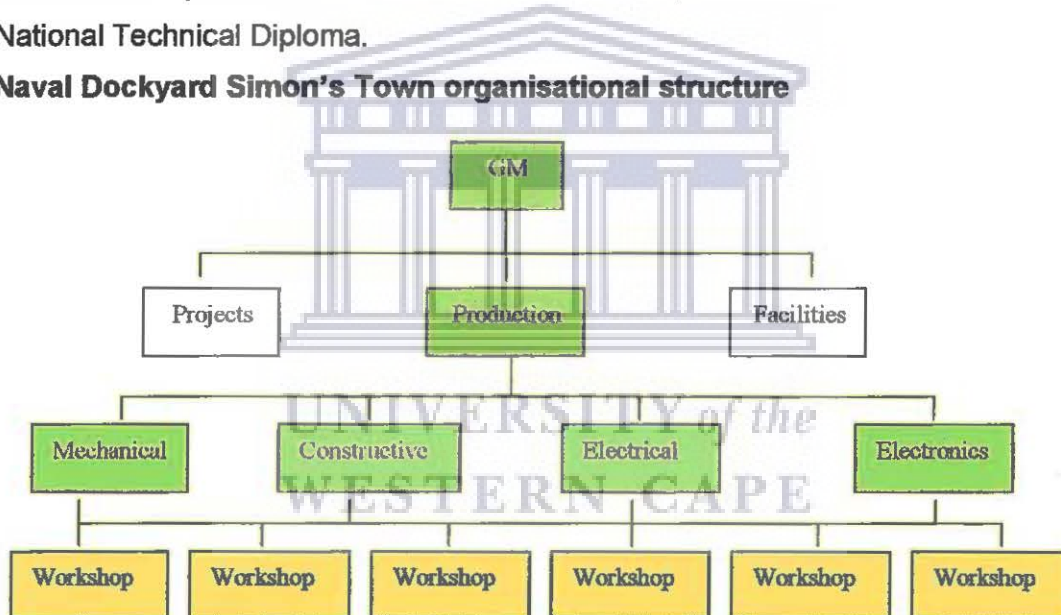
The researcher must then review complex data, by means of charts, graphs and other illustrations that demand creative, interpretive skills, to depict the full significance of any relationships and to incorporate these analysis into a meaningful account.

In this study, additional significant documents were obtained and explored by the researcher, as patterns, central themes or issues materialised from the initial readings. This data examination involved the inspection and interpretation of content information within the materials, from which understanding was derived. These derived significances were then clarified, examined and used to deal with the research objectives of the study.

The researcher ensured that the questionnaires were evenly distributed across the units, with a total of 150 being given out. Only 95 returned the completed questionnaires.

The collection and analysis of the data originated from many visits to the NDS. The selected respondents were from various production sections, such as machine shop, sheet metal section, joiner-shop, riggers, and welders, etc. The research identifies that 1 per cent had no education, 9 per cent had primary education, 37 per cent had some secondary, 10 per cent matriculated, and 43 per cent had post-matriculation qualifications. This study was conducted in a technical environment in which post-matriculation qualifications are associated with N4, N5 and N6 towards a National Technical Diploma.

Naval Dockyard Simon's Town organisational structure



3.13 Ethics statement

Saayman (2004:37) defines ethics in the corporate community as "a way to determine responsibility in dealings, the identification of important social issues and a critique of the prevailing political order."

The interviews held at NDS to obtain primary information were done with the consent of the representatives and the respondents. The respondents were under no obligation to complete the questionnaire. The consent of

respondents and providers was asked for, and their responses and input were used in the study, which was done on a voluntary basis. All information obtained and analysed was deemed confidential. Enough time was given for the representatives to give their views.

Careful consideration is given to the organisation as a military establishment. The screening of the questionnaire by the security branch prior to its issue to the respondents was compulsory. The thesis is available to all participants.

3.14 Summary and conclusion

This chapter identified various approaches for collecting data, of which the researcher selected the interview and documentary analysis approach. Primary data and secondary data were the main sources of information and these were obtained via interviews and via journals etc.

The research took the researcher into the NDS in an attempt to gather information related to the implementation of skills development in that organisation, and to determine the degree of adherence to relevant legislation. The design of the research methodology was in the form of a structured questionnaire.

Sampling and populations came from the naval dockyard technical workshops, done via a structured questionnaire divided into three distinct sections. By talking to the relevant manager, the procedure of the research was discussed, combined with a clear identification of the various forms of approaches to the qualitative analysis, by arguing the advantages and disadvantages of these approaches. The researcher concludes this chapter by identifying certain disadvantages, and suggesting remedies.

Chapter 4 focuses on the analysis of the questionnaires and the perceptions of the respondents. The questionnaire is categorised under

specific headings, which detailed the situation within the NDS pertaining to skills development through ETD.



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CHAPTER 4

AN ANALYSIS OF SKILLS DEVELOPMENT IN THE NAVAL DOCKYARD, SIMON'S TOWN

4.1 Introduction

The previous chapter clearly defines the procedure and approach that were used to establish the methods that will ultimately form the parameters for the data to be provided in terms of answering the relevant research questions. This chapter is structured around the presentation and analysis of the findings of the research by focusing on the relevant objectives and the questions that the study wants to answer.

The objectives of the study which are listed below will provide the framework for the discussion of the findings. These objectives are:

- To examine the skills development strategy of the NDS.
- To determine the organisational philosophy with regard to skills development.
- To explore the benefits of an effective skills development strategy to the organisation.
- Propose a model for effective implementation of skills development at the NDS.
- To measure the perceptions with regard to current skills development strategies in the NDS.

4.2 Analysis of Research Objective 1: *An examination of the skills development strategy of the NDS*

The way the SDA is being implemented in the Naval Dockyard

The way the Naval Dockyard is implementing the Skills Development Act (SDA) is to establish a policy which has its origin in various forms of directives such as the Constitution of the Republic of South Africa Act (Act 108 of 1996), the Public Service Act (PSA) (Act 103 of 1994), Public Service Regulations (2001), the White Paper on Human Resource Management, (1997), the Employment Equity Act (EEA) (Act 55 of 1998), the Skills Development Act (SDA) (Act 97 of 1998), the South African Qualification Authority (SAQA) Act (Act 59 of 1995) and the Skills Development Levies Act (SDLA) (Act 9 of 1999). This policy is called the Department of Defence Instruction (DODI) on Career Development for Public Service Act Personnel (PSAP). A new approach to promote and development work-related skills in South Africa was introduced through the SDA (Act 97 of 1998).

The ultimate vision of government is of an integrated skills development system, which advances growth in employment opportunities. The SDA provides for the formulation of learnership programmes. Inherent within the SDA are provisions for the development, creation and establishment of learnerships, although the aim of the SDA is to provide for a broader context of skills development. With regard to education and training, both providers and employers play a main role in providing learnerships. All employers and providers must be aware of the framework document as set out by the DoL, particularly if they are to task themselves with proposing learnerships (Strong, 2000:15–19).

Naval Dockyard Simon's Town plan to align itself with the NSDS

James (2004) mentioned in his interview with the researcher that in 2002 the general manager had mandated him to start the process of aligning

the NDS with the NSDS, with the understanding that the apprenticeships be changed to learnerships.

Since that time Mr James has attended various meetings with DIDTETA and SAQA, and obtained unit standards for all the trade disciplines. He also attended training conferences in Johannesburg, at Colet and at SAQA.

The dockyard is primarily an engineering place, where the majority of the employees are technical people. Most of these people's training is done within the first three years of their apprenticeships, thereafter hardly any training is forthcoming, as they are capable of delivering an adequate service with the limited training they have received. Mr James is responsible for the training of 105 individuals during the first three years of their apprenticeships.

Currently the training compliment consists of one Acting Deputy Director, four Principal Trade Training Officers and nine Senior Trade Training Officers. No recent recruitment has been done so only third, fourth and final year apprentices exist. The NDS is training engineering students in practice and theory at various institutions such as the University of Cape Town, Stellenbosch University and the Cape Technikon.

The training being conducted within this environment is not accredited with SAQA, but the Navy is waiting for SAQA to evaluate the training environment for accreditation. Mr James has been training four training officers as skills development facilitators, three moderators and fourteen assessors. The situation is such that these trained facilitators are not able to draw up a workplace skills-plan for any of the disciplines that they are responsible for.

Naval Dockyard Simon's Town mentorship programme

In an interview with Selk (2004) the NDS mentorship programme with all its challenges was discussed. In 2002, NDS management embarked on an empowerment initiative. They did this with the assistance of the Directorate Career Development (DCD) who drew up the empowerment programme plan.

The target group is the seven African Blacks who came into the organisation as artisans in 2001. These 'protégés' are regarded as fast trackers. The term 'fast trackers' refers to the acceleration of the development of identified individuals or groups with potential and thus it is fundamentally a development programme. The rest of the dockyard regarded this as a threat to senior positions, as the perception by both the protégés themselves and the rest of the staff was that they were being prepared to take certain posts on completion of their mentorship programme. Management then identified posts within the production and project sections where the need existed, and the seven were removed from their workshop environment and placed as senior artisan superintendents and senior project superintendents.

Training needed to start but no plan existed. A mentorship programme was then drawn up by the DCD (see Appendices C and D) and given to the NDS to manage. A critical situation arose as no mentors were identified or existed at this time. Subsequently, a course was offered by the Navy, that NDS senior managers and the DCD attended.

The mentorship programme focused on explaining the empowerment programme and mentorship to those concerned. With every mentorship programme a formal contract must be entered into between the mentor and the mentee. A grave problem came to the fore at the work session as the NDS general manager wanted to appoint mentors, however no-one wanted to sign a formal contract with the protégés. The future mentors felt

they might be legally bound and might be held accountable to deliver certain results after a set period of time. The general manager then appointed two divisional managers unofficially as mentors.

These managers then realised that the supervisors in the workshop were reluctant to support this initiative, as they felt threatened by the fast trackers. Certain supervisors volunteered to transfer skills, on condition that no contract would be signed. As time progressed, the DCD evaluator came to realise that the mentors regarded the programme as a burden. Part of the monitoring process is to ensure that documents are completed every three months concerning the mentees' progress. Also, anything added to the programme must become part of the formal document and be updated. An additional requirement from the auditors is that this should not be just tokenism and that the protégés be entrusted with real projects and their planning.

More problems arose as the mentees started demanding acting allowances during their training period, although the programme did not allow for such allowances to be paid. The mentees had not received the proper information about the non-acting allowance, which led them to believe that they were entitled to this allowance during their training period. NDS management subsequently applied for the authority via Pretoria, but the request received a negative response. At this time the mentees were still under the impression that senior posts were guaranteed them on completion of their programme. The programme then became impossible to manage as this brought about conflict.

During this process certain mentees were inappropriately placed, and new training requirements were designed. The progress started slowing down and the mentees subsequently submitted grievances pertaining to the acting allowances. In 2005, NDS management indicated that the protégés had reached a level where they were able to perform at a higher level on their own. It was then decided that they must compete with others when

the new posts were advertised. The mentorship programme was terminated in September 2005.

Simon's Town Dockyard Skills Action Plan

Although there is no action plan within the NDS, such as a workplace skills development plan, the NDS did manage to deliver in certain areas with the limited financial resources that were available to it. The NDS in the financial year 2004–2005 received a training budget that resulted in R430.00 per person for the year, whereas another unit within the same environment received R5087.50 per person for the same year. The dockyard is supposed to have a majority of production staff and the other unit has a majority of management staff. The question that must be asked is: who should receive the larger amount for training, and why is the situation not being challenged?

The areas that NDS focused on to ensure alignment with the NSDS were the design and implementation of a mentorship programme and the training of SDFs. The SDF course was not initiated or coordinated by NDS, but by the Navy's Human Resource division, which is utilising the benefits of DIDTETA. At the time of this research, the Dockyard had six qualified and four incomplete SDFs, with an additional four assessors, with the vision of training moderators in the near future. Although NDS had six qualified SDFs, not one of them had drawn up a Workplace Skills Plan, because the structure of the organisation does not cater for the promotion of the NSDS requirements.

Outside the NSDS, the DCD held an unregistered, non-accredited presentation in January 2004 on CV-writing and interviewee skills. The latter targeted the lower levels to prepare them for future interviews within the Naval Dockyard. Of the 465 members in the dockyard, sixty attended, and the presenter was of the opinion that they only attended to get time off from work.

Successes and challenges

The implementation of the NDS programme has benefited the dockyard with SDF, moderators and evaluators. However, some challenges still exist and are discussed below.

Identifying the successes within the mentorship programme

The NDS has a comprehensive mentorship programme that has gone through the teething phases and this creates an opportunity for further implementation, with possible improvements being considered.

Currently the NDS has taken the initial step of training the existing trade training officers to complete the SDF, moderators' and evaluators' courses and as such have accredited personnel that are aligned with the NSDS and its legislation. In addition they have identified a number of mentors who have completed the first mentorship programme, which can be used as a baseline for improvements.

Trade training officers have been in existence in the NDS for an extensive period of time and hence these officers will fill the role of SDF at no additional costs to the organisation. This can be done by changing the post profiles and job descriptions. The Navy has in its organisation a credible ETD Policy which has identified the mentorship programme as one of the areas that can enhance the skills of the PSAPs.

Identifying the problems within the NDS mentorship programme

These problems can be identified within certain parameters, and these are:

- Within the NDS almost no communication exists in terms of awareness programmes;
- it would seem that no workplace skills plan exists for familiarising the employees, supervisors and managers with the various forms of legislation, the NSDS requirements and all its benefits.

- It would appear that a severe lack of communication exists in terms of implementation of this policy down to the lower levels by NDS and HR management.
- It would also appear that, prior to the implementation of the mentorship programme, no stakeholder involvement was considered, at NDS, which created problems with the implementation and the understanding of the purpose of the programme.
- The unsuccessful implementation of the mentorship programme highlighted the fact that the approach had been rather autocratic when a participative and consultative approach should have been considered to ensure buy-in from the employees.

A culture of excluding the employees from decision-making and consultation, and the absence of joint planning has resulted in the unsuccessful implementation of the mentorship programme.

In the absence of an adequate training budget, the NDS must link the Workplace Skills Plan to DIDTETA and tap into the resources that are available to it. It needs to register all the in-house training courses with SAQA, plan its training programme around the DODI, and ensure that it is linked to the NSDS. The NDS must also utilise the resources that it has available the absence of a realistic budget, for example the skilled people within the organisation.

The culture of the NDS will be put to the test when they start considering involving the stakeholders to ensure successful implementation of the programme. Leadership styles will be challenged as the NDS is not known for participative or consultative approaches, and hence change management could become quite an issue. Unilateral and autocratic styles have been the norm for a long time and so involving the employees with

regard to joint planning prior to implementation could result in resistance from management.

NSDS alignment requirement

The NDS must align the organisation with the NSDS by ensuring that their policies capture the relevance of the strategy. In order to achieve this they will have to ensure that the forms of legislation and the objectives within the strategy are covered within the NDS policies for ETD. Their HR department and line supervisors must also be made aware of these requirements and of the fact that the officers responsible for the implementation of the plan must include in it all the objectives that need to be achieved.

The NSDS identifies the place for South Africa to go and the path it will take to get there. To ensure that this initiative takes off, the appropriate legislation with regard to skills development is enshrined in the NSDS. This legislation is in the form of the SDA, SLA and the SAQA Act, which create the parameters for the organisations to operate in and which were discussed in detail in the previous chapter. The aim of this strategy is to get the economy and its people as an entirety to produce more and better.

In addition, the NSDS is about promoting equality for everyone, women and men, white and black, urban and rural, old and young. To this end the strategy identifies five objectives of which four can be associated with this study. The first of these is to develop a culture of high quality of lifelong learning. The White Paper on HR Management for the Public Service discusses management practices which should support an effective and efficient public service.

