

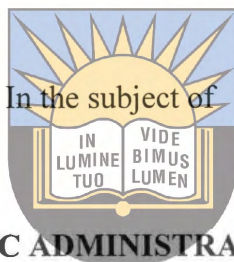
**SKILLS DEVELOPMENT AS A STRATEGY FOR EMPOWERING WORKERS
IN BUFFALO CITY MUNICIPALITY (BCM)**

By

BUWANG MZACA

Submitted in partial fulfilment of the requirements for the

MASTER OF PUBLIC ADMINISTRATION DEGREE



PUBLIC ADMINISTRATION

University of Fort Hare

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FACULTY OF MANAGEMENT AND COMMERCE

UNIVERSITY OF FORT HARE

Supervisor

Prof. S. Buthelezi

September 2007

DECLARATION

I declare that this dissertation describes my original work except when otherwise stated and that it has not been submitted for a degree at any other University.

SEPTEMBER 2007

B. Mzaca

.....
SIGNATURE



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DEDICATION

To my family, especially my wife for their assistance, encouragement and patience throughout my studies. This project is affectionately devoted to you.



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ACKNOWLEDGEMENT

I wish to express my sincere gratitude to the people who contributed to the success of this project.

1. Professor Siphon Buthelezi for his supervision, constructive criticism and ideas, which made this, study a success.
2. Mr. Grant Snell for his input, guidance and recommendations.
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TITLE

Skills Development as a Strategy for Empowering Workers in the Buffalo City Municipality (BCM)

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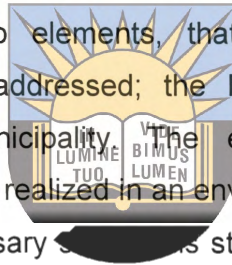
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INTRODUCTION

The Buffalo City municipality remains an aspiring metro although it fulfils all the legal requirements to be a fully-fledged metropole. This is as a result of its state of the economy. It has not yet been ascertained whether the city possesses the capacity to be independent financially. The second element is the management of its own affairs without the assistance of the District Municipality. Until these two elements, that is, financial capacity and administrative capacity are addressed; the Buffalo City municipality will remain a Category B municipality. The economic sustainability and administrative capacity can be realized in an environment where management is empowered with the necessary skills. This study is an attempt to establish the existing skills level and the available skills programmes aimed at enhancing skills development. The amount of skills available will tell exactly whether the city is able to effectively provide social services to the residents, business and other social institutions develop.



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The Department of Labour, on behalf of national government, in terms of its constitutional mandate and its powers and functions, has a responsibility to oversee planning and the implementation of this responsibility, that is, of providing skills to all sectors. The Department of Labour in carrying forward its mandate, has consulted broadly among the relevant stakeholders to develop a strategy for skills development.

Both the private and public sectors are expected to provide the necessary policy framework, and package incentives that would attract responsive attitudes from everyone and, that would hopefully result in the implementation of the skills development programme.

This programme has been introduced by law to compel all labour market institutions and labour unions to participate. The actual results will first be seen when all labour market institutions develop policies to guide the operationalisation of the policy. The second phase will involve willingness, the identification and availability of candidates for the empowerment and the up-skilling of the workforce.

The most important area in the implementation is the integration of skills development and economic growth as component elements of developmental societies. The integration of the two should culminate in a fundamental shift in terms of the current workforce exploring other areas of training and career-pathing. The achievements of the skills development programme will only be realized when as a country we have enough skills in all fields of work.

PROBLEM STATEMENT



In South Africa, studies in science, technology and mathematics are part of educational priorities, as well as part of scientific and technological careers. While, on the one hand the country has the most advanced technological infrastructure on the African continent, on the other hand, South Africans experience acute health, shelter and environmental problems, and participation in science and technology careers is restricted to a minority of citizens (Bendix, 1996:154).

The situation in the workplace is a little better, with programmes which are either task specific or based on old style craft demarcations, and which also do not provide workers with an understanding of the social and scientific context of work technology. The lack of engagement with the scientific principles underpinning technological results in workers being ill-equipped to contribute to innovations in the workplace or to adapt to the changing forms of work-place organisation required by new technology. In general, science, mathematics and technology education, both formal and non-formal, has failed to address our levels of scientific literacy and technological know-how. Among the newly industrializing countries, South Africa is ranked at the

bottom in terms of the development of our human resources (*Speech on the Launch of Skills Development Bill by then Minister Tito Mboweni, 2 September 1997*).

The research question that will be investigated in this study is contained in the following questions:

- what is the correlation between skills development programme and the need for organisation development at the Buffalo City Municipality?
- does skills development serve as strategy for empowering workers at the Buffalo City Municipality?

THE OBJECTIVES OF THE STUDY

The objectives of the study are the following

- to critically examine the training needs of employees in the Buffalo City municipality (BCM) for the efficient social allocation of resources and;
- to assess the quality, relevance, impact and cost effectiveness of the skills development at the Buffalo City municipality.

RATIONALE FOR UNDERTAKING THE STUDY

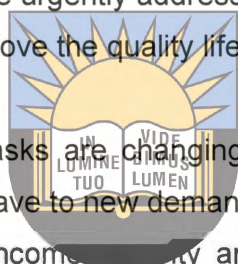
The apartheid government has left South African's with the legacy of a highly skewed skills profile, where-in only the few enjoy the benefits of better skills and high wages. The continued skills shortage in this country's economy drives up wages of the few and aggravates the large inequalities between the rich and the poor.

During 1994, the National Training Board indicated in its national training strategy that an integrated approach to training and education in the traditional mould, as separate definable entities limited to certain periods of an

individual's life. The Board proposed that one should rather think about education and training as a life-long process. The starting point of such an integrated approach to education and training should therefore be nationally and internationally accepted outcomes (*Keynote address by the then Minister of Labour at the Launch of Green Paper on Skills Development Strategy, 24 March 1997*).

According to the Skills Development Act and Levies, April(1999:4), people are the most important asset in a country. Because of the global circumstances which need South Africans to have competence in skills which are demanded by the more complex, rapidly changing economy and environment, the skills deficit and development must be urgently addressed in order to meet the aims of growth, job creation and improve the quality life of South Africans.

In a world where workplace tasks are changing rapidly, the workers ability have to adapt their skills they have to new demands and opportunities that are fundamental to employment, income security and growth (*Green Paper on Skills Development Strategy, 10*).



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THE SIGNIFICANCE OF THE STUDY.

This study seeks to echo many voices that have raised the need for better skills in order to achieve better organisational development. It focuses at the Skills Development Act as a strategic policy to empower workers in the work environment. Year in and year out, young people graduate from highly recognized educational institutions but their skills contribute very little to the economy. The study will attempt to highlight areas of need in order to help respond to demands where serious deficiencies are noted.

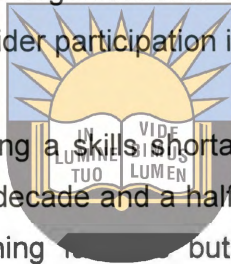
There is a great need to educate the employers and the public about the challenges facing the country at the level of employment creation and organisational development. The labour force in the country need new production tools and relevant skills that must be identified through a skills audit in all areas to ensure efficiency and effectiveness.

The focus in the Buffalo City Municipality (BCM) will help assess and evaluate progress made towards the implementation of the skills development plan. Their experience will help them to understand their plans, what has been achieved, their failures and limitations. It will also be important to establish the responses of management, workers and councillors.

LITERATURE REVIEW

South Africa suffers from a serious shortage of skilled people, particularly black people. This is a major constraint on South African's prospects for achieving the kind of sustained organisational development that will reduce poverty and open the way for wider participation in the economy.

South Africa is not only suffering a skills shortage, it has also destroyed its training capacity over the past decade and a half. Capacity shortages are not only limited to a lack of training but also the non-availability of competent trainers in the disciplines needed by the economy (ANC Umrabulo vol. 28: 3).



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The government's Accelerated and Shared Growth Initiative for South Africa (AsgiSA) recognises skills shortages as one of the most "binding constraints" on development, one that is serious enough to warrant its own programme, the Joint Initiative on Poverty Skills Acquisition (JIPSA). JIPSA's head, Deputy Phumzile Mlambo-Ngcuka, has even described the skills shortage as a potentially "fatal constraint" on AsgiSa. In other words, Accelerated and Shared Growth Initiative for South Africa identified the shortage of skills as the single greatest impediment for both the public infrastructure and private investment programme of AsgiSa. The Buffalo City Municipality (BCM) intends to provide opportunities for skills development as identified by the Joint Initiative for Priority Skills Acquisition (JIPSA).

South Africa's skills shortage has many faces; the anger of a township resident who lives in unsanitary conditions because the municipality has no

engineers; the frustration of an employer trying to navigate a skilled recruit through the immigration bureaucracy; the exodus of young South Africans who have discovered the global market in skills; and the disappointment of others at home among who believe themselves to be qualified but cannot find a job. They are the human faces of South Africa's failure to develop, recruit, and retain the skills and wider human capital essential for sustainable and shared development.

From its first days in office in 1994, the democratic government recognised the legacy of apartheid in the fields of education and training and, over a period of years, framed policies to address it. Twelve years later, however, as policy-makers focus on ambitious targets for economic development, employment and poverty reduction, the government is again talking about skills crisis.



The launch of the Accelerated and Shared Growth Initiative for South Africa in February 2006 and its partner programme the Joint Initiative on Priority Skills Acquisition, one month later, placed skills at the centre of the policy debate on economic growth. Comments on Accelerated and Shared Growth Initiative for South Africa and Joint Initiative on Priority Skills Acquisition by senior government leaders and policy-makers indicate that they regard the development, recruitment, and retention of skilled people in both the public and private sectors as the most important factors in achieving a higher rate of economic growth.

According to the Skills Development Act (No. 99) of 1998, the term "skills development" has been used to capture the specific perspective that the South African government brings to project of people development. This perspective emphasizes the development of competent performance by individuals or a specified and yet dynamic social and economic purpose. It is not intended to be seen as preparing individuals for the isolated performance of a routine task in an unchanging environment, a very outdated notion, but rather the development of the necessary competencies, which can be expertly applied in a particular context for a defined purpose. Human resource

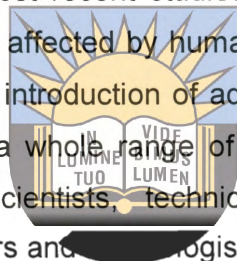
development concerns the means by which a person cultivates those skills, the application of which will improve the efficiency and effectiveness with which a particular organisational segment is achieved (Hewton, 1988:85).

Skills development emphasizes the development of competent performance by an individual for a specified social developmental purpose. It is not intended to be seen as preparing individuals for the isolated performance of a routine task in an unchanging environment but rather the development of the necessary competences, which can be expertly applied in a particular context for a defined purpose. Skills development should result in skilled performance (*Skills Development Facilitator Programme, Annexure G, p: 251*).

The principal task that informs the choice of this topic is the pertinence of the skills question in the history of South Africa's economic life. As a democratic country and part of the global world, South Africa's (S.A's) major challenges are to overcome the legacy of apartheid, part of which is the addressing the skills question, and to be technologically and economically competitive in the global market (*National Skills Development Strategy, 2001:4*), and that is realised through educational opportunities. The provision of the primary education requirements is one of the most important parts of the development action. In spite of the large numbers of pupils that enrol in schools, the level of literacy in the less developed countries is shockingly low in relation to the level of literacy in developed countries. For example, in the least developed countries, the level of literacy is thirty seven percent of the population, as compared to the ninety seven percent in developed countries (Coetzee, 1989: 75). The education children receive in developing countries is often also not suitable for the requirements of the country. In South Africa, the emphasis in the schools has fallen on purely academic education, while the country needs more technical training.

In South Africa, 7 800 000 persons were busy with one or other form of training. This training included primary schools, secondary schools and tertiary educational institutions such as technikons and universities. In as much there is that form of training, South Africa has a low skills base and

companies are not investing sufficiently in skills training for their workers, and the technology machinery and equipment used by South African companies is not sufficiently updated or replaced (Philip, et. al., 1999: 96) especially in public institutions. This can be attributed to the legacy of apartheid that has left South African companies and institutions in a dire need for skilled labour. The Human Science Research Council's (HSRC) October 1999 media release report depicted that there is a shortage of more versatile and experienced managers and professional's or rather skilled labour across all sectors of South African economy. According to the national skills development strategy conference (2001: 8), South Africa has only 3 million skilled and highly skilled workforce as opposed to 7 million trapped in the semi-or-unskilled work. The most recent studies into developmental growth suggest that growth is strongly affected by human capital and human capital is the skill of a workforce. The introduction of advanced technology has also resulted in the emergence of a whole range of new highly skilled technical occupations, for example, scientists, technicians, engineers, computer programmers, product designers and biologists (HSRC, October, 1999). In South Africa, there has been a marked shortage of skilled personnel to fill these occupational categories (Kraak, 1987: 18). After the 1994 elections, South Africa was re-admitted to the world society, in a sense that the notion of sanctions and closed spaces between South Africa and other nations become the generation of additional financial resources to facilitate the human resource development of the public sector. According to Beck (2000: 35) no country or company can shut itself off from others. Various social, economic, cultural, political forms, technology and skill training institutions interact with one another. In the global economy, everything is mobile: people, capital, factories, even entire industries and the only resource that is really rooted in a nation and the ultimate source of all its wealth are the workers or the people (Crouch et al., 1999: 1). In short people are the most important assets in a country.



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METHODOLOGY

To achieve the purpose of this study, the Buffalo City Municipality was used as a study in order to understand the municipality's responses to challenges imposed by globalisation, and the municipality's attempts to address the question of skills. The research methodology to adopt in this study is a quantitative research method and that is informed by what Babbie (1986: 45) defines as the study in which phenomena are explored, explained and described according to the relationship between variables. It is useful in generating knowledge in a variety of situations where it would be difficult to employ an experimental approach.

As the researcher using a quantitative research method, the study will venture into the words of other (meaning Buffalo City municipality workers, management and union) to learn first-hand information about the impact that organisational development has on Buffalo City municipality, how do they respond, the kind of technology introduced and how has this affected the way work is done, how they are trained and how is the question of skills being addressed? This is based on an interpretive evaluation methodology (that is, programme evaluation guided by the purpose of the researcher, in which those who will provide information will be stakeholders and will not be manipulated).

The research study will make use of the following two techniques as the apparatus for conducting the research.

Personal interviews

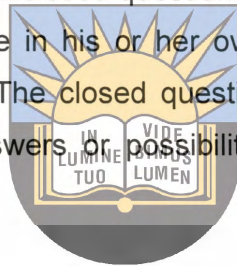
The study will also make use of the interview technique. According to Wiersma (1986:79), the interview is an oral exchange of opinions between an interviewer and an individual or individuals, and it is conducted in person. In an interview, responses may be limited to a single word response like "yes" or "no", or they may be lengthy statements.

Target population and sampling

The interviews method will be used to gather information from the official stakeholders managing the institution. Thus, the politicians, including the workers will be interviewed. In addition, representation from the Union will also be interviewed.

Questionnaire

A questionnaire (see appendix 2, p87) will be developed and issued (given out), and it will contain open and closed questions. Open questions will call for the respondent's free response in his or her own words, while no clues or suggestions will be provided. The closed questions will call for short check responses and alternative answers or possibilities will be provided for the respondent to choose from.



Target population and sampling

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The questionnaire method will be used to gather information from the politicians, senior officials of the Buffalo City municipality and Union representatives. There are about 4 315 workers, 30 senior managers and 89 politicians at Buffalo City municipality (BCM). A random sampling technique will be used, and the sampling sizes will be as follows:

Politicians at Buffalo City municipality	= 10
Senior Managers	= 8
Union Representative	= 5

DELIMITATION

The focus of this study is restricted by various factors. However, it is important that such factors be explained:

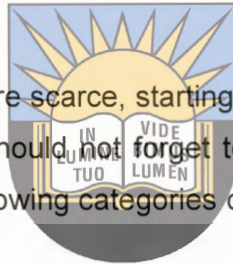
- **Distance**

Buffalo City Municipality has been formed by the integration of East London, King William's Town and Berlin as well as rural areas.