Bitzer (2005:172) suggests that the learning process should not be a temporary endeavour, but that it should span a lifetime, with learners involved in the process as unique, whole persons. "Adult basic education

and training (ABET) is the general conceptual foundation of a movement towards lifelong learning and development, comprising knowledge, skills and attitudes required for social, economic and political participation and transformation applicable to a range of contexts. ABET is flexible, developmental and targeted at the specific needs of particular audiences, and ideally provides access to nationally recognised certificates" (Human Capital Management, 2004:144). Secondly, the NSDS aims to foster skills development in the formal economy for productivity and growth.

Strong (2000:16) argues that the one of the benefits from the learnerships discussed in Chapter 2 would be an increase in productivity. This is crucial to building international competitive industries and therefore to attracting investment and sustaining and expanding employment. Thirdly, the NSDS aims to promote skills development for employability and sustainable livelihoods, through social development initiatives. As mentioned previously by White (2005:39), learning and development complement each other and are currently transforming communities. The final aim of the NSDS is to assist new entrants into employment (Budlender, 2001a:41).

4.3 Analysis of Research Objective 2: Organisational philosophy of the NDS regarding skills development

The DODI TRG/00001/1999: (2004:1–8) asserts that PSAPs within the NDS will be optimally trained, educated and developed. This will be in the interest of the individual and their organisation, ensuring the maintaining of certain required competencies designed to enhance effectiveness within the workplace. The ETD policy, in addition, focuses on promoting a culture of lifelong learning as it aligns itself to the NQF.

The aim of the NDS ETD policy is "to direct the ETD of the PSAP in the DoD in compliance with national legislation, DoD requirements and the needs of the PSAP workforce" (DODI TRG/00001/1999, 2004:3). As

explained in Chapter 2, the policy hopes to achieve, firstly, that ETD for the PSAP in the NDS be aligned with the DoD prescripts, legislation and the constitution. Secondly, that training and development be accredited, needs driven, outcomes-based, client focused, purposeful, appropriate, and transversal, and it must maintain an adult learning approach. The final policy aim is that the NDS ETD be aligned with a culture of lifelong learning, thus promoting one of the objectives of the NSDS (DODI TRG/00001/1999, 2004:4). The policy also insists that the competence gap must be identified and targeted in terms of the required training, to deliver the necessary outcomes.

The DODI text further suggests that ETD will be promoted in terms of the NDS EO/AA policy (DODI TRG/00001/1999, 2004:5). Finally, it states that the ETD of all PSAPs mentioned within the document must be aligned with the relevant legislation and regulations e.g. SDA, the White Paper on Public Service Training and Education, SAQA, the Department of Public Service and Administration, the PSR, NSDS and the Human Resource Development Strategy for the Public Service. It concludes by arguing that ETD needs shall be determined by the NDS SDF and must be included in the NDS workplace skills plan (DODI TRG/00001/1999, 2004:6).

According to Hendricks (2005:20), training within an organisation is important, to ensure best return on its investment through its employees. The main purpose of training is to achieve change and improvement in the skills, experience, knowledge and behaviour of employees. This will improve the employees' efficiency and effectiveness and thus enhance productivity in the NDS.

Hendricks (2005:21) also argues that training should operate as a separate function and be part of the relevant human resources department, due to the different levels of training of its employees. The responsibility of the training manager is to manage the training function,

which includes organising, planning controlling and financial management. However, it is the responsibility of the supervisor, the individual employee, and the SDF to ensure that their 'skills gap' is identified, and then the relevant steps can be taken to plan for training.

According to Babb (2000a:32–33), the new education and training dispensation requires that a company have a holistic skills development plan for identifying, planning and implementing education and training throughout the company to align itself to Human Resource Development (HRD) practices. Many companies analyse their skills needs in order of priority across the various functional areas. Without such a skills plan, Implementation becomes virtually impossible, and remains largely irrelevant to the business.

Swanepoel et al. (2000:497) insist that the reason training fails is very often the lack of a systematically developed training model. He further advocate that the two main areas that should be covered in the model are the needs assessment phase, and the training and evaluation phase. Thus, this will ensure that the gap in terms of skills is identified and that the core business of the organisation is enhanced. Hence the contribution with regard to skills development by the company is important.

The Skills Development Levies Act says that companies that fall within certain categories are compelled to contribute a certain percentage of their wage bill. This will be used for the development of the workforce, and for social projects. The government hopes that this will contribute towards the building of the economy by means of creating jobs, and will enhance the opportunity of alleviating poverty. This in turn will lead to the development of individuals and organisations (Skills Development Levies Act, 1999:1–22).

The SAQA Act advocates that all training must be accredited and registered through SAQA. The Act was created to ensure that we have one system of training and development, and that all accredited qualification that is achieved will be recognised and accepted nationally (South African Qualification Authority Act, 1995:1-7).

The Employment Equity Act indicates that training and development will encompass fairness, to the extent of promoting development and efficiency in the workplace. The Act suggests that the SDA must be implemented with the EEA as a supporting document, thus ensuring that disadvantaged individuals get preference when it comes to skills development (Employment Equity Act, 1998:1-55).

Johnnie (1993:5) looks into formal education and how it contributes to the development of human resource in organisations. The text further goes on to say that formal education has contributed significantly in developing the workplace skills of employees in areas such as communication leadership, motivation, job design, and labour law. The author argues that formal education is required to organise work in a systematic manner. He further advocates that education is the pillar on which the "wheel" organisations are made to spin (ibid.).

Reinhart (2000:20) addresses the question of whether there is an anti-performance movement afoot, and whether the HRD profession can afford to move backward to focus only on learning, when it made a breakthrough in the past twenty years. In addition, the author raises the question of whether there are still people who do not understand that learning is an integral part of performance. This author believes that to leap over barriers to performance, certain actions must be taken. These are, reviewing barriers identified in analysis, formulating a priority list of possible solutions, developing plans of actions, and the implementing, tracking and analysis of such plans with the detailing of each step (ibid.).

We live and function in what has come to be known as the information age, an era that is replacing the industrial age. As working practices change, organisations are forced to re-evaluate the concept of what work involves. Competency, in the broadest sense of the word, has always included having the skills, knowledge, ability and attitude to perform certain functions. However a need exists to define this competency more closely, so that it can be identified and included in the right kind of training and development

Babb (2000c:46–47) believes that one should develop employees in core and life-skills that impact on their personal growth, and contribute towards a better family life, thus enhancing motivation and improving productivity. In October 1999 a requirement by organisations to appoint a Skills Development Facilitator to fulfil the role of internal co-ordinator of the skills development strategy was released in a draft regulation.

By meeting the SDF requirement, companies recover a portion of their levies from the SETA. By May 2000 the skills development facilitator must be appointed as the internal skills-planner and serve as the conduit for the SETA. The nominated person plays a significant role in analysing and interpreting the skills requirements of their organisation, and enables the organisation to claim a portion of their skills grant. For an organisation to achieve an increase in the effectiveness of its skills development strategy, the nomination of the skills facilitator is most critical – as identified by Babb (2000c :46–47).

Harvard (2000:42–43) argues that the rewards in increased productivity are huge, although this may seem like a lot of extra work at the time. The extra work that the author is referring to is the accreditation and the registration of relevant courses, the completion of a workplace skills plan, and the subsequent claiming of skills grants.

It would seem that although the NDS as an organisation wants to see an increase in productivity and profits, it considers the skills development of its people to be too much of an effort. After investing millions in skills planning, NQF alignment and increased productivity, organisations will often expect to see a return of up to three times what they invested. Finally, claiming back the training grant is not compulsory, although levy payments are. There are no legal fines involved if you do not submit a skills plan, appoint a facilitator, or training review at the end of the financial year.

What is construed as a threat, however, is competitors who have realised that a system of developing the skills of their workforce is essential. Employees who are not be able to receive proper certification or training guidance from their employers will become increasingly unhappy and quite possibly de-motivated.

Grant issues and levies aside, it pays to develop your most important asset – your staff (Harvard, 2000:42–43).

Critique of the skills development philosophy

ETD policy advocates that an organisation needs to be aligned to the NSDS and its legislation, but it would seem that not much is being done at NDS. In addition it would appear that the people on the ground floor level have never been consulted or communicated with in terms of this policy implementation, which would confirm their lack of knowledge and the unsuccessful implementation of the ETD policy. The policy alludes to the gap that must be identified in terms of competencies, and to the training required to fill that gap. This implies that a workplace skills plan must be formulated, but the NDS does not meet this basic requirement, demonstrating again why this policy implementation has not been successful.

Challenges for Public Service Training and Education (PSTE)

The challenges facing the public service within the training and educational environment are, firstly, the requirement to attain an increase in productivity sufficient to achieve the twin and potentially conflicting goals of improved service delivery (the introduction of the Batho Pele Principles) and fiscal restraint (PSTE, 1997:20).

Second is the necessity to create a system of Public Service Training and Education (PSTE) that is convenient for all levels of personnel (senior management, middle management and professional staff, and the front-line workers), and able to meet its specific and distinctive requirements.

Last is the requirement to substitute the existing fragmented system of PSTE with a more coherent and co-ordinated one, without resorting to a highly centralised and prescriptive framework which could easily result in merely replacing one set of inefficiencies with another (PSTE, 1997:18).

✓ 4.3 **Analysis of Research Objective 3: *Benefits to the NDS of effective skills development strategy***

Opportunities within the public service are presented through the NSDS and through the NQF. In particular the NSDS caters for a multiplicity of providers who need to function within a uniform qualification framework. It allows for the creation of Sectoral Education and Training Organisations that develop qualification specifications directly relevant to the sector, but consistent as well with the NQF in general (PSTE, 1997:18)

Osborne (2001:10) suggests that the word 'skills' refers to competencies. Briersley (2003:9) sees 'development' as referring to a process. Budlender (2001a:56) defines skills development as "promoting knowledge and the ability to do things".

Merts (2005:4) defines competence as the capacity for continuous performance within a specified range and context, resulting from the

integration of a number of capabilities. He goes on to say that competence is demonstrated as the capability to recognise when concepts from the academic disciplines, as well as real-world experiences, are applicable to different contexts. For the purpose of this study the researcher accepts that skills development refers to a process of growing and advancing in the appropriate competencies, through training and development.

Taylor (1998:196–205) believes that the accomplishment of an organisation is measured by how successfully progress is made by its people towards achieving its goals and objectives. However, most companies today function in fast-changing and competitive environments, and these unpredictable conditions are likely to affect the internal operations of any organisation. As a result, established competence and skills can become obsolete. Effective and appropriate competencies can improve an organisation's performance.

Thus the situation calls for strategic managers to ensure that their competencies and organisational skills remain of an appropriate mix and measure, and they need to constantly develop and renew the skills and capabilities of their workforce. Recognising which skills need updating is not easy but is very necessary. Recognising those skills quickly is even harder. It could prove useful if an easy-to-follow framework could be adapted at the various levels within the organisation's structure, acting as a consistent and relatively speedy format for analysing the organisation's resources, capabilities and development needs (Taylor, 1998:196–205).

The benefits of the skills strategy for employers

A trained workforce will benefit both the employer and the employee. Individual workers benefit, and so does society, due to increase or improvement in outputs that will increase the tax revenue of the country, thus creating more funds to be distributed for the development of the country's infrastructure and thus fuel more growth (Budlender, 2001e:2-3).

There will be an increase in turnover when workers are able to interact positively with the people they must deal with, and are able to exploit technology and in so doing be willing to recognise and take advantage of new ways of doing things and promote prospects. These outcomes can translate into improved profits and growth if employees' skills are improved.

Improving the skills of workers can lead to activities that reduce the expenses of the organisation. These activities could include detecting faults, solving problems smartly, undertaking routine maintenance, making fewer ignorant errors, and fewer breakages. Employees can also address client grievances in away that develops relationships (ibid).

When an awareness of commitment to skills development by the employer is present throughout an organisation it could lead to workers staying longer with the company. They would be likely to express their satisfaction to other skilled workers and thus promote a positive working environment. This would make possible further recruitment and this could encourage employees to extend their efforts way above what would normally be expected of them. Such positive culture and team effort would be identified and noticed by clients and customers who normally respond well to people having good group dynamics (ibid).

The possibility strongly exists, that the employer will be refunded if they train their employees and meet the necessary requirement of the SDA. Even those employers that refuse to train will also benefit from the organisations that do train, as the market will have more competent people to recruit from (ibid).

Critique of learnerships

In the past, in certain trades and industries, training periods and apprenticeships have typically taken four to five years. This has now very

often been reduced to learnerships of a mere couple of months, and industry is questioning the competence of the individuals who come from these learnerships. Most of these learnerships are short courses, and most of the learners never go back to complete their training. Companies that are contributing levies are not really capitalising on training via the SETAs as they cannot easily afford for their staff to be away from work.

The benefits of learnerships

Employees trained through effective learnerships that operate without hindrances and produce competent learners who have been well trained and are properly qualified could have an immense effect on the NDS and, ultimately, on the economy of South Africa.

It would seem that, in the absence of learnerships, the skills shortages that currently plague our economy will worsen and indeed will not be overcome. The companies that employ these learners will benefit by producing better products at a cheaper rate, due to the quality of the workers whose training has been designed for a specific purpose. This training would be accredited and approved through SAQA and the NQF, so the employees would benefit as well as the organisation itself, and be enhanced in their personal capacity, since the qualification that they acquire is recognised and regarded as being a measurable qualification. This would bring about a growth in work standards, and job satisfaction would be improved as the learner would feel good about himself or herself.

Challenges facing the learnership programme

The challenges that face the learnership programme can be summed up in the following two questions which compare current learnership programmes with the previous apprenticeship system: Do leadership programmes ensure that individuals go on follow-up courses to further improve their competency levels? Are the SETAs running these programmes within a realistic period, to ensure that the learners do not forget what they have acquired.

Critique of mentorship

The benefits of a mentorship to an organisation can be discussed within the parameters of six distinct elements, viz. integration of the individual, decrease in personnel turnover, organisational communication, leadership and management development, productivity, and command succession (Van Eck, 2001:6). These are now discussed in more detail, as explained by Van Eck (*ibid.*).

Firstly, integrating the individual into the organisation assists the incumbent to accept its values and objectives, as well as helping him or her to feel part of the organisation.

Secondly, there is a decrease in turnover of personnel, as the mentors promote the protégés by giving positive feedback and having good work and human relations. Thus the mentee is more inclined to remain with the organisation.