- **Accessibility of the Political Office Bearers**

The political office bearers are busy people, so because of their work schedule it might be difficult to meet them.

- **Time and Cost**



Time is limited and resources are scarce, starting this project we have to keep costs to a minimum, and we should not forget to take inflation into account. We have to take note of the following categories of expenditure:

- travelling (to collect the data);
- typing or Clerical support (Copier and Extra letters);
- stationery;
- photocopying (questionnaires); and,
- telephone cost.

CHAPTER OUTLINE

The study is composed of five chapters, which are as follows:

Chapter One:

Introduction/Proposal

This chapter presents an overview of the study the rationale for undertaking the study, problem statement, purpose of the study, objectives of the study, significance of the study, assumptions, research methodology, and delimitation of the study and definition of terms.

Chapter Two

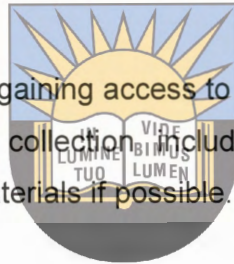
Literature review:

The literature review focuses on theoretical perspectives on skills development, definition of skills development, skills development strategy, education, economic development, training, the right of access to training and retraining.

Conduct further literature study for theoretical foundation of skills development

Chapter Three

In this activity data collection is gaining access to and building rapport with the respondents. Forms of data collection include observations, interviews, documents and audio-visual materials if possible.



Chapter Four

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Information gathering and analysis

Chapter Five

Recommendation and Conclusions

CHAPTER TWO

LITERATURE REVIEW

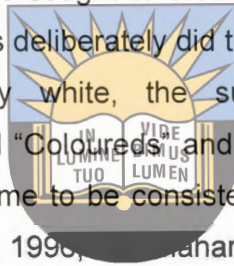
INTRODUCTION

This chapter is mainly about literature review, using the information that already exists to guide correctness of formulations to be made at the end of the study. This chapter discusses the historical review on skills question in South Africa and that is informed by Labour market and globalisation theories. This chapter will help the study and look at the impact of past government policies and legislation's on labour relations, and in particular their effect on the impact of technology on black workers skills.

HISTORICAL REVIEW ON SKILLS QUESTION IN S.A: THE IMPACT OF POLICIES AND LEGISLATION ON THE LABOUR MARKET

In South Africa the state played a crucial role in shaping the labour market. It developed policies and laws to accord South African whites, (particular the Afrikaners), an exclusive right to participate as employees, to be highly remunerated and occupations, high education for white workers in the skilled labour market. In South Africa the racial segregation which disfavoured black labour and job reservation for whites dates back to the first settlers at the Cape during 1652 – 1658 (Lombard, 1981: 7). In 1658 a start was made to channel foreign slaves to the Cape. The training and skills development of the African population started in the 19th century when the British governor, Sir George Grey, first introduced technical and vocational education, in the Cape Colony in the early 1850s (Millar,1991: 170). The nature of this contact resulted in the first measures taken to control the employment, skills training, and education and black labour mobility. Ordinance No. 49 of 1828 can be considered as the turning point of the policy of separation between whites and blacks. This was designed for blacks and the labour market development in South Africa was characterized by racial segregation and job reservation that ensured that skilled jobs were reserved for whites (Lombard, 1981: 7).

The early 1920s stage of industrial development did much to shape the course of the labour market. White workers through their capacity to organise into craft unions and disrupt production were able to construct their jobs as skilled (Webster, 1992:55). Research into the history of skills formation in South Africa demonstrate how craft union workers adopted a highly defensive and conservative approach to skills and earnings against job dilution, job fragmentation and job placement by poorly paid unskilled black workers. Craft workers became a labour aristocracy protected by job reservation and union management agreements (Johnstone, 1976; and Webster, 1998, P:3). This left out black workers as unskilled and semi-skilled. The state, management policies and craft union workers sought to create a system of cheap labour that would benefit white workers deliberately did this. This left the independent primary market predominantly white, the subordinate primary market constituted by whites, so called "Coloureds" and Indian semi-skilled workers, while the secondary market came to be consisted of predominantly low-paid African migrant workers (Kraak, 1996, Manaraj, 1999, p: 59).



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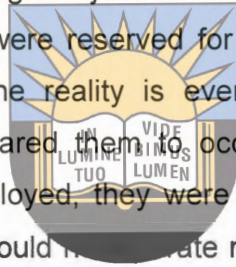
When the Apprenticeship Act no. 87 of 1947 was introduced, it marked a new period in the history of the labour market in South Africa. The long title of the Act states its object as being to regulate skills training, and employment of apprentices and minors in certain trades, as well as to provide for matters incidental thereto (Wiehahn, 1999:18) briefly the three objects of the Act were to:

- ensure that apprentices receive proper practical and theoretical training to regulate the employment of apprentices and minors in designated trades; and
- to control the intake of apprentices and a minors in designated trade.

This Act prevented workers, especially Africans from working in jobs in which they were competent, and confined them to jobs that required less skill. Apart from segregating Africans, the Act gave protection to white workers and perpetuating the industrial colour bar. According to Lombard (1981:10) this, in

terms of human resource development is the gravest waste of scarce human potential.

Under the Registration for Employment Act of 1945, all work-seekers had to register with the Department of Labour. There was no vocational guidance and placement effort available for Africans. When a white person registered, professional psychological staff tested his abilities, interest and personality (Ntuli, 2000: 70). The unavailability of professional help for African's meant that they would take any jobs that were available, irrespective of whether that job suited the interest and personality of the particular work-seeker. The purpose here was to segregate the labour market. The poor guidance left Africans unaware of technological jobs available in the labour market (meaning that, technical jobs were reserved for whites and non-skilled jobs were reserved for blacks). The reality is even if they were aware their educational qualifications prepared them to occupy certain job categories. Hence, even if they were employed, they were not going to be effective or productive, not because they could not operate machinery, but because they were neither skilled nor qualified.



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In 1951, the Training of Artisans Act of 1951 (Act no.38 of 1951) was adopted with the purpose of providing training for persons other than minors, who have not had the opportunity to enter into an apprenticeship in order to enable them to obtain artisan status (Wiehahn, 1999: 187). Under the Artisan Training Act, training in theoretical and practical skills was given to whites at state institutions followed by three years on-the-job training with an employer. Africans were not permitted to do this kind of training, whereas coloureds could only write tests after they had been trained, but were also not given opportunities similar to white workers (Ntuli, 2000: 7). This Act owes its origin to the fact that at the end of World War 2 there was an acute shortage of skilled artisans, aggravated by the rapid industrial expansion of South Africa. The 1948 De Villiers Commission on technical and vocational education identified the same problem that indeed there was a rapidly increasing demand for trained "native" labour in practically all categories and grades of work (Mji, 1998: 35). Africans were employed only to see, but not touch, some

machinery. The implication here is that Africans could not experience operating technological machinery. In order to augment the supply of skilled personnel and machine operators, the Soldiers and War Workers Employment Act and Housing (Emergency Powers) Act, was designed mainly to provide for the construction of dwellings and the putting into effect of housing schemes owing to the existing shortages. Every law and policy that was put in place was aimed at ensuring the preservation of white domination.

The 1951 Eiselen Commission and the Bantu Education Act of 1953, made it clear that blacks were to be prepared for a very particular place in society and that was to become unskilled industrial workers (Mji, 1998: 36). This was aimed at protecting the employment and skills interest of white workers, and also to avoid thinking about blacks in terms of other than labour commodities that had no rights and skills but simple exchangeable, exploitable labour units (Miller, 1991: 170). Africans were trained by local authorities as building workers working without the provision of machinery. Even if the machinery was going to be provided to African workers, it was going to be useless since they were excluded from training that would enhance competence to operate the machine. Under this Act Africans were only allowed to be seen and work in white areas doing unskilled jobs only if they were employed there. According to Ntuli (2000: 71) if they were not employed they had to produce passes. This in essence meant that Africans although they were working in white areas, they had no natural right to work anywhere they wanted. A lot of technological developments were taking place in white areas, as a number of machinery works were performed there. This meant that a large pool of black workers was discriminated against human resource development in terms of skills, thus continued labour market segregation of black workers in South Africa.

The Industrial Conciliation Act (No. 28) of 1956 continued to make provisions for discrimination machinery whereby jobs and technological skills training was reserved for white workers. It formalized and legitimized the process of limiting blacks to lower occupational and educational levels (Langa, 1996:156). It also provided for the registration of trade unions and employer's

organisations and for the setting up of Industrial Councils for specific industries (Ntuli, 2000: 73). According to Scheepers, 1974 and Ntuli, 2000: 73 the councils promoted industrial peace and settled disputes by collective agreements or arbitration. However, Africans were not allowed to participate in collective agreements since their unions were not registered and not allowed to join white registered unions. This means that the African workers needs were not heard and that only white workers rights were attended to.

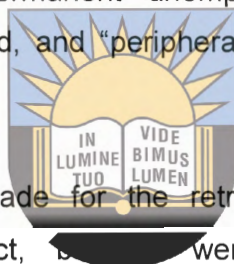
The cheap labour policies of the 1950s began to out-live their usefulness in the boom years of the 1960s. Neither the National Party government nor organised white labour ever anticipated this when they adopted discriminatory labour policies to maintain the status quo in the racial division of labour (Cranhshaw, 1987:38). The period of economic boom, which began in 1963 and lasted till 1975, had a profound impact on the dominant production processes and the labour market. Although employment in the informal economy grew at a rapid rate of about 2,9 percent per annum between 1960 to 1970, this expansion of the work-force did not have a significant impact on the African workers and white employment ratio (Cranhshaw, 1987: 38).



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The position regarding job reservation during this period was that there was an increase in accentuation and statutory job reservations for whites. As the industry grew, it began to experience the negative effects of the segregated labour market, as the white population could not satisfy growing demand for skilled labour. The boom period between 1961 and 1970 was to be one of the greatest economic expansions that South Africa has experienced (Houghton, 1976: 212). During this period 1961 – 1970 there was an increase in the proportionate demand for professional, technical and non-manual jobs in the non-primary sectors of the economy. This led to the process of skills upgrading of black workers, which occurred largely as a result of a change in the racial composition of certain semi-skilled jobs and as result of whites being promoted into highly skilled jobs (Kraak, 1987: 17).

According to Kraak, this resulted in a new layer of racially heterogeneous middle stratum of the occupational hierarchy, consisting of coloureds, Indians and Africans workers. At the same time, this restructuring of the employment pattern disadvantaged other members of the African working class, particularly those residing in the peripheral or rural areas, whose services as a cheap source of labour was no longer in high demand. This resulted in a high degree of differentiation within the African working class (Webster, 1985: 75). According to Hindson (1991 cited in Maharaj (2000), the urban African working-class benefited most from the restructuring of employment during this period, as they began to obtain the skills to occupy jobs in the subordinate primary sector. Whereas the large numbers of Africans located in the rural collapsed economy faced permanent unemployment. This led to the emergence of the “core” skilled, and “peripheral” unskilled, African workers (Kraak, 1996: 69).



In 1996, a provision was made for the retrenched workers under the Unemployment Insurance Act, 1993 were provided in cases of retrenchment due to discharge from work, illness or confinement. According to Scheepers, 1974 and Ntuli, 2000: 17, the benefits were related to the earnings – group of the worker. There was no racial segregation, except that African claims were handled through the Bantu Labour Bureau machinery, and that the Africans could not serve on the committee’s set-up in terms of the Act to consider appeals. The reason for separating the channels for such insurance appeals is because the legal system of the country did not allow that both white and Africans’ claims to be handled in one department (Ntuli, 2000: 74). This meant that Africans were not allowed to use white facilities. The use of technology as a white man’s job and facility to utilize was inculcated to Africans.

Since the early 1970s, when a sustained irregular cyclical pattern emerged, the apartheid character of the labour market could no longer be pursued as a viable strategy for stable growth for reasons already explained above (that is, economic growth). In the 1970s there was considerable attention given to manpower matters and legislation. Three government commissions were set

up to start the reform process, the De Kock Commission on monetary policy, the Weihahn Commission into labour relations and the Ricket Commission on influx control. The Weihahn Commission argued that, the South African industrial training system had serious shortcomings that thwarted efforts to provide an adequate quality of skilled labour and that training be rationalized, and this ultimately led to the enactment of Manpower Training Act of 1981 and the establishment of the National Training Board (Standing et al: 451 in Mji, 1998:36).

Up until this period the past training system was formed around a number of apprenticeship training courses that mainly equipped young white men to work in industry (Kraak, 1997: 74). With rapid changes in technology in the 1980s, new methods of work organisation and the shift towards the global market, these apprenticeship courses became an insufficient basis for competition. During this period, policy reforms were introduced in South Africa, which represented a shift away from the "Verwoerdian" race-based thinking of the 1960s to a framework more on free market principles (Kraak, 1997: 74). The key change during the 1980s was the transfer of control of apprenticeship training from the Department of Manpower to accredited Industrial Training Boards. This allowed the board's freedom to meet the training needs of industry in the way they saw fit without any state intervention. These reforms envisioned a government with minimal involvement and a more market-based or voluntary approach being adopted, which left it to industry to deliver training to meet the identified needs. This resulted in a high degree of differentiation between black and white workers. There was a tendency to train black not to be competent workers.

Although the Manpower Training Act was the first South Africa's non-racial law on training, the apartheid legacy still had an influence on it. When black learners entered the apprenticeship training system after reforms in 1981, there was a tendency for them to get theory and not practice, with the result that they were unable to build real competence. In 1981 the Human Science Research Council (HSRC) produced what came to be known as the De Lange Report (Vally, 1997: 40). The report called for the provision of education in the

Republic of South Africa and stressed the irrelevance of the academic curricula, especially for the Africa population. The kind of education taught to black people was mainly theoretical and this led to skill shortage and negative effects on the economic growth. It suggested that Black pupils should be provided with practical training (Mji, 1998: 36).

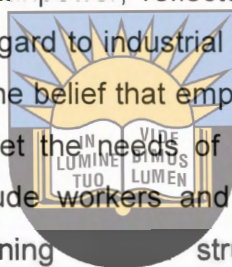
In the same year (1981) the Guidance and Placement Act (No. 62) came into effect and provided for the establishment of skills and training guidance, as well as, the employment and registration of private employment offices (that is offices which were in place to recruit employees). The registry offices were also incorporated into the Act, as is the registration of employment. As a result of the Act many of the trainees were placed in employment. A tracer study conducted by state owned enterprises (SOE's) in 1998 found that in 1983 nearly 60 percent of all unemployed persons who were skilled and trained were subsequently placed in a job. By 1984 placement had dropped to 43 percent and further to 25 percent between 1985 and 1986 (Mji, 1998: 37).

The following years saw very little emphasis placed on placement and training. Training was now supply driven, that is, it was determined by the course offered by the training providers, rather than driven by the demands of the labour market, the majority of black people were discriminated from certain job categories because of the choice of courses they were forced to choose, they also obtained course certificates that were not technologically in demand. The range and duration of the courses raised questions about the nature of the analysis that informed the training of the unemployed policy and what was identified as the cause of unemployment? Did a skill shortage really exist? Was the training system intended just to raise the technical efficiency of the workforce (Mji, 1998: 38)? This market-led model gave capital substantial powers to decide on the extent and nature of vocational training, the organisation of work, new technology and investment in research and skills development.

Crankshaw (1997: 37) argues that while not denying the existence of skill shortages the policies exhibited a distinct strategy on the part of the state and

sectors of capital to build a black middle class committed to free enterprise. Examining the South African economic and political scenario, she found that there are ideological dimensions to skills shortage (Crankshaw, 1997: 37). The purpose of increasing skills appeared to intensify ideological controls over workers and wed them more firmly to capitalist values so as to improve South Africa's manpower needs (Vally, 1997: 40).