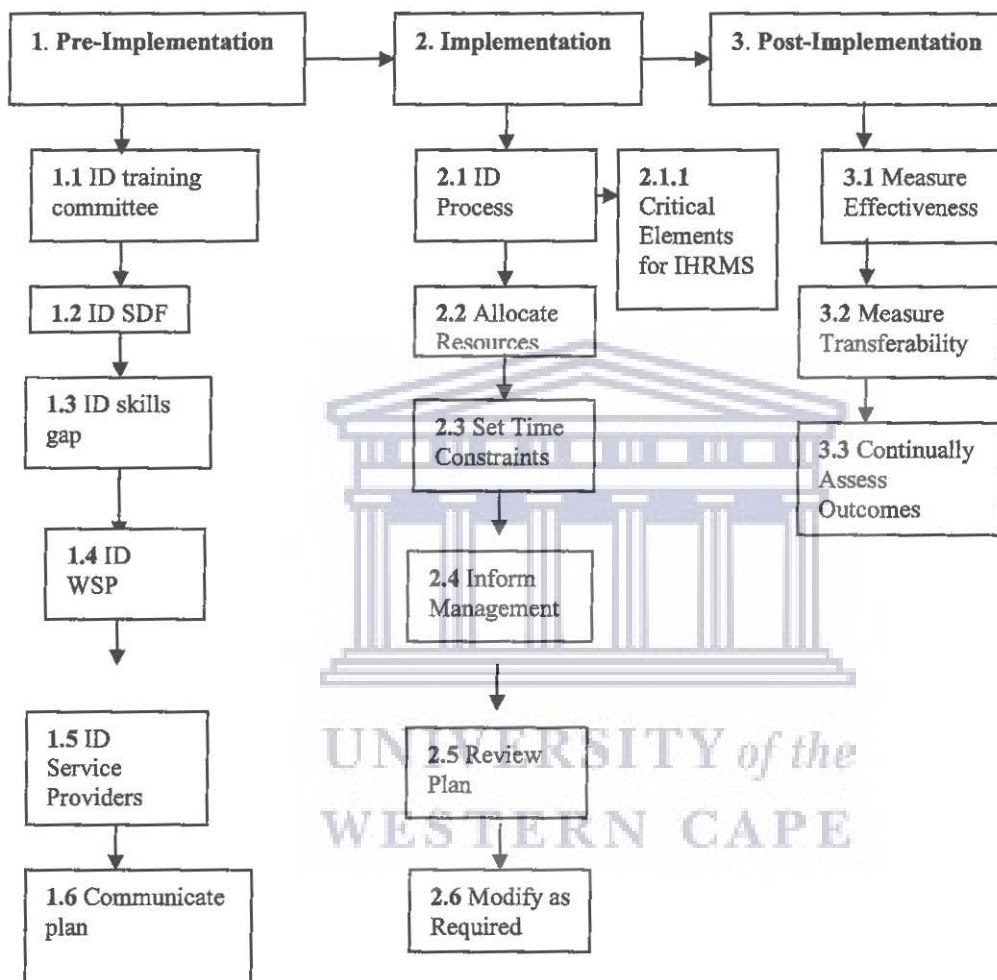
Thirdly, two-way communication is developed within the organisation, and this is seen or identified as the perfect tool with regard to relationships within the organisation.

Fourthly, mentorship within the organisation assists with management development and leadership gets transferred in a structured manner.

Pen-ultimately, due to the improvement in skill levels and confidence, the mentor improves the productivity associated with the protégé that would otherwise take much longer to materialise.

Finally, the process of succession is placed in a structured way as the transfer of skill goes from the mentor to the protégé. At the same time the culture and values are being transferred to promote succession.

4.5 Analysis of Research Objective 4: Model for effective implementation of skills development at the NDS



In order for this study to propose a model for the effective implementation of skills development at the NDS, it is imperative that ETD policies and their processes and procedures are in place. However the NDS still needs to take these policies and procedures fully on board, and put a plan of action in place to ensure that they become a reality, and that the people benefit from this initiative. The skills gap must first be identified. Then a formal workplace skills plan needs to be constructed and activated within each discipline in the NDS. A resulting implementation plan can then be formulated.

The research highlighted a number of areas that are vital if implementation is to be successful. The NDS needs to put in place a proper communication plan whereby all the employees are involved with its implementation, by way of consultation and negotiation, to ensure that there is buy-in from the employees.

DODI process and procedures for ETD

The DODI TRG/00001/2003 (2004:7) suggests that a Human Resource Development Strategy (HRDS), based on competence management, must be created, within the framework of an Integrated Human Resource Management System (IHRMS) in the DoD. The DODI document advocates that the following sub-headings are important to finalise such an IHRMS. This policy supports the views of the author's perception of the theoretical literature in terms of providing a culture of lifelong learning.

The critical elements for IHRMS being proposed are:

IHRMS

When assessing, identifying and addressing development, needs competencies should be used as framework. By recognising a common language for debate around the components of the IHRM system, competencies assist managers in understanding what needs to be done to increase the performance of their people.

Human resource development

The IHRM system aims to guarantee that learning is aligned with the needs of the DoD departments, individuals, and the public service as a whole. It directs personal development by certifying competence for present as well as future positions. When integrated with the NQF, the IHRMS guarantees that employees are acknowledged for the competencies they have demonstrated in the workplace, with portable and nationally-accepted qualifications.

Performance management

The IHRMS makes sure that performance is successfully managed, according to specific job needs and objectives. This is accomplished in terms of clearly-defined measures, standards and objectives, effective coaching and feedback sessions, specific and clear development plans, and assessment.

Recruitment and selection

The IHRMS enhances the recruitment and selection processes. By and large it presents HR practitioners with a structure of objective criteria designed to direct these processes, so that candidates with the necessary competencies are identified and selected.

Succession and career planning

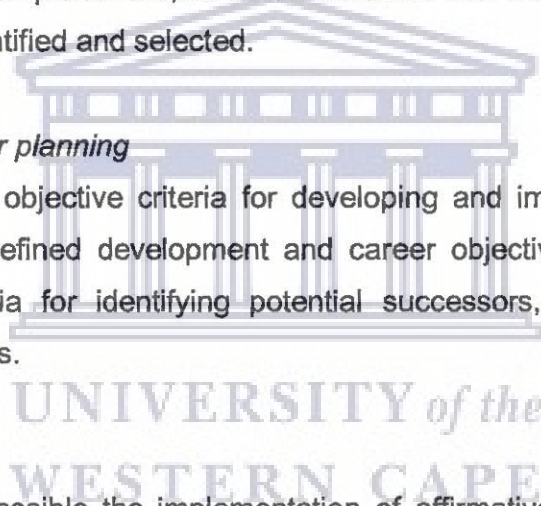
The IHRMS sets out objective criteria for developing and implementing focused and clearly-defined development and career objectives. It also offers objective criteria for identifying potential successors, based on essential competencies.

Employment equity

The IHRMS makes possible the implementation of affirmative action by providing fair and objective parameters for employment equity. It offers a way of managing career expectations through the creation and implementation of an effective development process.

Remuneration

The IHRMS assists the process of measuring and evaluating jobs through the competency process and thereby restructures the remuneration process.



Reward and recognition

The reward procedure is designed to align employees' conduct to organisational objectives by identifying service excellence. The IHRMS makes this process easy and aligns it with the performance management and remuneration processes.

Employee relations

Whilst understanding the strategic value that the IHRMS provides to the public service and the departments, it is important to see how it facilitates the attainment and evaluation of the vision and mission of the public service.

Implementation of the Workplace Skills Plan

In order to implement a workplace skills plan (WSP), certain categories, criteria and steps must be considered, to ensure its successful implementation. A workplace skills plan (or 'template') requires that certain elements be in place to facilitate its successful implementation (see Appendix A). Besides the communication of the plan to the lowest levels, the plan must be taken and presented to all employees. This should be done via consultation and participation by the relevant role-players, to ensure buy-in. This will subsequently contribute towards the successful implementation of the plan (Mentornet, 2003:1–19).

The steps within the implementation process can be divided into three specific phases: pre-implementation, implementation and post-implementation.

Pre-implementation phase

During the pre-implementation phase, various criteria need to be considered, for example the identification of a training committee to ensure that a proper structure for implementation and monitoring exists. The

identification of the SDF and assessors, complete with their responsibilities, must be clarified. Identification of the skills gap must be done to ensure that the training is focused in the correct area, and this must be aligned with the organisation's core business, business plan and skills plan. In addition, training must be planned to be in line with the demands of the NSDS.

Once the skills gap has been identified, the necessary WSP must be formulated by the SDF, employees and management. The identification of service providers, internal and external, must be concluded and, prior to implementation, the correct approach must be decided upon. Pre-implementation also includes the communication of the plan to all employees, and their education about the NSDS and its legislation.

Implementation phase

Once all the pre-implementation preparation work has been done, the plan of action must be implemented. A proper process must be completed by identifying exactly what, how, by whom and why it will be done. This plan will have resources allocated to it, and time constraints must be set, by means of start and completion dates. Included in this plan will be the 'milestones' and the 'measurables'.

Part of the action plan will include informing the employees as to what the organisation wishes to achieve and how they are going to achieve it. During this phase feedback from learners, during and after learning opportunities, will be gathered to apprise management of any obstacles that could obstruct the successful implementation of the policy. This will be a requirement, and one of the milestones is to have frequent progress meetings (using the WSP template as a guide), have continuous reviews of existing plans, update plans as needed, and subsequently modify them to suit the organisation's culture and core business.

Post-implementation phase

The final phase is a very important stage as this is where it will be determined whether or not the objectives have been met. During this stage the effectiveness of the training and development must be measured, and thereafter linked to strategic objectives. This should result in a successful implementation of the WSP. In addition, acknowledgement must be given to those involved.

Here the organisation would in addition measure whether training and development have been transferred through the knowledge and skills that were acquired, and continually assess outcomes of the WSP, with the compilation of an annual training report. This stage is considered as the monitoring stage.

4.6 Analysis of Research Objective 5: A measurement of the perceptions of current skills development strategies in the NDS

This study focused on the NDS staff's perception in terms of the workers' knowledge of skills legislation, ETD, and the NSDS as a skills development initiative. It further measured the employees' perception of their immediate supervisor and their managers with regard to skills development. Then their perception of their line supervisor's knowledge on skills development legislation was determined, as well as their opinions as to how the company viewed the importance of development in terms of the NSDS.

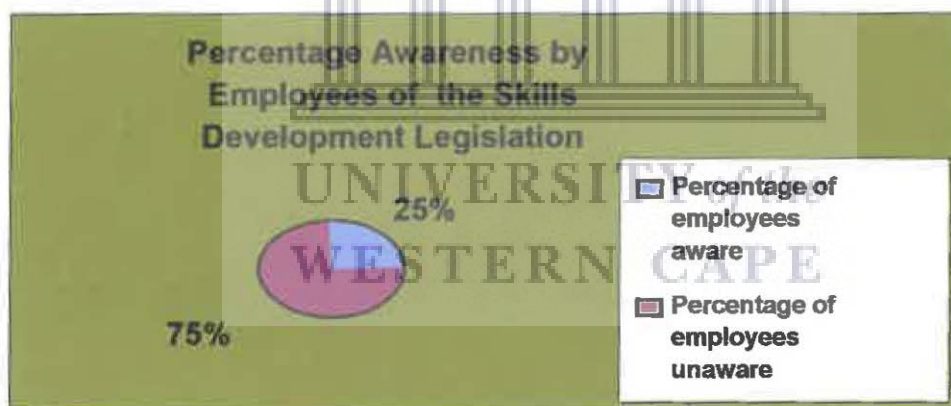
The analysis further attempted to establish whether skills development in the NDS was aligned with the NSDS, SDA, SDLA and SAQA and the ETD policies – as mentioned earlier. The researcher rated the responses from the questionnaires in terms of ETD and skills development according to the theoretical perspectives discussed in Chapter 2. It considered prospects for future skills development at NDS in terms of HR practices and the DODI on ETD.

interview
w/s

The analysis examined whether the NDS was aware of the benefits of the relevant SETAs and whether management viewed skills development as an important aspect of HRD, enhancing economic development through skills development. This section showed what the reality was within the NDS with regard to skills development as seen by the employees and in addition, showed where the gaps were and where the NDS must focus their training and development in terms of ETD policies to ensure that they are within legislation requirements.

The results within this chapter assisted the researcher in formulating an appropriate conclusion and in making the necessary recommendations to assist the NDS with regard to bringing the organisation into line with statutory requirements, at the same time creating a more effective and efficient workforce. In addition, the results determined whether the issues in the theoretical framework were being addressed (see Appendix B).

Workers' perception of their knowledge of skills legislation



The literature regards the SDA, SDLA and SAQA as the key forms of legislation that will influence ETD. The Constitution of South Africa states that each and every person has a basic right to education and that career development is one of the basic values and principles governing public administration. In terms of the DODI on ETD, these forms of legislation are part of the parameters of the policy. Human Resources management within the NDS is supposed to make the employees aware, through their

ETD policies or HR plan, of the relevance of the legislation that governs the NSDS.

The PSA advocates, and in addition all the ETD policies in the NDS state, that HR must be considered to be the most important asset of any organisation, and that ETD must be taken seriously, as confirmed in the literature. The responses detailed below bring into question the issue of whether such a plan exists at all at NDS, and whether knowledge of such a plan is being allowed to filter from the HR department down to the lowest levels of production through the relevant HR and ETD policies.

The next sections deal in some detail with the results of the questionnaire. Question 29 is about being educated via the SDLA skills development levy. However the results show that 73 per cent of the responses leaned towards not being aware of the skills development levies contributions. The subsequent interviews rated the awareness of the respondents with regard to question 30. Appendix B shows the interview results. In this case, the table indicates that 75 per cent were either unsure or did not know about the legislation that drives skills development.

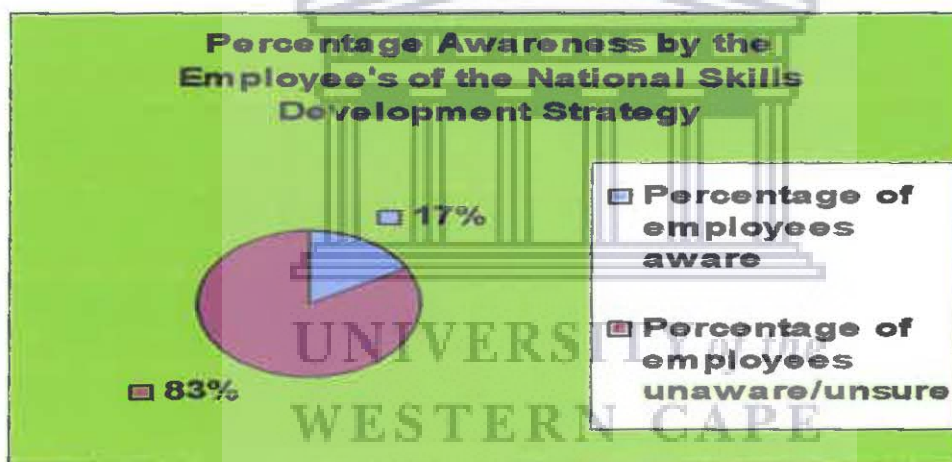
The results of question 31 are a clear indication that there is a problem within the NDS in connection with informing employees about the SDLA. This is verified by the 82 per cent which leaned towards the negative. The interviews showed that there is a lot of confusion within the dockyard environment, particularly since the news of the impending takeover of the management function by Armscor. This impacts on the morale and motivation of the employees, due to the uncertainty of their futures, which in return impacts on productivity.

The impact of the low levels of morale is indicated by the unacceptably high levels of absenteeism, in sick leave, delays on jobs, mistakes on jobs, and projects running in the red. Secondly, the interview transcription text

shows that opportunity for growth is generally regarded as fair. Finally, a major problem is lack of awareness of the skills development legislation: communication within the NDS is non-existent with regard to awareness of training and other development programmes.

As mentioned in the literature, the PSA says that the above-mentioned legislation must be included in an organisation's policies (PSA 1994:1–30). The question that should then be asked is: why do NDS have all these ETD policies but the employees are not aware of it? The NSDS suggests that the SDLA, SDA and SAQA have been put in place to ensure that this initiative become a reality, thus implying that the legislation will bring about the desired parameters for ETD.

Workers' perception of their knowledge of the NSDS



The NSDS focuses on five specific objectives, in order to create employment and to improve the skill levels of the existing workforce and the unemployed. The DODI TRG/00001/1999 (2004:1–8) regards the NSDS as an initiative that promotes a culture of lifelong learning, as discussed in the literature.

The SDA (1998:1–34) identified learnerships as the most appropriate way of addressing the current skills problem. Skills development is to be funded by the skills development levy through the relevant SETAs, as

identified by the SDLA. This funding comes from selected companies that meet certain criteria – as has already been explained.

The SAQA (1995:1–7) states that all formal training must be registered and accredited before recognition of prior learning can be established. The text shows that a programme in the NDS known as 'mentorship' has been implemented. However, the fact that this is associated with skills development and is regarded as part of the NSDS initiative is unknown to the NDS employees.

The DODI literature on NDS ETD policies mentions that the parameters for ETD come from the NSDS and its appropriate legislation. Part of the DoD HR plan is to inform the relevant parties, to ensure awareness of what government is trying to achieve. The ETD policies that NDS is supposed to use for ETD are aligned to the NSDS, as referred to in the literature. The interviews conducted in this study show that not much is known about the NSDS.