However, in 1991, with democracy in the air, there was a dramatic change in official policy direction. The National Training Board had to change and the new board took over and agreed that the National Training Strategy should be replaced by a new one (Vhutsila, 2001: 2). The National Training System, a project of the Department of Manpower, reflected the interests of both the employers and the state with regard to industrial training in South Africa (Mji, 1998: 40). It was premised on the belief that employers know best about how education and training can meet the needs of an institution. The National Training System failed to include workers and trade unions, and also to recognise that low skills training is a structurally and institutionally embedded phenomenon of South African capitalism which the market mechanism alone was incapable of resolving.



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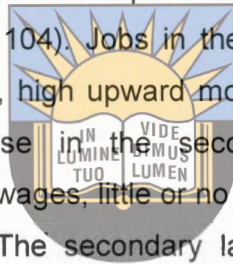
In the middle of 1993, a more representative task team was set up under the National Training Board, which for the first time brought together representative of business, government representatives and trade unions, in particular black unions. These were in the days prior to the formation of National Economic Development and Labour Council (NEDLAC). In April 1994 the task team published its National Training System initiative. Although published as a discussion document, the first black Minister of Labour adopted the National Training Strategy as the framework for subsequent policy work and institutional developments. These have since emerged to shape the new training and skills development landscape.

The legacy of apartheid policies and legislation's failure to develop worker's skills will clearly live to haunt post-apartheid South Africa. As Joffe et. al.

(1993:15) point out, even though there has been a substantial improvement in the proportion of the labour, one quarter of the African working population and one-eighth of the coloured workforce are without formal education. The next section will look at the theory of labour market

Theory of Labour Market

Amsden defines (1989: 233) labour market segmentation as the historical process whereby political and economic forces encourage the division of the labour market into separate submarkets, or segments, distinguished by different labour market characteristics and behavioural rules. The labour market theory states that workers are separated into primary and secondary labour markets (Barker, 1992: 104). Jobs in the primary labour market are characterised by high earnings, high upward mobility, job security and, high skill requirements, while those in the secondary labour market are characterised by low skills, low wages, little or no job security and little upward mobility (Barker, 1992: 104). The secondary labour market is the market expression of workplaces organized according to simple control.

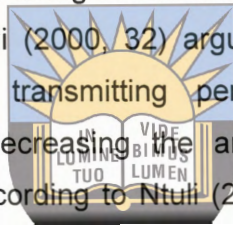


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The second form of control, technical control, emerges only when the entire production process has a plant or large segments of it are based on a technology that places and directs the labour process. According to Amsden (1989: 233) the primary sector is further segmented into subordinate and independent primary jobs. Subordinate jobs are routine-like and encourage personality characteristics of dependability. According to Barker (1992: 104), the subordinate primary market consists of semi – skilled operators who are, to a large extent, unionized, and would include “water – cleaners and steelworkers, truck drivers, harbour and sewerage workers.” Technical control through the pace of the assembly line or conveyor belt is a less authoritarian form of labour control used within the subordinate primary market. This is different from independent primary jobs which encourage and require creativity, problem solving, self initiative, high levels of skills and often have professional standard of work (Amsden, 1989: 233).

Within this segment of the labour market, bureaucratic control is based on rules and procedures which seek to habituate workers to company values, and also on Taylorist principles which seek to divide workers across a seemingly endless fragmentation of jobs (Webster, 1985: 201).

The labour market theory also looks at the technological developments under capitalism or divergent development of the industrial structure to explain the emergence of labour market segmentation (Amsden, 1989: 243). An important aspect of the labour market analysis is its emphasis on the interaction between developments in technology and the pattern of labour market behaviour (Amsden, 1989: 246). There is an argument that technology is being introduced to enhance managerial control over the skills and labour of workers (Ntuli, 2000: 32). Ntuli (2000: 32) argues that, from the improved process of generating and transmitting performance information and increasing opportunities for decreasing the amount of skill in jobs and indispensability of workers. According to Ntuli (2000: 32) this view of control has been upheld by many Marxists, most of them paying their allegiance to Harry Braverman's (1974: 36) lucid and elaborate attack on capitalist work reorganisation, as technology is being introduced in particular, and scientific management in general.

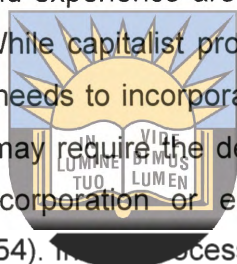


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Another labour market theory view the introduction of technology in the workplace, other than control over workers is to increase profits and productivity. As Martin ((1995: 45) asserts, for management to maximize profits and extract maximum surplus value from workers, it finds it necessary to control labour as far as was practically possible. This is also achieved through work organisation techniques. Management needed, furthermore, to gain a complete monopoly of all knowledge of the labour process (Ntuli, 2000: 43). This confirms Bravemen's argument (in Amsedn, 1989) that the development of technology, and its impact on work process in terms of their ability to use their knowledge and exercise judgement in the process of work execution. This lead to de-skilling as management would also need to divest workers of any skill, knowledge. In this way technological developments require a reduction in labour mobility and a degree of flexibility. This will

reduce workers to the point where they function like “hands”, managed like a mere machines set to work on mindless, fragmented, simple, repetitive, monotonous and highly rigid and controlled tasks (Braveman in Ntuli, 2000: 44). This scientific management technique entailed the degradation of work, and worker’s increasing subordination to, and alienation within and from, the capitalist labour process (Martin, 1995: 62).

Webster (1993: 103) holds that managerial control is never complete, even when automotive technology has been introduced. This is so because management needs worker’s skills and experience to oversee the machines because they were liable to break down. The worker’s intelligence, know-how (that is, their understanding) and experience are not something that is easily removed from the shopfloor. While capitalist production tends to rely on the coercion of labour, it however needs to incorporate and reward workers skill. Indeed, technological change may require the development of new technical skills and not merely the incorporation or enhancement of older ones (Webster, 1991 in Ntuli, 2000: 54). In this process, it is interesting to note that employers and workers need each other. For profit to be maximised employers must invest in both technology and workers’ skills to enhance productivity and competitiveness.

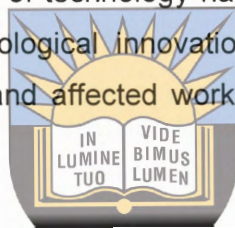


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Hodson and Parker, 1998 and Ntuli, 2000: 56, come up with another view about the impact of technology on work and on workers. They see technology as the major vehicle, which brings higher living standards to those who participate in economic life. They have overlooked the negative impact of technology on both the employed and the unemployed. According to Novel 1981 and Hodson and Parker, 1988: 2, between the 1970s and 1980s, technological growth had been seen more as a cause than the solution to the problem of unemployment. The reason for this is that, more often than not, the introduction of new technology tends to lead to unemployment, because its introduction is a consequence of management’s desire to maintain control over the workforce (see Shaiken in Hodson & Parker, 1988: 3). Hodson and Parker (1988: 10) also observed that advanced technologies displace labour

in general, driving up the unemployment rate and placing additional pressure on workers at all levels.

It is further argued that technology tends to increase the alienation of labour under capitalist society (Valls & Yarrow, 1988: 127). In Ntuli, 2000: 58, the transition from craft to mass production did result in an increasingly detailed division of labour which, together with other factors, raised workers alienation to unprecedented heights. With the later development of fully automated, continuous process technology, this trend is reversed. Therefore, what modern industry initially took from the worker, the opportunity for meaningful work is eventually restored (Vallas & Yarrow, 1988 in Ntuli, 2000: 58). We have seen that the introduction of technology has both negative and positive effects. In South Africa technological innovation benefited workers in the primary labour market sector and affected workers in the secondary labour market sector.



According to the Skills Development Act of 1998, the term “skills development” has been used to capture the specific perspective that the state brings to project of people development. This perspective emphasizes the development of competent performance by individuals or a specified and yet dynamic social or economic purpose. It is not intended to be seen as preparing individuals for the isolated performance of a routine task in an unchanging environment, a very outdated notion, but rather the development of the necessary competencies, which can be expertly, applied in particular context for a defined purpose.

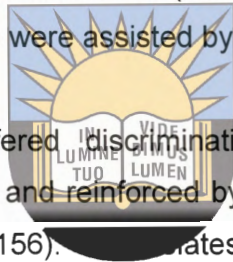
Policy makers, have failed to understand that the nation’s technological assets are the capacities of its citizens to solve complex problems of the future. It is their knowledge, skills, their contribution to the world economy and not as hitherto, technology and capital which determine a country’s prosperity (Ulrich Beck, 1997: 15).

The Labour Market Theory as Applied in South Africa Industries

If we look at the previous section, the legislations of the apartheid government had negative effects in the workplace. At industrial level, labour segmentation was facilitated by a wide variety of legislative and other barriers to access particular job categories, in particular technological jobs, which were reserved for whites. Technological jobs, skills based and supervisory tasks became the monopoly of white workers in primary labour market sector, while black workers were restricted to unskilled, low paid job categories in the secondary labour market sector (Webster, 1985: 286). Black workers were forbidden from performing certain jobs and this mechanism trapped black workers in the secondary labour market employment. African workers doing low paid and insecure work dominated the secondary labour market sector. The subordinate primary labour market was comprised of an intermediate stratum of White, Coloured and Indian semi-skilled workers (Webster, 1985: 378). Webster (1985: 378) calls this scenario within South African workplaces the racial segmented labour market. For example, in the mining industry to a greater or lesser extent, black workers did all production work involving unskilled work like the handling of raw materials and products. Likewise, in the gold mines, broken rock and ore were cleared from the “stopes” and loaded into hoppers or “cocpans” by manual shovelling done by unskilled black workers (Crankshaw, 1997: 51). In the building industry unskilled black workers performed most excavation and material handling tasks manually. Unskilled work typically included the tasks of loading and transporting building materials on site, digging foundation trenches and tamping to settle concrete or to consolidate rubble. The exaction of foundations was carried out by teams of unskilled manual labourers who broke the ground with pick, axes and shovelled the loose soil into wheelbarrows, which they then trundled up ramps to tip the contents into waiting trucks (Crankshaw, 1997: 51). White workers did none of the mentioned jobs.

This racially segmented labour market was also a reflection of the skills situation in South Africa’s workplaces. Whereby black and white workers formed distinct and socially unequal parts of the same variable capital (Langa,

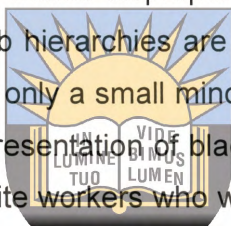
1997: 65). Division and inequality in the workplace were an extension as well as a result of divisions in the wider society. There were restrictions facing Africans in the acquisition of technological skills training. This enhanced what Burawoy (1985: 45) describes as “racial despotism”, whereby work was characterized by coercion rather than consent, and total skills training control was the compound where large numbers of black unskilled workers were housed separately from the rest of white workers. It has been argued that the compound was one of the most effective forms of labour control ever invented (Webster, 1985: 275). Black workers in the compound were only allowed or skilled to be black indunas, that is, management, appointed supervisors; while actual technological know, how and power were vested in the hands of white compound workers. According to Nzimande (1991: 166-199) skilled work was exercised by white workers who were assisted by semi-skilled black workers.



Black workers not only suffered discrimination or segregation in the workplace, this was predicated and reinforced by discriminatory laws outside the workplace (Langa, 1996: 156). This relates to the manner in which a dominant group (that is, whites) manipulated such factors as access to general education and quality education, secondary and tertiary training to ensure the subjugation of another group (blacks and women) (Mhone, 2000: 8). This was deliberately done to manipulate factors that specifically disadvantaged blacks entered the labour market as prospective workers, they did so as relatively uneducated, unskilled and untrained, and very restricted in their choice of jobs (especially the skilled ones) or their mobility in search of jobs such that they were generally “fit” for the type of jobs, occupations and industries that the dominant group wished them to undertake (Mhone, 2000: 8). It is generally agreed that the historical limited access of Africans to educational institutions and the poor quality of Bantu education have been major factors determining their inferior position in the labour market (Kraak, 1991: 156). This is clearly depicted by the 1994 October Household survey conducted by Mhone (2000: 9) according to which blacks were discriminated and disadvantaged in terms of skill acquisition prior to entering the labour market. According to Mhone (2000: 8) 72 percent of blacks were found to have achieved standard 6 or lower while 72% of whites had achieved

standard 6 or higher in terms of education. It is worth to note that about 60% of the unemployed blacks had standard 6 or lower. Furthermore, the ratio of white males with relevant degrees to the other groups with degrees was about 1,7 with respect to white women, 3,4 with respect to black males and 5,0 with respect to black women (Mhone, 2000: 8).

Evidence of apartheid laws and policies indicate that in South African companies there is still unequal treatment of workers in terms of access to skilled and unskilled jobs as well as remuneration (Mhone, 2000: 7). Essentially, within each occupation category, pyramidal job hierarchies can be identified in which blacks and women are disproportionately concentrated in the lower skill levels and white males disproportionately concentrated in the higher skill job. Within these job hierarchies are glass ceiling for the majority of blacks and women such that only a small minority are able to be promoted, hence the continued under-representation of blacks and women in the higher skill jobs (Mhone, 2000: 7). White workers who were employed in semi-skilled and skilled levels were retrained and promoted into skilled trades, supervisory position and, at a stretch into certain technical jobs (Crankshaw, 1997: 98). Simultaneously white workers were promoted ahead of African workers into skilled and supervisory jobs, they even received bonuses and were assured improved conditions of service. Instead of blacks being promoted into skilled trades, blacks were only advanced into semi-skilled jobs, which entailed the performance of fragmented aspects of the unskilled trades. Although black workers were performing work previously done by whites, they were doing that at much lower wages or income (Mhone, 2000: 7).



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Global Discourse on Skills Development

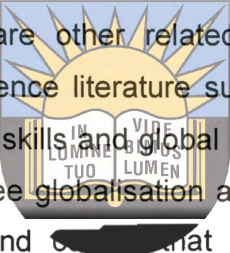
The legacy of apartheid policies and legislation's failure to develop workers will clearly live to haunt post-apartheid South Africa. As Joffe et. al. (1993: 15) point out, even though there has been a substantial improvement in the proportion of the labour, one quarter of the African working population and one-eighth of the coloured workforce are without formal education. It is estimated that 45 percent of blacks cannot read or write (Fallon et al 1993 in

Joffe 1993: 25). This compares very unfavourable with the Technology and Human Resources for Industry Programme (THRIP), with many of the non Technology and Human Resources for Industry Programme and even with other global major players. As a result of unfavourable comparison it becomes clear to South Africa that in order to become globally competitive she needs to change. Social, political and economic activities in one part of the world come to have immediate significance for individuals and communities in quite distant parts of the global system (McGrew, 1992: 68).

In acknowledging our past history of isolation, the unfavourable comparison with the rest of the world, labour segregation and stage of development, how then do we compete and fit in globalization and its consequences as stimulated in part by a concern to understand the nature of socio-economic changes which appear to be enveloping all advanced capitalist societies (McGrew, 1992: 65). Along with globalisation is the view that the fate of individual national communities are increasing bound together. This awareness of global interconnectedness is reinforced by the electronic media which bring to their audiences immediate attention to distant events, thus creating a sense of a globally "shared" community (McGrew, 1992: 70). How then should we understand the term globalization, which is used to describe these global trends?

Beck defines globalization as "a world without state – or, to be more precise, a world society without a world and state without world government" (Beck, 2000: 13). By this he refers to the multiplicity of linkages and interconnections that transcend the nation-states (and by implication the individual societies) which make up the modern world system. It defines a process through which events, decisions and activities in one part of the world have significant consequences for individuals and communities in quite distant parts of the globe (McGrew, 1992: 65). Erwin and Harry (2000: 243) define globalization as a continuous process whereby functions and influences cross boundaries from one state to another. It involves the organisation of various processes such as communication and business on a worldwide level, the existence of and awareness of the interrelations among people on the globe and

recognition of the globe as finite and limited (see Yearley, 1996: 9). The concept reflects “people experiences of the properties of an accelerating phase of the level of social integration comprising the bonds between nation-states (Kilminster, 1997: 272). It represents the increasing trend in which people view the world as a single space or what Robertson (1991: 8) refers to as :the compression of the world – and the rising consciousness that humanity inhabits one globe”. Theorists of globalisation view the world as moving into or as already having entered a new phase.