The investigation showed that 74 per cent of respondents did not know what learnerships were, and 23 per cent indicated that they did know, as shown in question 3.

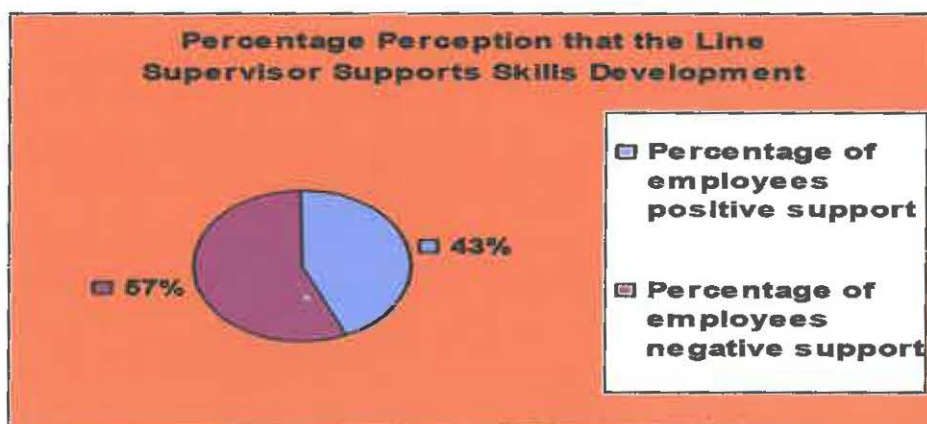
The interview indicates that 23 per cent of respondents said they knew what mentorship was, and 77 per cent said they did not know. The results for question 25 show 24 per cent agreed, 30 per cent were unsure, 30 per cent disagreed and 16 per cent 'strongly disagreed' about their being aware of SETAs.

This is another point of concern, as a full 30 per cent of respondents indicated that they were unsure of their own knowledge of SETAs, indicating neither yes or no, and 46 per cent leaned strongly towards 'not knowing'.

The employees responded in the following manner to question 26, 5 per cent strongly agreed, 14 per cent agreed, 34 per cent were unsure, 27 per cent disagreed, and 20 per cent strongly disagreed that they knew which SETA they belonged to. Question 26 shows results pertaining to the co-ordination of learnerships. The respondents delivered the following results: 20 per cent agreed, 30 per cent were unsure, 34 per cent disagreed and 16 per cent strongly disagreed that they were aware of who co-ordinated learnerships.

The respondents made their awareness of the NSDS known in the following manner: 17 per cent agreed, 31 per cent were unsure, 38 per cent disagreed and 14 per cent strongly disagreed that they know about the initiative. The questionnaires showed the lack of awareness and the inability of the NDS management structure to appreciate the importance of informing the employees, even though all the relevant information pertaining to the NSDS is mentioned in the DODI literature. In summary, the shocking response of non-awareness of the NSDS leads to the deduction that government, or the NDS HR department, is not doing enough to ensure that the message is getting into the workplace.

Workers' perception of line supervisors' support for skills development



The DODI literature implies that supervisors have a certain level of responsibility with regard to ensuring that the relevant competencies are identified, by ensuring that a skills assessment is done to identify the relevant skills gap. Then they need to formulate a plan to assist the HR department in requesting that the proper training gets done. This is to ensure that the objectives of the organisation are met through its employees being competent and able to provide the proper service (Hendricks, 2005:11).

The interviews somehow seem to paint a different picture. The survey shows that the perceptions of the employees in terms of their supervisors recognising the skills they had acquired were: 7 per cent strongly agreed, 33 per cent agreed, 14 per cent were unsure, 29 per cent disagreed, and 17 per cent strongly disagreed. The area of concern lies within question 11, which shows that the employees have the perception that the skills they acquire are not recognised by their supervisor, and that 60 per cent are of the opinion that they do not receive recognition which would improve productivity, boost motivation, and morale.

In question 12 the respondents' perceptions with regards to not being encouraged to apply newly-acquired skills within the workplace was: 36 per cent never, 50 per cent sometimes and 14 per cent always. The negative 86 per cent gives an indication that skills development and the implementation thereof is not considered an important aspect in the NDS. This issue must be addressed.

The respondents rated their supervisors with regard to coaching in the following manner: 39 per cent never, 46 per cent sometimes, and 16 per cent felt always. Question 13 indicates that the areas of concern are the 85 per cent, where the supervisors do not show support to the staff thus not enhancing their skills, and aligning the organisation to the NSDS. In question 16 the staff rated their supervisors with regard to developing their

own skills as the following: 14 per cent strongly agreed, 29 per cent agreed, 21 per cent were unsure, 20 per cent disagreed and 16 per cent strongly disagreed. This shows 57 per cent seeming to lean towards thinking that their supervisors are not interested in developing skills. This is a point of concern, as lifelong learning is part of the NSDS – as mentioned in the NSDS itself and by other authors in the literature.

The respondents reacted in the following manner to question 24: 16 per cent agreed, 17 per cent were unsure, 32 per cent disagreed, and 35 per cent strongly disagreed. This is a point of concern as the majority 65 per cent was leaning strongly towards the saying that the supervisor does not seem to realise the importance of education and development. This gives an indication of lack of knowledge pertaining to the NSDS, NDS and ETD policies and their benefits.

In question 36 the respondents rated their supervisor in the following manner: 4 per cent agreed, 6 per cent were unsure, 50 per cent disagreed, and 40 per cent strongly disagreed that the supervisor discussed the Act with them. As the majority is leaning towards the unacceptable area, this is a point of concern that must be corrected. This area also highlights the limited responses received by the supervisors. Human Resources at NDS must make a point of empowering the supervisors, and the rest of the employees, regarding the NSDS initiative and the NDS ETD policies that DoD has embarked on, and the reasons why this has been done. There needs to be more focusing on improving skills levels, within the NDS.

Prior to the researcher's presentations to NDS staff, it became clear that the majority of supervisors and the production staff had very little or no idea as to what the NSDS and the legislation that regulates skills development are all about. The results of question 37 show that it is imperative that communication pertaining to employee enlightenment on

the SDLA be taken to the relevant people. This would be to ensure that the NDS becomes aligned with government vision, and that the organisation and its people benefit from the NSDS. The results clearly lean towards an unacceptable position related to the percentages of 4 per cent agreeing, 6 per cent being unsure, 56 per cent disagreeing, and 34 per cent strongly disagreeing that the supervisor discussed the SDLA with them.

The lack of awareness or importance placed on the transfer of knowledge is evident in the results of question 38: 3 per cent agreed, 9 per cent were unsure, 56 per cent disagreed, and 33 per cent strongly disagreed that the NSDS is discussed with the staff. From the supervisors' responses it can be said that the lack of talk about the strategy which government is embarking on is due to a lack of relevant knowledge by the supervisors. Human Resources can solve this, by means of taking the strategy into the workplace and explaining to the people how they fit into the bigger picture, and how each individual and the organisation can benefit from it.

Grobler et al. (2002:12) state that the most important function of an HR department is to ensure that human resources are managed in the most effective way. In order for that to happen, the employees must be equipped with the competencies necessary for delivering the required quality of service, hence the need for skills development.

The rating established from question 39 is that 3 per cent strongly agreed, 26 per cent agreed, 44 per cent were unsure, 10 per cent disagreed, and 17 per cent strongly disagreed that the supervisors were aware of learnerships. Previous results, and the researcher's own experience, have shown that knowledge of the NSDS is quite limited or even non-existent. Based on that fact, one deduces that no real thought went into answering this question, as the results show that the awareness indicators lean more

towards the positive. However the perception at the presentation indicated more towards the negative.

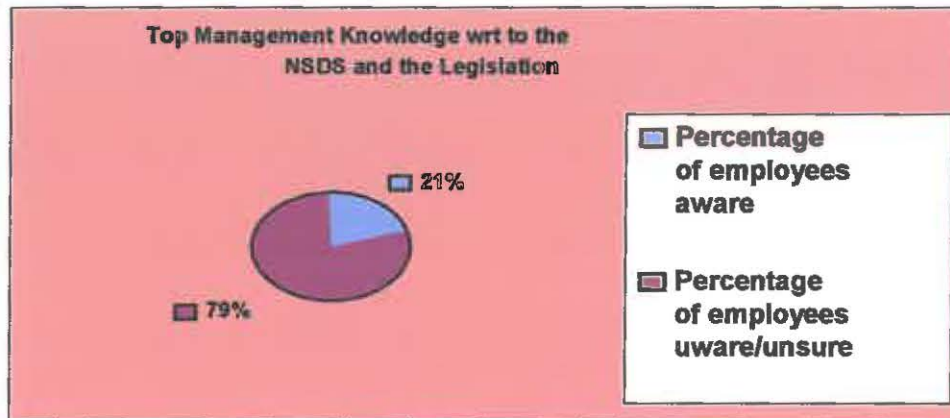
Informing employees must therefore be part of the NDS communication plan. The 61 per cent majority, as stated in question 40, who said that the identification of individuals' training needs is not given much consideration, send a two-fold message. It is either that the organisation's interests are considered first, or that the supervisor is not aligning the individuals to the requirement of policy. It should be noted that, due to the decentralisation of that particular Human Resources function, the supervisor is responsible for identifying training requirements and budgeting for their needs.

The result read as follows, 12 per cent strongly agreed, 17 per cent agreed, 10 per cent were unsure, 34 per cent disagreed, and 27 per cent strongly disagreed in terms of individual's training needs being identified. Accountability must be implemented at this level of responsibility to ensure that constant learning takes place, and that this enhances productivity.

Strong (2000:16) believes that one of the benefits associated with learnerships is increase in productivity. The questionnaire results show that the NDS supervisors did not support skills development implementation in the workplace, as identified by their lack of knowledge of the NSDS and the ETD policies and its benefits to both organisation and individuals. The effect of training must be seen as a positive in the workplace. Although the employees indicated that they see themselves as assets to the organisation, this is dampened by the attitude of the supervisors who do not lead by example. This behaviour is indeed supported by the absence of a Workplace Skills Plan.

important

Workers' perception of how top management supports skills development



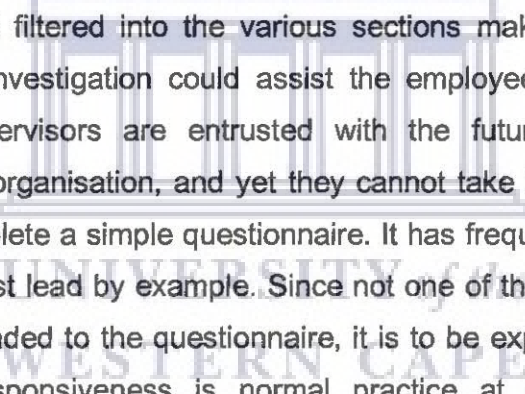
The White Paper on HRM for the Public Service (PSTE, 1997:5) advocates that those that have been tasked to manage people must be responsible, and that their tasks should be regarded as significant and must be done in a professional manner. Taylor (1998:196–205) suggests that an organisation's success will be determined by the progress the staff make towards the goals and objectives of the organisation. Hence the emphasis is on the role of management to ensure that they are well informed about ETD, to enhance the organisation.

The supervisors that were spoken to are exposed to the same scenario as the production staff, in which the researcher gave presentations prior to the completion of the questionnaire, because he realised, from many informal interviews, that not much was known about the topic of the study. Various levels of supervisors and managers were present at the presentations. Of the 59 supervisors and managers who received the questionnaire, 24 per cent (14) returned the completed questionnaire, even after various attempts and visits by the researcher to retrieve them.

The new function and role of the DoD Human Resource Management have a more strategic focus than previously. Human resource management pertaining to education and training has been decentralised,

so that the line manager is responsible for identifying education and training needs and for budgeting for them, according to the Public Service Regulations.

Having said the above and taking into account the relevant non-responsiveness from the majority of the supervisors, one can understand the frustration of the production staff. It is quite concerning, when the managers within the organisation had been requested by the General Manager to make themselves and their staff available to the mini-thesis investigation, that the directive was not acknowledged by the relevant supervisors.

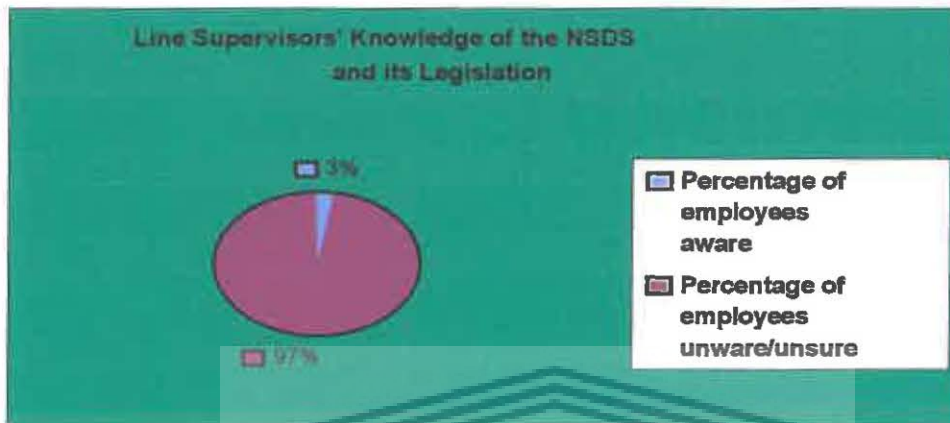


The memorandum that filtered into the various sections makes it quite clear as to how this investigation could assist the employees and the organisation. The supervisors are entrusted with the future of their employees and of the organisation, and yet they cannot take the time or make the effort to complete a simple questionnaire. It has frequently been advocated that one must lead by example. Since not one of the division's upper managers responded to the questionnaire, it is to be expected that the culture of non-responsiveness is normal practice at NDS. The researcher did not evaluate and obtain a realistic and acceptable rating as to how the supervisors scored against training and development needs. However, what has been realised is that of the 24 per cent of senior staff who responded, only 21 per cent (3) have some idea as to what learnerships, SETAs, NSDS, SAQA, SDA and SDLA are about. The rest have no idea of what the legislation pertaining to skills development is about – which is the main focus in this report. In addition, of the 14 returns only 2 knew who was co-ordinating training and development in the NDS.

Hence, one deduces that there is a major concern about the amount of knowledge these supervisors and the rest have, and the importance they

place on skills development and the interest of the employees and the organisation as a whole.

Workers' perception of line supervisor's knowledge of skills development legislation and initiatives



The DODI TRG/00001/1999 (2004:3) states that ETD for the PSAPs in organisations such as the NDS must be aligned with the DOD prescripts, which use the NSDS and its legislation as parameters for the ETD policy. The theory in the text suggests that supervisors play a strategic role, as they are regarded as the most appropriate people to identify the required competencies, as was mentioned earlier. The DoD ETD policies have been compiled by its HR Department, in consultation with functional area management, to ensure that the plan to empower employees in terms of developing the appropriate skills is in line with promoting DoD strategic objectives. Hence the need exists for the supervisors in the NDS to be knowledgeable on the NSDS and the related legislation. The results of this study question whether the NDS supervisors can be regarded as the most suitable individuals to ensure that ETD gets implemented within the organisation.

The respondents rated the supervisor in question 36 in the following way: 4 per cent agreed, 6 per cent were unsure, 50 per cent disagreed, and 40 per cent strongly disagreed, that the supervisor discussed the SDA with them. The majority leaning towards the unacceptable area makes this a

point of concern that must be corrected. This area was also highlighted by the limited responses received by the supervisors.