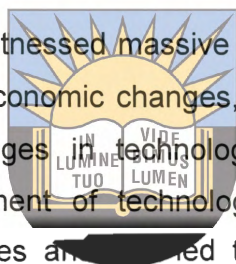
According to Hirst and Thopmson (1996: 1), “...we live in era in which the greater part of social life is determined by global processes, in which national cultures, national economies and national borders are dissolving”. Born of the process of globalisation are other related terms that are becoming commonplace in the social science literature such as global society, global economy, global culture, global skills and global citizenship, among others. In view of the above, the study see globalisation as an intimate, uncontrollable powerful source of change and  that affects national economies, political, social and cultural interconnectedness between organisations, individuals and governments thus deepening their international connections. Having defined globalisation this study will follow the Rosenau’s explanation of globalisation.

Rosenau (1980, 1989, 1990), in his attempt to make sense of the intensification of global interconnectedness, attaches enormous significance to technology. According to him it is technology that has so greatly diminished geographic and social distances through the jet-powered airliner, the computer and many other innovations that now move people, ideas and goods more rapidly and surely across space and time than ever before (Rosenau, 1990: 17). Rosenau argues that technology has profoundly altered the scale at which human affairs take place. New global communication and information technologies have subverted the control of state over flows of information (Comaroff, 1996: 168), enabled the formation of a global economy (Castells, 1996: 92) and facilitated the breaking down of certain “cultural” boundaries Lee, 1994; Pieterse, 1997: 5 in Sayed, 1998: 16). It is technology

that has fostered the interdependence of local, national and international communities that is far greater than any previous experiences (Rosenau, 1990: 17). Acknowledging that amongst other key factors describing globalisation, Rosenau (1990) is adamant that it is technology that revolutionizes the way the world is operating. The study, therefore argue that, technology and globalisation are changing the world and the workplace in particular. The next section of this research will discuss the South African organisations in the era of technological changes that come as a result of globalisation.

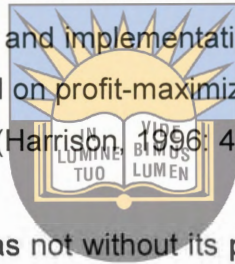
The South African Organisation in the Era of Globalisation

The past two decades have witnessed massive changes in the nature of the global economy. Apart from economic changes, South African organisations are experiencing major changes in technology and the labour process internationally. The advancement of technological know-how undermines political and natural boundaries and led to the formation of a global market economy ruled by global forces. These processes of globalisation have dramatically altered the way people perceive and produce things. The world of work has undergone rapid changes over the past decades as a result of globalisation. South African organisations are moving away from mass production to flexible production. Descriptive terms such as post-Fordism, flexible specialisation, the new competition and systemofacture have been coined to describe the changes (Harrison, 1996: 3). It is impossible to understand the current changes and the context under which organisations operate without a brief look at mass production notion. According to Kaplinsky (1994: 11), mass production developed and matured over the past 150 years. The primary purpose of production was to lower production costs. Since wage costs were a major element of production was to lower production costs. Since wage costs were a major element of production costs, labour costs had to be minimized. For instance, in Henry Ford's pioneering factory, the time taken to assembly a car fell from 750 minutes to 93 minutes between 1913 – 1914 (Kaplinsky, 1994: 11). Through the post war period most times adopted the system of mass production effectively. Jenkins (1992) characterized



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fordism by assemble line production involving a high degree of division of labour, which simplifies the task of workers to routine operations requiring minimal skill or training. Under this system of production the pace of work is done by the machine, through the speed of the line, rather than under the control of individual workers. This led to proliferation of industries producing world cars, such as model T-Ford. The original inventor of this idea once said, "they can have many colours they like so long as it is black" (Kaplinsky, 1994: 15). Common elements to the "Fordist-system" were: the strong oligopolist structure of industry which was encouraged by a large scale markets and rising barriers to entry; a system of collective bargaining; a view of labour as a cost to be minimized, rather than a resource to be maximized; the production line which produce large batches of standardized products; the separation of planning through management and implementation by workers; and, inter firm relationships which were based on profit-maximizing strategies and a focus on individual "units" of production (Harrison, 1996: 4).



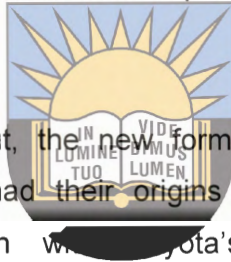
However, fordist production was not without its problem. The effectiveness of the system of mass production began to decline because it proved to be difficult to maintain consistency.

Jenkins (1992) and Kaplinsky (1994) offered explanations for the decline of mass production in the 1960's as follows:

- volatile markets and inflexible production;
- customer tastes were becoming increasingly differentiated;
- price competition not meeting the demands of the market;
- it dehumanised work and contributed to workers alienation;
- led to workers resistance and reduced productivity; and
- it required long rung of standardised products.

Following the failures of mass production in the era in which the nature of international competition is changing the nature of work, new and flexible production methods were introduced in the 1970s. Advanced technology made it possible to produce a number of different models and variants on the

same assembly line. This was facilitated through the use of micro-electronic system in the production process. The new trend is toward flexible production, whereby production is based on small unit with subcontracting arrangements. Literature on flexible production embrace what has become known as “just in time” system. However, there is a growing body of thought, which referred to these new forms of production system in variety of ways such as flexible specialisation, flexible production and post-fordism. These concepts have been used interchangeably. According to Kaplinsky (1994: 23) flexible production means a larger number of product types reflected by shortening of the life cycle of the product portfolio. It is basically a system of production, which makes relative use of embodied capital and intensive use of human beings. The goal to strive toward in flexible production is to move towards a single product flow.



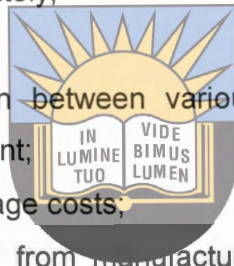
As Kaplinsky has pointed out, the new form of organisation with major opportunities for innovation had their origins in Japanese manufacturing systems. Actually, it began with Toyota's adoption of just-in-time manufacturing during the early 1950's. He further identified the following eight key changes in production, which are involved in the transition to flexible. Key changes are:

- the handling of inventories;
- the approach to quality;
- the organisational work;
- the reaping of systematic gains and introduction of work-terms;
- changes in inter-firms linkages; and
- instituting the process of continuous change (see Kaplinsky, 1994: 25).

Implication of Organisational development for South African Organisations

It is argued that post-apartheid South Africa's organisational development reintegration must be based on the development of a competitive manufacturing and service sector. This depends on how well they are able to manage, access new markets, implement relevant technologies and use those technologies in the production process. The impact of technology and organisational development resulted in workplace restructuring and new forms of work organisation. This led South African organisations to:

- monitor suppliers accurately;
- increase production;
- increase communication between various institutions and between workers and management;
- lower handling and storage costs;
- ability to switch rapidly from manufacturing one product to another, depending on demand;
- improved accuracy of information and quality of work (Isaacs, 1997: 35).



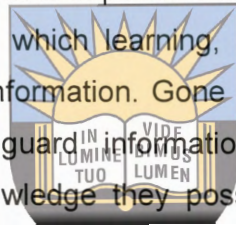
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Due to the impact of organisational development South Africa companies/institutions are undergoing change. Organisations are moving away from authoritarian to a more democratic management styles. Organisations are living in the midst of a historic global revolution, from physical to knowledge work, from mechanical to process technological manufacturing to service economies (Joffe et. al., 1995: 78), for example, payment of employees in Buffalo City municipality was: the Payroll Clerk was to sign cheques 15 days in advance the pay date, but because of the advanced technology, s/he has to make it within a day. The global work organisational changes include new developmental structures, organisational designs, factory layouts, skills profile of workers, and have been so profound that many theorists have referred to them as a complete break from previous

fordist work organisation practices (Barnes et al, 2001). Other critical global developments such as the emergence of information technology revolution have also strongly influenced the nature of work organisation to organisations. The environment in which organisations operate is increasingly turbulent in this global era, national, and regional commercial competition is increasing at an alarming rate. Companies' alliances and competition are increasing, mergers, consortia, privatisation and acquisitions are all common in organisation today. Production and communication technology is changing at an exponential rate. Further dislocation of people through downsizing and restructuring is rampant (Bell 1995: 46).