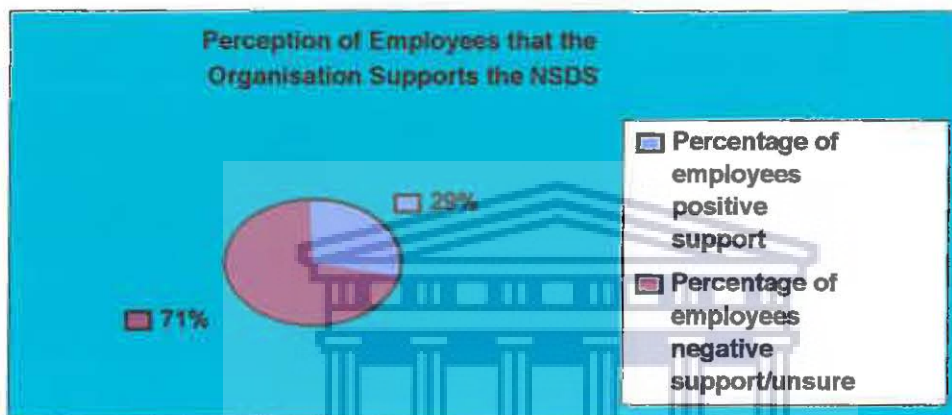
As has already been stated, prior to the presentations, it came to light that the majority of supervisors and production staff had very little or no idea as to what the NSDS and the legislation that regulates skills development, are about. Based on the results of question 37, it can be seen as imperative that communication pertaining to enlightenment on this subject be taken to the relevant people. This is to ensure that the NDS is aligned with government's vision and that the organisation and its people benefit from this strategy. The results clearly lean towards an unacceptable position, as identified by the percentages of 4 per cent agreed, 6 per cent were unsure, 56 per cent disagreed, and 34 per cent strongly disagreed, that the supervisor discussed the Skills Development Levies Act with them.

The lack of awareness or importance placed on the transfer of knowledge is evident in the results of question 38, as 3 per cent agreed, 9 per cent were unsure, 56 per cent disagreed, and 33 per cent strongly disagreed, that the NSDS got discussed with them. The response from the supervisors shows that the lack of talk about the strategy that government is embarking on was due to a lack of knowledge by the supervisors. The rating established from question 39, that 3 per cent strongly agreed, 26 per cent agreed, 44 per cent were unsure, 10 per cent disagreed, and 17 per cent strongly disagreed, that the supervisors were aware of learnerships. This is in contrast to previous results and experience, which have shown that knowledge of the NSDS is quite limited.

Based on that fact, it can be argued that no real thought went into answering this question since the questionnaire results show the awareness indicators leaning towards the positive. However the perception at the researcher's presentation indicated more towards the negative.

In conclusion, one deduces that there exists a lack of knowledge amongst the NDS supervisors in terms of the NSDS and related legislation and initiatives. This impacts negatively on the organisation and demonstrates its inability to benefit from the initiatives offered by the NSDS. It also shows that awareness programmes need to be part of the organisation's training and communication plan.

Workers' perception of company development with regard to NSDS



The DODI TRG/00001/1999 (2004:1–8) suggests that lifelong learning is important and will contribute towards one of the objectives of the NSDS. Babb (2000a:32–33) suggests that companies are supposed to have a holistic skills development plan for identifying, planning and implementing ETD in order to align themselves to the NDS HRD plan. This informs the researcher that NDS as a company must have a positive view with regard to ETD as the development of the employees' competencies will enhance the NDS. As the objectives are covered within the NDS ETD policies, the researcher is of the opinion that the organisation is on the right track as far as establishing a framework for ETD is concerned.

Question 2 highlights that of the total, 77 per cent stated that they receive some form of training during their stay at the company, and 16 per cent indicated that they had never ever received any form of training. Taking into consideration the average age of 45 and the technical environment,

one can say that the 77 per cent could be associated with their apprenticeship years. In addition it must be remembered that most of the unskilled labour at NDS is subcontracted. If taken further it can be argued that the average NDS employee does not receive any training once they qualify as artisans within their specific field, since they are then regarded as having the basic skills to perform their core duties.

The interviews based on question 4 indicated that 23 per cent knew what mentorship was and 77 per cent stated that they did not know. Transfer of skills is linked to the NSDS, and the Dockyard is currently implementing a mentorship programme. As has been mentioned in an earlier chapter, they this did by identifying seven Africans for fast tracking. Once again this fact must be communicated through to the lowest level as it may impact on other individuals. This is because the possibility exists for them to request to be nominated for courses in areas in which they perceive themselves to be in need of development. This would be advantageous to the organisation as well as the individual.

The responses registered from question 7 resulted in the following ratings: 19 per cent strongly agreed, 39 per cent agreed, 13 per cent were unsure, 20 per cent disagreed, and 10 per cent strongly disagree as to how they rate themselves in terms of finding jobs if they were retrenched. The majority, being mostly qualified individuals and having a strong foundation as apprentices, rated their chances as quite good. However, the organisation must evaluate the areas of the 43 per cent who felt uncomfortable about their skills levels, and focus the training in that area.

The 61 per cent majority who said, in question 40, that the identification of their training needs was not given much consideration sent a two-fold message. Either the organisation's interests were considered first or else the supervisor was not aligning the individuals to the requirements of policy. for which (Due to the decentralisation of that particular human

resources function, the supervisor is responsible for identifying training requirements and budgeting for those needs.) The results read as follows, 11 per cent strongly agreed, 17 per cent agreed, 10 per cent were unsure, 34 per cent disagreed, and 27 per cent strongly disagreed with the proposition that the employee's individual training needs were identified.

The results of the survey as indicated in question 41 seem to paint a clearly negative picture about how the organisation feels about their interests and needs. As can be seen from the feedback, 10 per cent agreed, 11 per cent were unsure, 41 per cent disagreed, and 37 per cent strongly disagreed, that the organisation had their interests at heart. The behaviour of human resource personnel within an organisation impacts positively or negatively on production and quality. Having said that, one can state that the NDS's general atmosphere is that of unhappiness, and hence has a negative impact on the organisation and its vision.

The results in question 42 indicate that 16 per cent agreed, 34 per cent were unsure, 27 per cent disagreed, and 23 per cent strongly disagreed, give an indication that training is not generally seen as a motivator. This is probably due to the non-availability or shortages of skills development. The consensus is that skills development rarely happens once the artisans have qualified during their apprenticeship years. The management of training needs to be prioritised as an important aspect of building the organisation. The institution must stop living and managing in silos where they see themselves only as a dockyard but must be aware of how they fit into the greater South Africa and its economy.

The lack of knowledge at NDS regarding the skills development initiative by government is a serious point of concern. The structure of the organisation is not aligned with the various forms of legislation and the benefits thereof. If ignorance of this situation can be reduced, the researcher believes that the organisation could be a major role-player

within the engineering industry, especially with the taking over of the dockyard by Armscor.

4.7 Conclusion

The DoD is fully aware of the NSDS and the legislation that governs it, as seen in the DODI policies on ETD. However the problem at NDS is the education of the supervisors and the production staff. Taking into consideration the responses from production staff and management, the study shows that their perception is that the company is not aligned with the NSDS. If management is not aware of the NSDS, how can the NDS contribute in terms of improving the skill levels of the workforce, and the benefits from the SETA in the absence of funding?

The fact that perceptions are skewed with regard to company awareness of the NSDS is a point of concern. The DoD HR department and the ETD department at NDS appear to have done very little to empower the workers regarding the laws governing skills development, and they have never involved the employees in production, or with the compilation of ETD implementation policies. In addition to that, very little is being done to align the organisation to NSDS policies.

Based on the above it would seem advisable to map the process for training and development at NDS, and to enlighten the organisation regarding all the relevant ETD policies.

Chapter 5, being the final chapter, focuses on the findings. We ask whether we achieved our objectives and if we have valid recommendations that could assist the organisation. And if we do, we ask further: what impact would these recommendations have on the organisation in terms of costing, and who would be involved?

CHAPTER 5

SKILLS DEVELOPMENT

MAJOR CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

The focal point of this study was on examining to what extent the Naval Dockyard Simon's Town has aligned itself to the various forms of skills legislation and, more specifically, the extent to which it has developed a plan for alignment with the NSDS. This is important as it is one of the areas that government has identified in terms of building the economy. In addition the skills development of its people has become a major concern to the South African government as this was supposed to have become a vehicle of addressing the imbalances of the past.

The lack of awareness of the skills legislation and the national skills development strategy has raised questions pertaining to the commitment of the NDS to this legislation and the skills initiative. It also implies that obstacles exist regarding the successful implementation of the government's skills development policy. It is within this context that the research problem in this study was identified.

Although the NDS has taken certain steps towards improving the skills development of its employees, their success rate will be limited if they do not align themselves to the various forms of legislation and the skills initiative.

It has been documented in this study that certain variables or critical elements could obstruct the successful policy implementation. These variables could be minimised if the necessary role-players are consulted and negotiated with prior to implementation. This would be to ensure that

the employees are considered to have been part of the decisions and to promote buy-in.

The critical objectives of this research were identified as the following:

- To examine the skills development strategy of the NDS;
- To determine the organisational philosophy of the NDS with regard to skills development;
- To explore the benefits of an effective skills development strategy to the NDS;
- To propose a model for effective implementation of skills development at the NDS;
- To measure perceptions with respect to the South African government's current skills development strategies.

The literature review in Chapter 2 highlights the theoretical framework of the thesis by focusing on the various types of approach and the critical elements that impact on policy implementation. Prior to implementation, the correct approach is to select the most appropriate mode for policy implementation or, if necessary, to influence its choice. The literature further identifies the various forms of legislation that govern or form the parameters in which organisations are allowed to operate. The literature review highlights the fact that certain variables that influence policy implementation are more controllable than others, if they are internal to the organisation, for example the implementing agency. It should be noted that in addition to these internal factors, external factors can also influence policy implementation. These can be categorised as economic, political, technological, and social.

The research in this study was used to identify and explore the critical elements or variables influencing policy implementation in skills development at the NDS. The data collected was then analysed, allowing for discussion of the results.

This chapter thus concentrates on obtaining conclusions from the findings, giving recommendations, and suggesting likely areas for further research. It informs on how DoL, DIDTETA and NDS decision makers could best use the findings, to optimise aspects of skills development within the DoD with specific reference to the civilians in the Navy and the DoL. It makes a number of proposals, and selects the three viewed by the researcher as the most important, identifying the role-players and the cost implications to the organisation.

5.2 Conclusions

The findings in the research signify the following:

- It seems that NDS management is not concerned about any additional training for its employees (after their basic apprenticeship), nor does it appear to be concerned about adherence to the NSDS and related legislation.
- It appears that, although there are ETD policies in place at the NDS, not much is being done in terms of ETD and compliance with the NSDS and its legislation. This can be deduced from the responses of the various role-players and the non-availability of a workplace skills plan.
- The lack of knowledge among all levels of NDS staff with regard to the various forms of legislation that govern skills development is another contributory factor that impacts negatively on the dockyard environment.
- A number of obstacles exist with the implementation of a skills development policy in the NDS. Interviews and documentation revealed that these obstacles have had a great effect on the effectiveness and efficiency with which such a policy is being implemented. The reasons for this could be attributed to the lack of consultation and communication, and the lack of involvement of the employees in the implementation and policy-compilation processes.

- Interviews have brought to light the fact that, although the NDS has initiated some form of compliance to the NSDS and the skills legislation, the absence of a WSP implies that no skills gap has been identified, and hence no training programmes can be developed at NDS to combat the skills shortages.
- No lower-level implementation plan exists, hence one could conclude that, although the ETD policy exists at the NDS, the implementation of this policy would never have materialised.

5.3 Summary

In the first chapter the background to the research was documented in conjunction with the problem statement. A clear understanding of the purpose of the study was given and the researcher described the research environment in detail, covering the main research objectives and research questions. Additionally, the researcher identified and endeavoured to address certain objectives within the research, discussed the significance of the study, clarified certain terms and definitions, and concluded by identifying the research structure.

Chapter 2 discussed the theoretical framework and presented a literature review. The section focused on the various skills legislations and policy implementation. The text further detailed the various approaches to policy implementation, and continued by discussing obstacles that can hinder successful policy implementation.

Chapter 3 introduced the research methodology by discussing the scope of the research, its design, the methods used, the population size, and the techniques utilised. The chapter then discussed the questionnaire in detail and touched on the procedure that the researcher used. Benefits and disadvantages of qualitative analysis were examined, and the researcher identified certain limitations that needed to be managed. The text concluded with an ethics statement.

Chapter 4 discussed the NDS workers' perceptions of skills development and the knowledge of management with regard to the NSDS. It further sought to establish whether skills development in the NDS was aligned with the NSDS. The focus was on whether the NDS was aware of the various forms of benefits available to them, and whether management viewed skills development as an important aspect of HR development, which could enhance economic development. The researcher did all this by analysing each and every question in relation to the theoretical perspective developed earlier. The questionnaire was completed by the various staff within the different workshops in the NDS and the researcher then combined them into specific categories.

5.4 Findings and recommendations

The South African Naval Dockyard is not aligned with the NSDS, as they are not aware of learnerships, nor of which SETA they belong to, and they do not have a Workplace Skills Plan. In addition, they are not aware of the legislation that impacts on their organisation. No department within the NDS exists to co-ordinate and set up a proper programme for facilitating the implementation and compilation of a Workplace Skills Plan. Various policies exist for ETD, but it would seem that the people who are supposed to contribute towards a better and more skilled workforce have not been informed about their existence. Once an artisan qualifies, their further training is not considered a priority, as the basic requirements for fundamental skills are already in place to provide the service or product that is expected of him or her.

The NDS mentorship programme showed that the lack of communication within the organisation had resulted in various unrealistic expectations being created. This gave rise to conflict and subsequently the unsuccessful implementation of the mentorship programme.

In the absence of a WSP, no skills gap had been identified, and hence no training plan had been generated. This had a domino effect on the unsuccessful implementation of the ETD policy.

The theoretical insights generated by this study show that, although certain requirements are mentioned in the relevant government policy documents, awareness of these by the NDS staff is almost completely lacking. The NDS literature reviewed highlighted the fact that not much – if any – consultation or participation was considered, and various obstacles had resulted in the unsuccessful implementation of the DoD ETD policy.

The South African Constitution clearly identifies that the right to education exists but compliance with the relevant legislation was not forthcoming at NDS – as identified by the respondents. A number of problems have been identified, and the researcher has endeavoured to categorise them within the following three main concerns:

- That no workplace skills plan exists in the NDS
- Lack of awareness of the NSDS and skills legislation
- The absence of a policy implementation plan

The researcher's recommendations regarding these issues are:

Issue 1: That no workplace skills plan exists in the NDS

- In the absence of a workplace skills plan a template is discussed and a comprehensive WSP is attached as Appendix A. The skills plan is to be used and customised to suit the NDS environment in which a workplace skills plan can be created for each and every discipline.-
- The establishment of a workplace skills plan is a high priority, because the trade-training officers will be phased out in future and be replaced by those running learnership programmes. An advantage of this is that the training officers are already trained.

The cost implications are virtually non-existent and this gives the trade-training officers an opportunity to retain their jobs, while their portfolios would also be enhanced.

- Short courses on conflict management, communication, stress management, risk management, time management etc. must be considered as part of uplifting the morale at NDS and increasing motivation of the workers.
- It is also important to inform the staff about budgetary constraints, and explain to them the strategic plan in terms of education and training, as well as the organisational plan, which can deal with any lack of funding.
- The supervisors and managers must be educated in terms of how they fit into a greater economy and stop having a mindset of living and operating in a silo.
- The DCD needs to be incorporated into the ETD department, to use their expertise and knowledge.
- The current SDFs must start producing what they are responsible for; for example they should draw up workplace skills plans for their specific disciplines.
- The dockyard apprenticeship courses can be formally registered and accredited, as well as the training facilities.
- The DoL and the DoD HR departments must start playing a more active role in terms of auditing the dockyard to ensure adherence to legislation.
- The NDS must initiate the training of their staff and not be hindered by budgetary constraints.
- A proper plan should be put in place with a structured training programme, then a mentor can take charge of a number of learners. These mentors could even be trade training officers, who in the current NDS structure oversee approximately ten learners at any given time.

- The empowerment programme identified by the DCD PSAP must be implemented, as this will enhance the mentorship programme (see Appendix C).

Issue 2: Lack of awareness of the NSDS and skills legislation

- Checks and balances need to be put in place to ensure that, throughout the NDS, employees are aware of the NSDS and its relevant legislation.
- An ETD sub-section to co-ordinate a programme and to align the organisation to the NSDS must be created.
- The DoL must be mandated to police the DoD substructures, to ensure that the skills development plan gets put into place by the appropriate facilitators. The DoD must take responsibility for making sure that this occurs.
- To this end, a specific monitoring and evaluation team, responsible for visiting those companies that fit the NSDS criteria, is needed, to measure their participation and commitment to economic growth.
- The approach towards skills development should be holistic. Hence the way forward is to focus on developing the life skills of the NDS employees, contributing towards the NSDS objectives, and improving the competencies of the NDS workforce for supporting the navy's new acquisitions.

Issue 3: The absence of a policy implementation plan

- The NDS must create a lower-level implementation plan that is aligned with the DoD ETD policy.
- The various role-players must include the employees, management and the implementing agency etc.
- Variables – such as obstacles to policy implementation, or critical elements within policy implementation – must be identified and managed in terms of an action plan.

- This implementation plan must be continually evaluated and updated to ensure that the identified objectives are met.
- The policy compilers must ensure that the implementation of the policies is executed successfully, hence they should have in place the necessary monitoring and measuring tools.

5.5 Suggestions for future research

Taking cognisance of these findings and conclusions, one would venture to say that this research document could be used as a springboard from which other study areas could be explored. This study should be conducted within a wider scope, to ensure that additional aspects that fell outside the scope of this specific study are covered. This new research could include:

- Evaluating the policing of adherence to skills legislation in terms of policy implementation between various public service departments;
- Comparative analysis of the skills development of the various arms of service in terms of the NSDS and its legislation;
- Comparing the challenges faced by the Army, Air Force and SAMS with regard to skills development in the Western Cape;
- Comparing skills development challenges faced by governmental departments other than the arms of service;
- Investigating the challenges faced by employees to obtain skills development within the various arms of service;
- Comparing the challenges faced by government department other than DoD employees.

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APPENDIX “A”
WORKPLACE SKILLS PLAN



1 APRIL 2004 – 31 MARCH 2005

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**ORGANISATION: SANDF (DIRECTORATE CAREER DEVELOPMENT)
WESTERN CAPE OFFICE**

CONTENTS

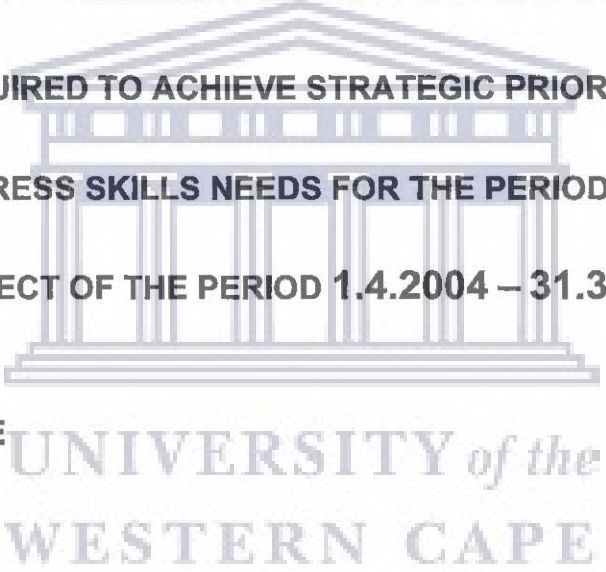
- 1 ADMINISTRATIVE INFORMATION**
- 2 PROFILE OF THE ORGANISATION**
 - 2.1 VISION OF YOUR ORGANISATION**
 - 2.2 MISSION OF YOUR ORGANISATION**
 - 2.3 ORGANISATION'S STRATEGIC PRIORITIES / GOALS FOR 2004/2005**
 - 2.5 PERCENTAGE PAYROLL SPENT ON ETD INITIATIVES**
 - 2.6 ORGANISATIONAL STRUCTURE WITHIN CONTEXT OF HIGHER ORGANISATIONAL LEVELS**
 - 2.7 WORKFORCE PROFILE**
 - 2.8 VACANCIES AND RECRUITMENT**
- 3 ORGANISATION AND ROLES/FUNCTIONS OF TRAINING COMMITTEE/SDPC**

SECTION B: MAPPING OF STRATEGIC PRIORITIES, SKILLS NEEDS AND LEARNING INTERVENTIONS

- 4 NUMBER OF PERSONS IN EACH OCCUPATIONAL GROUP WHO RECEIVED TRAINING DURING THE YEAR ENDED 31.3.2005**
- 5 STRATEGIC SKILLS DEVELOPMENT PRIORITIES FOR THE YEAR 1.4.2004 – 31.3.2005**
- 6 EDUCATION AND TRAINING REQUIRED TO ACHIEVE STRATEGIC PRIORITIES 1.4.2004 – 31.3.2005**
- 7 SUMMARY OF TRAINING TO ADDRESS SKILLS NEEDS FOR THE PERIOD 1.4.2004 – 31.3.2005**
- 8 TRAINING CHALLENGES IN RESPECT OF THE PERIOD 1.4.2004 – 31.3.2005**

SECTION C: QUALITY ASSURANCE

- 9 QUALITY ASSURANCE ISSUES**
 - DETERMINE NEEDS (PLANNING)**
 - IDENTIFY / DEVELOP OPPORTUNITIES**



- PROVIDE OPPORTUNITIES (IMPLEMENT WSP)
- EVALUATE OPPORTUNITIES

SECTION D: PROCESS AND AUTHORISATION

SECTION A: ADMINISTRATIVE INFORMATION AND ORGANISATIONAL PROFILE

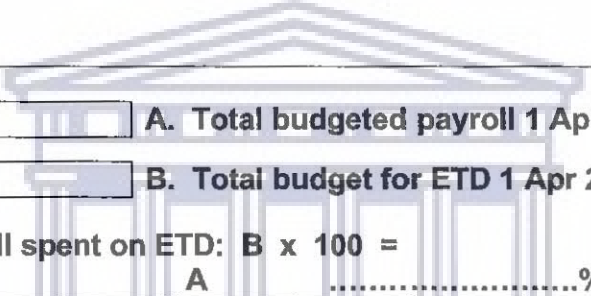
1. ADMINISTRATIVE INFORMATION

1.1 ORGANISATION/COMPANY		1.2 SKILLS DEVELOPMENT FACILITATOR	
Name or Org:		Name:	
Description of core business/primary service: To provide a consultation and advisory service to PSAP and line managers in order to provide their optimal utilisation, performance management and Career development in the DOD.		Post/position:	
Physical address		Telephone No	(021) 787-4188
Postal address		Fax No	(021) 787-4159
Telephone No	(021) 787-4188	Cell No	
Fax No	(021) 787-4159	E-mail address	
SETA to which affiliated	DIDTETA	In respect of what level / org entity will you perform you SDF function?	Directorate Career Development (PSAP) WC (Personnel functionaries)
		Indicate method of appointment	Appointed by employer

		to SDF position (please tick)	<input type="checkbox"/> Nominated by employees
			<input checked="" type="checkbox"/> Specify: Secondary functions

2. PROFILE OF THE ORGANISATION

2.1 Vision of your organisation	PSAP FIRST
2.2 Mission of your organisation	DCD(PSAP) undertakes to professionally manage and develop the career of all PSAP in order to create a resilient and motivated staff with the correct skills to work in the DOD.
2.3 Organisation's strategic priorities/goals for 2004/2005	<ul style="list-style-type: none"> - Render (produce, provide, maintain) a comprehensive career development service to PSAP in consultation with clients. - Corporately provide, maintain and manage a quality control and promulgation function with regards to placement and evaluation of PSAP in co-operation with clients. - To provide an administrative support service.
2.4 Higher organisation's strategic priorities/goals for 2004/2005 (next higher department)	<ul style="list-style-type: none"> • The development, promulgation, management and periodic updating of Public Service Act Personnel management and career development directives (DODD), instructions (DODI) and Joint defence publications (JDP) in the DOD. • The management of the quality control and promulgations of the staffing, mobility and evaluation functions (i.e personnel utilisation) of Public Service Act Personnel in the DOD. • The establishment and management of a comprehensive career development (career management and career planning) service for Public Service Act Personnel in the DOD including the maintenance and support of the structure and any budgetary implications linked to these matters.

	<ul style="list-style-type: none"> • The rendering of a comprehensive career development consultation service to Public Service Act Personnel specific and management of the DOD in general and subsequently to establishment a Career Resource and Research Centre. • To provide a consultation service concerning the management of an integrated human resource system to managers/commanders of PSAP in the DOD. This includes processes to address the total system requirements that are important operational requirements for the management of PSAP according to the strategic direction reward system, performance assessment and notching.
2.5 Percentage payroll spent on ETD initiatives	<div style="text-align: center;">  </div> <p> <input type="text" value="R"/> A. Total budgeted payroll 1 Apr 2004 – 31 Mar 2005 <input type="text" value="R"/> B. Total budget for ETD 1 Apr 2004 – 31 Mar 2005 </p> <p> Calculate % payroll spent on ETD: $\frac{B}{A} \times 100 =$% </p>

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Organisational structure
within context of higher
organisational levels

Annexure 1, 2 and 3 attached.



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2.7 WORKFORCE PROFILE

Occupational Groups	African		Coloureds		Indian/Asian		White		Disabled (incl in pop gps)		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Personnel Officer (2 – 3)	0	0	0	0	0	0	0	0	0	0	0	0
Senior Personnel Officer (4 – 6)	0	0	1	0	0	0	0	4	0		1	4
Principal Personnel Officer (7)	1	0	0	2	0	0	0	0	0	0	0	3
Personnel Practitioner (7)	0	0	0	0	0	0	0	0	0	0	0	0
Senior Personnel Practitioner / Chief Personnel Officer (8)	0	0	1	1	0	1	0	0	0	0		3
Assistant Director (9)	0	0	0	0	0	0	1	0	0	0	1	0
Deputy Director	0	0	0	0	0	0	0	1	0	0	0	1

TOTAL												2	11
Indicate number of new recruits for period 1.4.2002 – 31.3.2003													

2.8 VACANCIES AND RECRUITMENT

- 2.8.1 Do you have **vacancies** you have **been unable to fill**? For **what categories** and what are the **reasons** for these **difficulties**?
- 2.8.2 Do you **anticipate recruiting additional persons** during the **next 12 months** due to expansion? If so, **in which categories**?

Occupational Categories	Existing Vacancies		Planned Recruitment
	Total	Reasons for Vacancies	
Personnel Officers (2 – 3)		Natural / New structure	None / Absorb personnel already in the DOD

TOTAL			

3. TRAINING COMMITTEE / SDPC (WESTERN CAPE OFFICE)

3.1 COMPOSITION OF TRAINING COMMITTEE/SDPC (WESTERN CAPE OFFICE)

Name of Member	Who they represent (Area & level) eg. HR, ETD, SETA, Union, Disabled, Occupational field, Management, Equity, Providers	Role and Function: Note what they might contribute to Training Committee (Role and Function)
Mr E. Selk Mr J. February Mrs T. Williams Mrs L. Daly	Career Development personnel Personnel Utilisation personnel Performance Management personnel SDF	Subject matter expert Subject matter expert Subject matter expert Subject matter expert / facilitator
<u>Co-opted</u> Mr I. Jacobs Mr R. Chandler Mrs J. Meredith Lt Cdr V. Ngxito	<u>UNIONS</u> NEHAWU PAWUSA PSA EO	} Represent PSAP members' needs } Equal Opportunity matters

3.2 ALIGNMENT OF TRAINING COMMITTEE OBJECTIVES TO BUSINESS OBJECTIVES

Relevant Business Strategic	Training Committee	Training Committee Sub-Goals	Quality Indicators	Achieve By:
-----------------------------	--------------------	------------------------------	--------------------	-------------

Objectives for the Period	Objective for the Period			
- Improve PSAP personnel utilisation	The identification of specific objectives related to training needs which will promote DCD(PSAP) to achieve objectives	- Undertaking of a skills assessment	- Completed skills audit.	- Mar 04
- Improve PSAP management process		- Creating of a WSP in order to promote the creation of PDP files	- Completed WSP	- Mar 04
- Corrective action none performers		- Sensitisation of PSAP to Skill Development by serving as a change agent.	- Inclusion of SPF info into training interventions.	- Mar 04
- CP high performers				
- Increase morale and productivity PSAP environment				

SECTION B: STRATEGIC PRIORITIES, SKILLS PLAN AND LEARNING INTERVENTIONS

4. Overview of Training Received During the Year Ended 31.3.2004 [DCD(PSAP) WC]

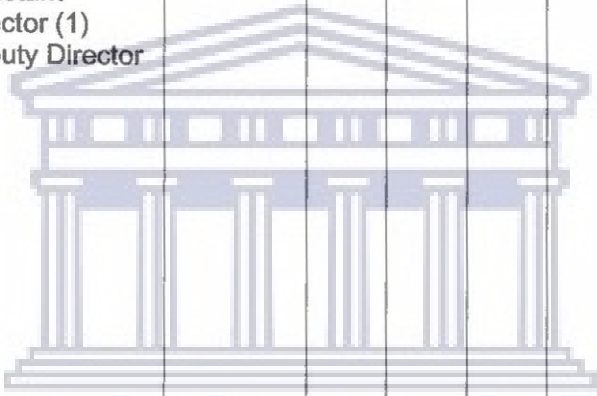
Occupational Groups	African		Coloureds		Indian/Asian		White		Total		Percentage of total number of employees who received training	
	M	F	M	F	M	F	M	F	M	F	M	F
Personnel Officer (2 – 3)	0	0	0	0	0	0	0	0	0	0	0	0
Senior Personnel Officer (4 – 6)	0	0	1	0	0	0	0	4	0	0	100	100
Principal Personnel Officer (7)	1	0	0	2	0	0	0	0	0	0	100	100
Personnel Practitioner (7)	0	0	0	0	0	0	0	0	0	0	0	0

Senior Personnel Practitioner / Chief Personnel Officer (8)	0	0	1	1	0	1	0	0	0	0	100	100
Assistant Director (9)	0	0	0	0	0	0	1	0	0	0	100	100
Deputy Director	0	0	0	0	0	0	0	1	0	0	100	100
TOTAL											2	11
Indicate number of new recruits for period 1.4.2002 – 31.3.2003				N/A							-	-

5. STRATEGIC SKILLS DEVELOPMENT PRIORITIES FOR THE YEAR 1.4.2004 31.3.2005 - DCD(PSAP)

Strategic Priorities	Skills Development Needs	Occupational Group	Level/Number/Nature of Planned ETD Interventions (Courses & Programmes)										If yes, state unit standard & code
			Get ABET & NQF Level 1	FET			HET				NQF		
				2	3	4	5	6	7	8	Yes	No	

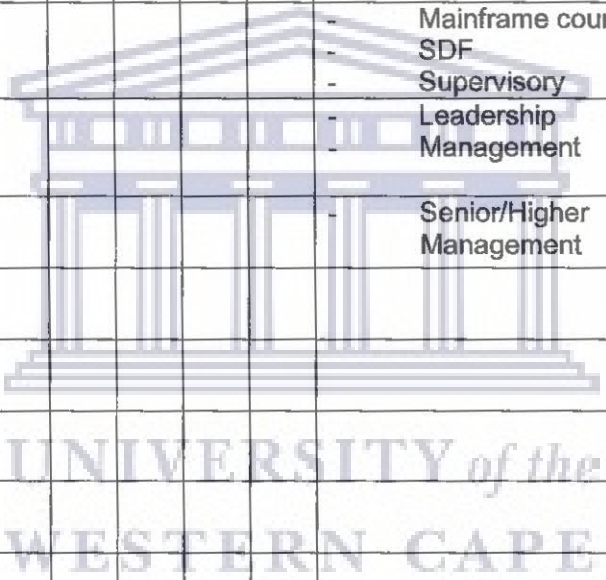
	<ul style="list-style-type: none"> - HET - HRM Diploma / Degree 	<ul style="list-style-type: none"> - Personnel Officers (2 – 6) - Personnel Practitioners (7) - Snr Pers Practitioners / Chief Pers Officer (8) - Assistant Director (1) - Deputy Director (1) 						2			✓		National Diplomas
--	---	---	--	--	--	--	--	---	--	--	---	--	-------------------



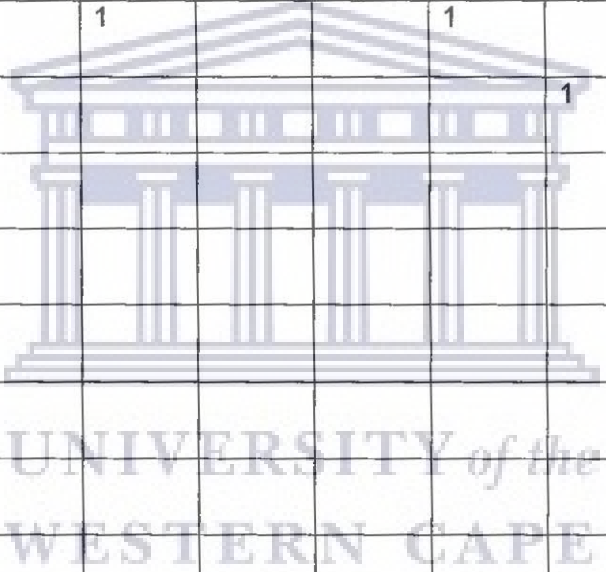
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**6. EDUCATION AND TRAINING REQUIRED TO ACHIEVE STRATEGIC PRIORITIES 1.4.2004 – 31.3.2005 –
DCD(PSAP) WC**

OCCUPATIONAL CATEGORIES	NUMBER OF BENEFICIARIES										NATURE OF LEARNING PROGRAMME	NQF LEVEL	PROVIDER		TOTAL COST	
	AFRICAN		COLOURED		INDIAN		WHITE		TOTAL				IN-HOUSE	EXTE-RNAL	IN-HOUS E	EXTER-NAL
	M	F	M	F	M	F	M	F	M	F						
Personnel Officers (2 – 3)	0	0	1	0	0	0	0	4			- Mainframe courses		X		0	
Princ Personnel Officer (7)											- Mainframe courses - SDF - Supervisory		X	X	0	9 000
Chief Personnel Officer / Snr Pers Practitioner (8)											- Leadership Management			X		29 000
Deputy Director											- Senior/Higher Management					22 000



7. Summary of people to receive Training for the Period 1.4.2004 – 31.3.2005												
Occupational Categories	African		Coloureds		Indian/Asian		White		Disabled (incl in pop gps)		Total	
	M	F	M	F	M	F	M	F	M	F	M	F
Personnel Officer (2 – 3)			1					4			1	0
Principal Pers Officer (7)	1			2							1	2
Chief Pers Officer / Snr Pers Practitioner (8)			1			1					1	1
Assistant Director							1				1	0
Deputy Director									1		0	1
											4	4



8 Training Challenges In Respect Of The Period 1.4.2004 – 31.3.2005		
8.1 Do you anticipate difficulties in undertaking the training in 6 & 7? Describe	Yes	Proposed Solutions How could these difficulties be managed
	No	
<ul style="list-style-type: none"> - None availability of funds - None availability of service provider internally 		<ul style="list-style-type: none"> - Identify and create internal development interventions - Identify similar development mediums within the DOD - Co-opt subject matter experts to provide development interventions - Obtain literature on topics
8.2 How does the WSP support the EE Plan?		Employment Equity Improvements – What is being done to address EE and DIDTETA's project initiatives
<ul style="list-style-type: none"> - Opportunity provided to all - EE Plan still needs to be aligned to achieve targets 		<ul style="list-style-type: none"> - Alignment of staffed posts ito AA targets - Implementation of a DOD Empowerment program - DIDETA's project initiatives are external this Directorate focuses on personnel already in the service.

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SECTION C: QUALITY ASSURANCE

Include here the **quality assurance measures**, which you will apply for each of the planned activities of the Workplace Skills Plan.

9. QUALITY ASSURANCE ISSUES

ACTIVITY/QUALITY ISSUE	INDICATORS OF QUALITY AND ACTION TO ACHIEVE	ROLE PLAYERS
DETERMINE NEEDS (PLANNING)		
Appoint Training Committee	<ul style="list-style-type: none"> - Appointed training committee (Unions / EO Rep/ subject matter experts) - Documented evidence of training committee goals - Evidence of meetings held - Evidence of achievement and tasking 	<ul style="list-style-type: none"> - Mrs Daly - Heads of sections
Appoint SDF per cluster/occupational group	<ul style="list-style-type: none"> - Identification of SDF's per occupational groups - Trained SDF's per occupational group 	<ul style="list-style-type: none"> - Head of Sections
Get commitment from key stakeholders in the organisation (and the whole organisation)	<ul style="list-style-type: none"> - Infiltration of skills development into all development interventions. - Presented WSP to stakeholders and promote benefits 	<ul style="list-style-type: none"> - SDF
Promote a learning culture	<ul style="list-style-type: none"> - Created SDF presentation packages 	<ul style="list-style-type: none"> - All DCD(PSAP) personnel

ACTIVITY/QUALITY ISSUE	INDICATORS OF QUALITY AND ACTION TO ACHIEVE	ROLE PLAYERS
Conduct a business analysis, obtain business goals	<ul style="list-style-type: none"> - Obtained business plan - Obtained HRM strategy - Obtained relevant Departmental policy and instructions as HRM practice. 	<ul style="list-style-type: none"> - SDF - HOS
Facilitate competency profile generation and the development of PDP's	<ul style="list-style-type: none"> - Skill audits completed - PDP's were created for all personnel - Assessments were compiled and development gaps were identified. 	<ul style="list-style-type: none"> - SDF - Training Committee
Conduct skills audit	<ul style="list-style-type: none"> - Created skill audit questionnaire and has completed. - Captured assessment person skills against post skill requirements - Analysed data obtained. 	<ul style="list-style-type: none"> - SDF

COMPILE WORKPLACE SKILLS PLAN – IDENTIFY / DEVELOP OPPORTUNITIES

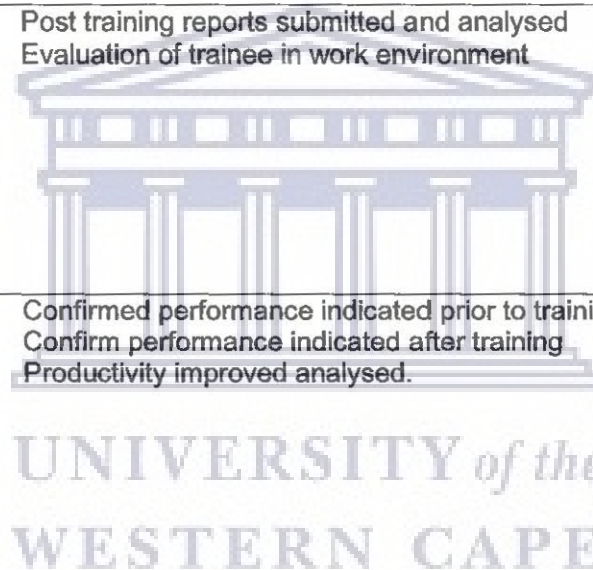
Compile WSP in the light of Training priorities based on environmental analysis, business plan and skills audit	<ul style="list-style-type: none"> - Analysed environmental analysis completed - Analysed business plan - Analysed data obtained for an skills audit 	<ul style="list-style-type: none"> - SDF with assistance of Training Committee
Develop ETD Management Information System) to track training taking place)	<ul style="list-style-type: none"> - Maintain ED data on information system 	<ul style="list-style-type: none"> - SDF

--	--	--

IMPLEMENT WSP – IMPLEMENT WORKPLACE SKILLS PLAN		
<p>Identify and develop learnerships and skills programmes</p> <p>(needed to deliver business objectives)</p>	<ul style="list-style-type: none"> - Identified and sourced learnerships - Identified and sourced skills program - Confined business objectives and linked development needed 	SDF
<p>Identify accredited providers (internal and external) to deliver the learnerships and skills programmes</p>	<ul style="list-style-type: none"> - Sourced accredited providers - Obtained finding for develop item - Completed submission of documentation for approval of funding. 	Head of Sections and SDF
<p>Schedule training (in accordance with needs, Employment Equity and performance management. Link to PDP's)</p>	<ul style="list-style-type: none"> - Identified development interventions ito EE plan - Identify personal development in line with individual's performance - Identified training to PDP's. 	Head of Sections an SDF
<p>Train in accordance with the WSP and ensuring measures of training impact occurs</p> <p>(pre-post training measures, link to</p>	<ul style="list-style-type: none"> - Ensure PDP are in place - Ensure that assessment interventions have been completed - Undertake pre-assessments / and post training assessment - Placement of output evaluation mechanism 	Head of Sections an SDF

performance and career management)		
ASSESSMENT		SDF
<ul style="list-style-type: none"> • Select assessors • Allocate assessor responsibilities 	<ul style="list-style-type: none"> - Identified areas for assessors - Assessors identified - Assessors trained 	
Ensure assessments occur (and track results in MIS system)	<ul style="list-style-type: none"> - Placement of assessor forum for feedback - Placement of assessors details on MIS system 	ETD board
CERTIFICATION		RPL assessors
Award credits and qualifications for completed learning	<ul style="list-style-type: none"> - Submitted assessments for accreditation - Certificates obtained and presented to personnel 	
EVALUATE TRAINING		
Monitor implementation of WSP (did training occur as per WSP)	<ul style="list-style-type: none"> - Regular review of SWP ito training required - Training provided ito WSP 	SDF and ETD role players

<p>LEARNING TRANSFER Did learners learn anything? (Transfer of knowledge, skills and unit standard outcomes)</p>	<ul style="list-style-type: none"> - Pre-assessment data filed on MI System - Post assessment data filed MI System - Productivity improvement - Performance improvement 	<p>Head of Sections an SDF Supervisors. Individuals themselves.</p>
<p>PRE-POST TRACKING SYSTEM Obtain feedback from learners after learning opportunities</p>	<ul style="list-style-type: none"> - Post training reports submitted and analysed - Evaluation of trainee in work environment 	<p>Supervisors</p>
<p>EFFECTIVENESS Measure effectiveness of training (did training have desired impact on performance)</p>	<ul style="list-style-type: none"> - Confirmed performance indicated prior to training - Confirm performance indicated after training - Productivity improved analysed. 	<p>Supervisors</p>



TRAINING REPORT		
Compile an annual training report	- Completed training report ito set training goals	ETD role players

SECTION D: PROCESS AND AUTHORISATION

10. THE WSP WAS COMPILED BY:

Title	First Name	Surname
Mrs	Lyndel	Daly
Position in Organisation		
DCD(PSAP) WC manager. Deputy Director		

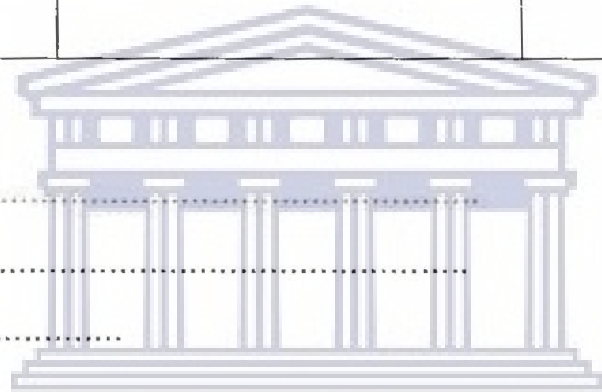


11. TRAINING COMMITTEE

Name	Post	Representing	Contact Details	
			Telephone	Fax

12. AUTHORISATION:

- Name:
- Signature:
- Date:

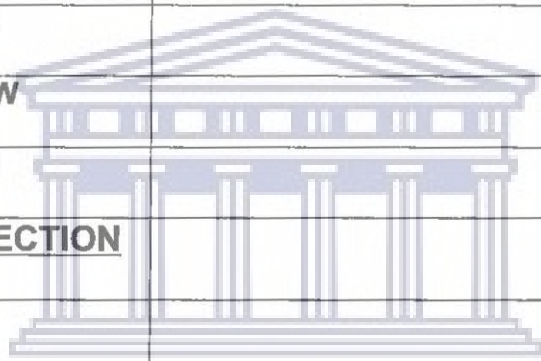


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APPENDIX “ B “

ADMINISTRATION SECTION

NAME OF INTERVIEWER	Mr C. D. Orgill
NAME OF RESPONDENT	
WORKSHOP ADDRESS	
DATE OF INTERVIEW	
PLACE OF INTERVIEW	
INTERVIEW NUMBER	
<u>DEMOGRAPHIC SECTION</u>	
RANK	
AGE OF RESPONDENT	
GENDER	
MARITAL STATUS	
PREFERRED LANGUAGE	
RESIDENTIAL LOCATION	



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WORKFORCE SURVEY (QUESTIONNAIRE)

◆ Value of knowledge and skills acquired on training

1. What is your current level of education?

- None
- Primary
- Some Secondary School
- Matric
- Post Matric

2. Have you ever been on training in this company?

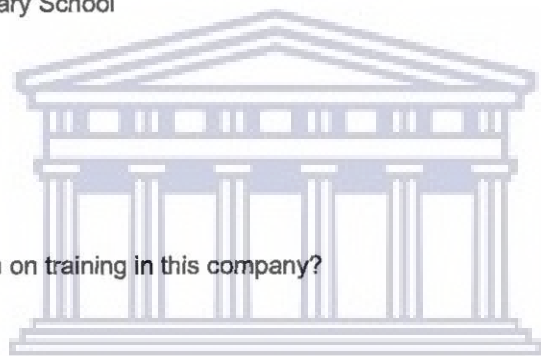
- Yes
- No

3. Do you know what learner ships are?

- Yes
- No

4. Do you know what mentor ship is?

- Yes
- No



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5. My training has provided me with the tools to make a significant contribution to the dockyard.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

6. My training has given me more confidence to contribute meaningfully to the organisation.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



7. With the skills I learnt during training, I think I can easily get another job in the case of retrenchments

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

8. I have input into my training needs.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

9. My organisation develops my life skills.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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◆ **APPLICATION OF KNOWLEDGE AND INSIGHTS GAINED ON TRAINING**

10. I have ample opportunities to utilise the knowledge and insights gained from training programmes to make a difference in my work situation.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

11. My manager/supervisor recognises the skills that I acquired on the training programme

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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12. My supervisor encourages me in the workplace to apply what I learnt on the training programme.

- Never
- Sometimes
- Always

13. My manager/supervisor coaches me in areas where I experience difficulties.

- Never
- Sometimes
- Always

14. I understand where the company is going and why.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



15. I think I am of great value to this company

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

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16. My supervisor shows an interest in developing his skills.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

◆ **SUSTAINED APPLICATION OF INSIGHTS AND KNOWLEDGE DEVELOPED.**

17. I have opportunities to apply the knowledge and skills gained from the training programme at work.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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18. The company creates an environment for me to share ideas with other employees.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

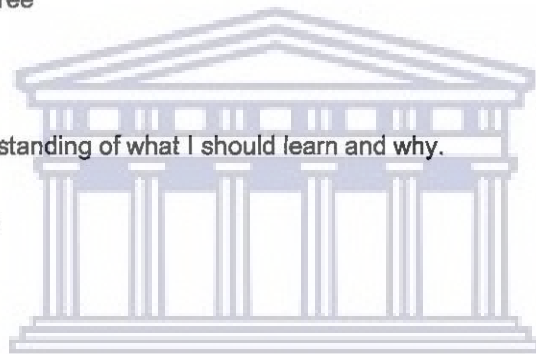
◆ **OPPORTUNITIES FOR GROWTH AND DEVELOPMENT**

19. I know exactly, what my future is at the NDS, and this has been discussed with me.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

20. I have a clear understanding of what I should learn and why.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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21. I am given the opportunity to work on different machines, even those on which I don't have any experience.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

22. My chances of being promoted are much greater after being on training than before.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

23. Workers receive pay increases or promotion after training programmes.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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24. My supervisor/manager gives high priority to training and development in my work area.

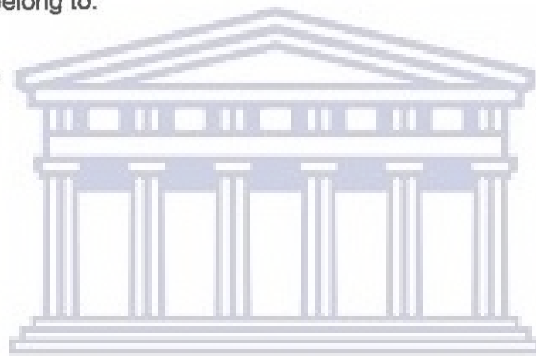
- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

25. I know what Seta's are.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

26. I know what Seta I belong to.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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27. I know what learner-ships are.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

28. I know whom co-ordinates learner-ships.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

29. I know who should contribute toward a skills-levy.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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30. I know about the Skills Development Act (SDA).

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

31. I know about the Skills Levies Act (SLA).

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

32. I know about the National Skills Development Strategy (NSDS).

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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♦ **MANAGEMENT OF TRAINING IN THE DEPARTMENT**

33. Training and development is given high priority in my department.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

34. Training in my department is regarded as something for those people who don't have any work to do.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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35. Training is regarded as some form of recognition for a job well done.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

36. The supervisor discusses the Skills Development Act (SDA) with the staff.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

37. The supervisor discusses the Skills Levies Act (SLA) with the staff.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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38. The supervisor discusses the National Skills Development Strategy (NSDS) with the staff.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

39. The supervisor is aware of learner ships.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

40. An employee's individual training needs are identified.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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41. The organisation has the interest of the employee at heart.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

42. The organisation regards training as a motivator.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree

43. The supervisor has the knowledge to assist with the identification of training needs.

- Strongly Agree
- Agree
- Unsure
- Disagree
- Strongly Disagree



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(Source: Noel van Wyk)

MANY THANKS FOR YOUR TIME – I REALLY APPRECIATE IT.

MANAGEMENT QUESTIONNAIRE

(TRAINING AND DEVELOPMENT)

1. Who co-ordinates the training programmes at NDS.

2. Whose needs are given priority with regards to training and development?

Corporate needs

Individuals needs

3. Why are those needs given priority?

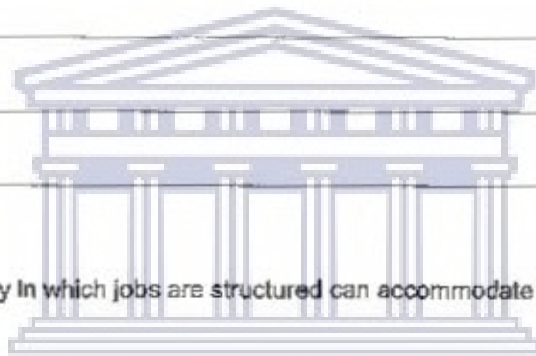
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4. Is training given great value in management decisions regarding employees?

5. How does training inform Human Resources decision making in terms of promotions?

6. What type of training do employees receive?

7. Do you think the way in which jobs are structured can accommodate the newly acquired skills?



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8. How do you integrate work organisation and training?

9. How do you ensure that training and work organisation is linked?

10. What role does ABET (Adult Base Education and Training) play in your training and development programmes?



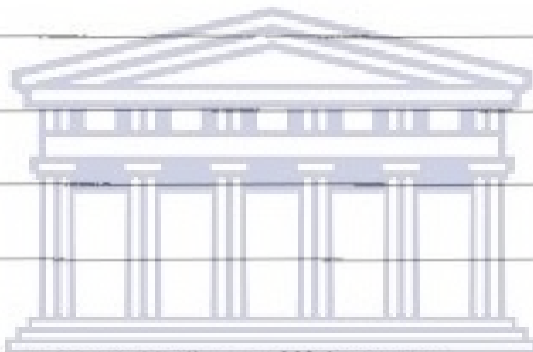
9. Do you think patrons of an organisation will feel safe with error free transactions?
Explain

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12. Is there Recognition for Prior Learning (RPL) of skills (whether gained formally or informally)?

13. How do you go about doing this?

14. Are the objectives with regard to training and development of Human Resources Management met? Explain.



15. Do tension exists between your objectives and Union goals?

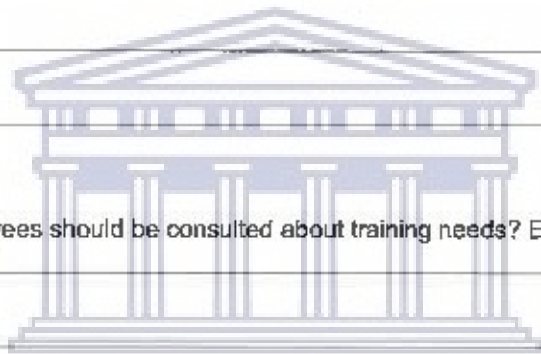
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16. Are their performance improvements after training programmes?

17. How do you go about measuring the improvements?

18. Do you regard skills development as a better motivator than finance? Explain.

19. Do you think employees should be consulted about training needs? Explain.



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20. What did you think of the role of workers pre 1994?

21. What do you think about them now?

22. What do you understand about learner-ships?

23. What do you know about Seta's?



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24. What Seta do you belong to?

25. What do you know about the National Skills Development Strategy (NSDS)?

26. What do you know about the Skills Levies Act (SLA)?

27. What do you know about the Skills Development Act (SDA)?

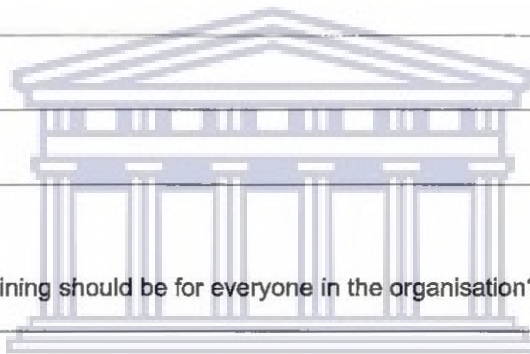


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28. Does your training align with the NSDS?

29. Explain How.

30. Do you think that it is your responsibility to improve the skill levels of all employees and thus improve our economy? Explain.



31. Do you think that training should be for everyone in the organisation?

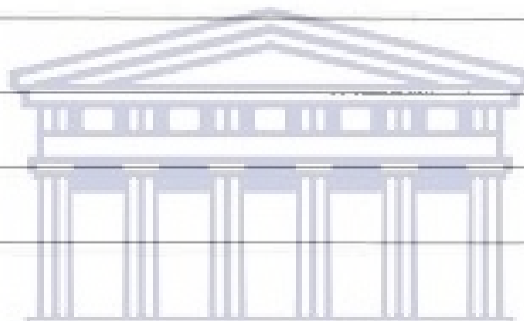
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32. What is your opinion about life-long learning?

33. Will a highly skilled organisation produce better quality products and services?

Explain.

34. Do you believe that the behaviour of staff in an excellent organisation will instil confidence in customers? Explain.



35. Do you think that the staff of an excellent organisation will understand the specific needs of the customers? Explain.

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(Source: Noel van Wyk)

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Appendix "B"

Table 1: Workforce Questionnaire

NO	Question	None	Primary	Some High School	Matric	Post Matric		
1	Level of education	1 1	6 9	26 37	7 10	30 43		
A: What is workers perception of their knowledge of skills development								
		Strongly Agree	Agree	Unsure	Disagree	Strongly Disagree		
29	I know who should contribute a skills levy	1 1	18 26	25 36	16 23	9 13		
30	I know about the SLA	1	17	33	33	16		
31	I know about the SDA	1 1	17 24	23 33	23 33	9 16		
(Van Wyk, 2000:99-112)								

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B: Workers perception of their knowledge of the NSDS and initiatives							
		YES	NO				
3	Do you know what learnership are?	18 26	52 74				
4	Do you know what mentorship is?	16 23	54 77				
		Strongly Agree	Agreed	Unsure	Disagree	Strongly Disagree	
25	I know what SETA's are		17 24	21 30	21 30	10 16	
(Van Wyk, 2000:99-112)							

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Table "B" Continued

		Strongly Agree	Agreed	Unsure	Disagree	Strongly Disagree		
26	I know what SETA I belong to	3 4	9 13	22 34	19 27	14 20		
28	I know who co ordiates learnerships		14 20	21 30	24 34	16 16		
32	I know about the NSDS		11 17	23 31	21 38	9 14		

(Van Wyk, 2000:99-112)

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C: Workers perception of their line supervisors support for skills-development

		Strongly Agree	Agreed	Unsure	Disagree	Strongly Disagree		
11	My supervisor recognises the skills that I acquired	5 7	23 33	10 14	20 29	12 17		
16	My supervisor shows an interest in developing his skills	10 24	20 29	15 21	14 20	13 16		
36	The supervisor discusses the SDA with his/her staff		3 4	4 6	35 50	28 40		
(Van Wyk, 2000:99-112)								

Table "C": continued

		Strongly Agree	Agreed	Unsure	Disagree	Strongly Disagree		
37	The supervisor discusses the SLA with the staff		3 4	4 6	39 56	24 34		
38	The supervisor discusses the NSDS with the staff		2 3	6 9	39 56	23 33		
39	The supervisor is aware of learnerships	2 3	18 26	31 44	7 10	12 17		
(Van Wyk, 2000:99-112)								

Table "C": continued

		Strongly Agree	Agreed	Unsure	Disagree	Strongly Disagree		
40	An employees individual training needs are identified	8 11	12 17	7 10	24 34	19 27		
24	My supervisor give high priority to training and development		11 16	12 17	22 31	24 34		
		Never	Sometimes	Always				
13	My supervisor coaches me in the areas where I experience difficulty	27 39	32 50	11 14				

(Van Wyk, 2000:99-112)

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Table "E": Workers perception of their line supervisor's knowledge of skills development legislation and initiatives

		Strongly Agree	Agreed	Unsure	Disagree	Strongly Disagree		
36	The supervisor discusses the SDA with the staff		3 4	4 6	35 50	28 40		
37	The supervisor discusses the SLA with the staff		3 4	4 6	39 56	24 34		
38	The supervisor discusses the NSDS with staff		2 3	6 9	39 56	23 33		
39	The supervisor is aware of learnerships	2 32	18 26	31 44	7 10	12 17		

(Van Wyk, 2000:99-112)

Table "F": Workers perception of company development with regard to the NSDS

		YES	NO					
2	Have you ever been on training in this company?	54 77	16 23					
4	Do you know what mentorship is?	16 23	54 77					
		Strongly Agree	Agreed	Unsure	Disagree	Strongly Disagree		
7	I can get a job in the case of retrenchment	13 19	27 34	9 13	14 20	7 10		
40	An employees individual training needs are identified	8 11	12 11	7 10	24 34	19 27		
(Van Wyk, 2000:99-112)								

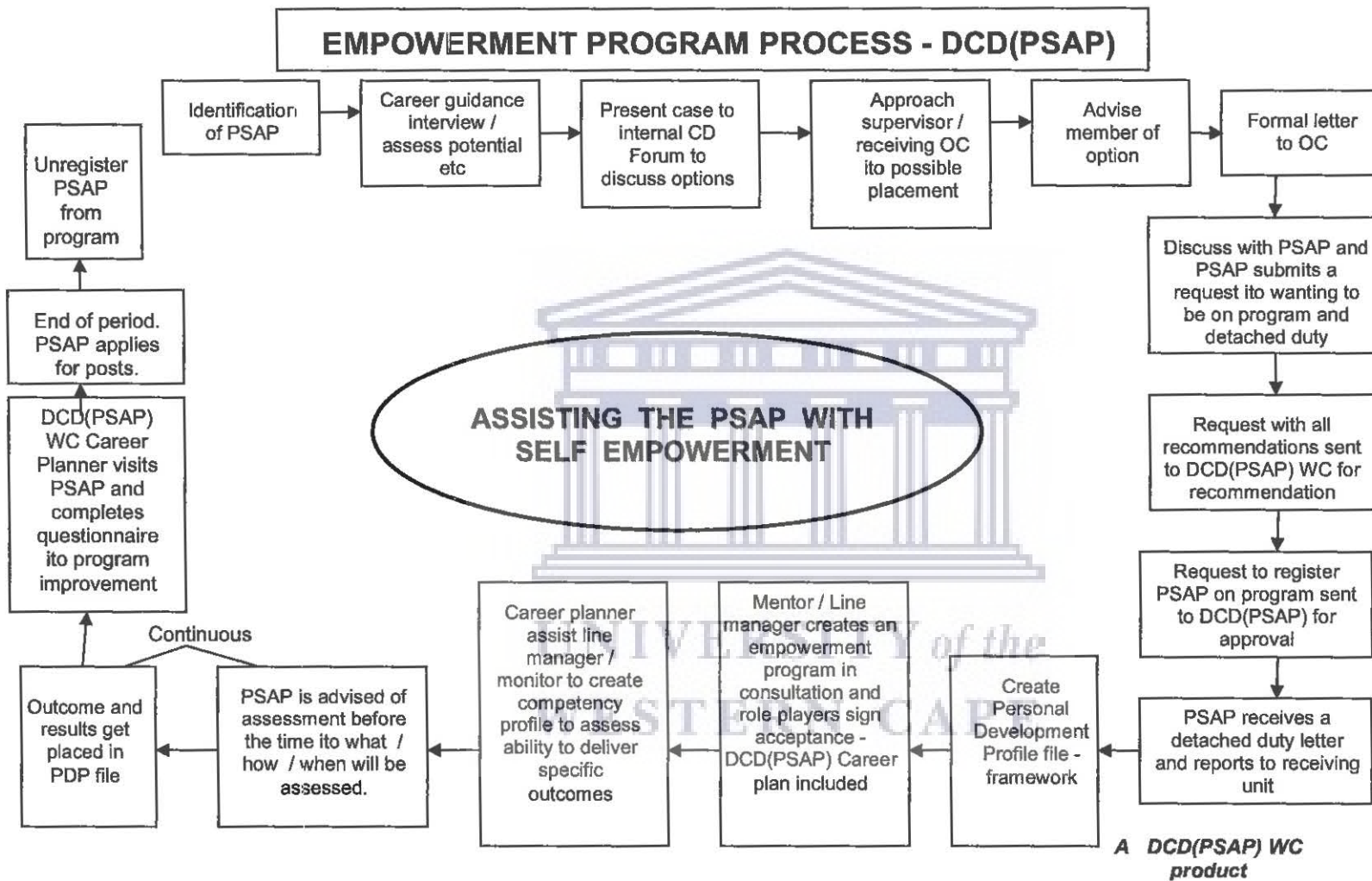
Table "F": continued

		Strongly Agree	Agreed	Unsure	Disagree	Strongly Disagree		
41	Have you ever been on training in this company?		7 10	8 11	29 41	26 37		
42	Do you know what mentorship is?		11 16	24 34	19 27	16 23		
(Van Wyk, 2000:99-112)								



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MENTORING PROGRAMME PROCESS FOR PSAP IN THE DOD