Education and training has become imperative in South African organisations, as it provides the basis form which learning, reading and writing form an integral part of circulation of information. Gone are old fashioned institutions where manager's jealously guard information about conditions in the organisation, thinking the knowledge they possess is like the key to their power (Womack et al 1990: 85).

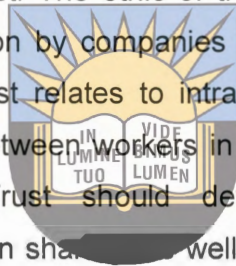


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Organisations operate as open systems where information sharing is encouraged. Information need to be readily understood by workers and made available to all. South African organisations have a system in place where coming up with pro-active and be active solutions to problems becomes the expected norm, and where suggestions are translated into continuous improvements in both productivity and quality (Womack et al, 1990: 86). The need for greater flexibility within production is highlighted, leading to the devolution of responsibility to the shopfloor and more co-operation management.

The study is seeing a move from authoritarian management approach to a democratic management approach. As a result of demands imposed by organisational developments today, poor quality standards are not tolerated; defective components would rapidly bring the whole organisation to a stand still. In the heart of South African organisations there is a need for dynamic teamwork, which require multi-skilled workers and responsibility sharing for productivity and quality (Humphrey et al, 1998: 62). For workers to be multi-skilled, basic literacy levels become imperative, as their provide the basis

from which education and training is broadened and reading and writing form an integral part of the circulation of information. In learning a wider variety of skills, each worker must have a greater understanding of the system as a whole with a greater appreciation of his/her role within that system. Technological driven working conditions encourage workers to take control of tasks they perform, and share responsibility for productivity and quality (Humphries et al, 1998: 62). Job rotation, made possible through multi-skilling is also encouraged which should help to enhance job satisfaction by keeping workers interested and stimulated by what they are doing. Organisational development trends expect workers to acquire problem solving ability, creative and pro-active thinking, continuous improvement and the utilisation of labour as an asset not as cost. The ethic of trust is another very important aspect taken into consideration by companies in this global era, mainly for competitive reasons. This trust relates to intra-firm's relationships between workers in the same team, between workers in different teams and between workers and managers. Trust should develop from the increased communication and information sharing as well as the greater inter-personal contracts and relationships that global impact demands (Kaplinsky, 1994: 26).



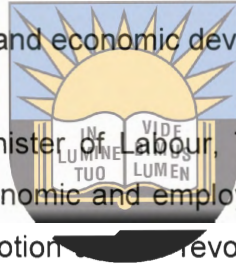
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Skills Development in South Africa

The 1994 election ushered in era of democratic rule with the resultant restructuring of the South African society into a democratic and non-racial society. However, the attainment of democratic system was not a complete victory over apartheid, as this was accompanied by further complex challenges. Amongst those challenges is the skills shortage, low education levels and technological training practice which had far reaching implications for the development of the country (Mji, 1994: 42). On gaining political freedom South Africa became a part of the global village and had to compete openly in international market. Its industrial enterprises, which were protected by inward looking policies, were now thrown into the international arena and required a labour force that is sufficiently skilled to adapt to highly unpredictable and volatile global product markets and rapid technological changes (Mji, 1994: 42). The labour market now requires high skills with

broad problem-solving capabilities and knowledge to enable workers to work in teams responsible for complex manufacturing processes in new forms of work organisation. This represents a significant shift from past traditions where workers were allocated narrowly defined prescribed tasks, which made it difficult for them to become creative and improve productive activities.

Because of the past legacy of apartheid, the Human Resource Group recommended that the new democratic South Africa adopt a high-participation, high skill model characterized by a high degree of state and employer involvement in education, skills development, training and low-level of social stratification (Mji, 1994: 40). This was a direct response to the international debates that expected the state or government to play a proper role in human resource, skills and economic development.



In March (1995) the then minister of Labour, Tito Mboweni, unveiled Skills Development Strategy for economic and employment growth in South Africa. He announced that sets in motion a revolution in our country and that nothing less than a revolution will suffice when one considers the urgent need for employment and productivity growth (Mali, 1997: 38). The Skills Development Strategy was issued by the Department of Labour in March 1997, a document which had emerged from two years of exhaustive consultative discussions both within government and between government and its primary National Training Board and National Economic Development and Labour Council (Nedlac) stakeholders (Seta bulletin, 2001: 6).

Kraak (1997: 74), in analysing the newly issued Skills Development Strategy (SDS), argues that the strategy is a classic example of supply-side restructuring. He refers to the Skills Development Strategy as an approach that prioritises the role of the state in the economy, especially in establishing the institutional, infrastructural and interlocking policy requirements, which are needed to underpin both equitable social development and successful incorporation within the global economy. A supply-side approach focuses on:

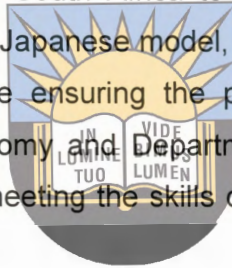
- the social foundations (institutional structures and social policies), which underpin economic performance; and
- Integrative and complementary policy making and balancing free market policies with the supply side.

The Skills Development Strategy was accepted with minor amendments and this eventually evolved into two new Acts of Parliament, namely the Skills Development Act that was passed in November 1998 and the Skills Development Levies Act in April 1999. These Acts are driving the skills development process in South Africa today. There are other interventions by the government in favour of the South Africa Qualification Act, Further Education and Training Act and Employment Equity Act. But this study will focus on the Skills Development Act and Skills Development Levies Act, however a reference to South Africa Qualification Act, Further Education Training and Employment Equity will be made because changes in Adult Basic Education and Training, general schooling, vocational training and higher education will affect the design and delivery of skills and learning programmes. Understanding the Laws (2004: 1). In a country like S.A with its history of deprivation the nature of the problems that exist in skills development and training are multifaceted and it would be naïve to contemplate that there can be a single solution there to.

The South African Qualification Act became law in 1995. as its name suggest this created the South African Qualification Act, whose mission was to ensure the development and implementation of a National Qualification Framework (NQF) which will contribute to the full learner and to the social and economic development of the nation at large (Curriculum, 2000: 11). It intends to provide qualifying learners with applied competence and basis for further learning. The notion of applied competence requires that a qualification should address the theory as well as the practical needs of learners. A qualifying learner must be able to understand as well as do something useful with the acquired knowledge in a real world for the social and economic development of the nation at large. The South African Qualification Act also

regulates the registration of qualifications and promotes quality in education, skills development and training (Curriculum, 2000: 12).

Further Education and Training Act was enacted in 1998. its purpose is to foster intermediate to high level skills, lays the foundation for higher education, facilitate the transition from school to work, develop a well educated autonomous citizens and facilitate opportunities for life long learning through the articulation of learning programmes Department of Enterprise (DOE), 1998: 5). It seeks to transform public and private education and training institutions through the introduction of new governance and funding arrangements and for the registration of private providers. Further Education Training is designed to assist *South Africa* to compete successfully in the global economy. Similar to the Japanese model, Department of Enterprise will be located on the supply-side ensuring the production of suitably skilled persons for the national economy and Department of Labour (DoL) on the demand side identifying and meeting the skills demands of the market in the short term (Mji, 1998: 47).



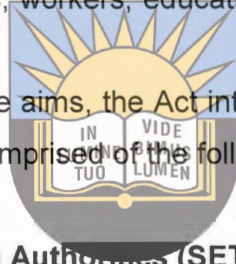
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The Employment Equity Act on the other hand seeks to eliminate unfair discrimination in employment and to achieve a workforce that is broadly representative of the population as a whole. Education, skills development and training have a significant role to play in equipping workers with the skill to meet equity targets. There is a link between equity and skills development.

The implementation of these legislations is based on the premise that the only resources that need to be developed are rooted in a nation and the ultimate source of all its wealth that is, its people and workers (Clinton & Gore, 1992 in Godfrey, 1997). The only way South Africa can compete and win in the 21st century is to have the best-educated, best-trained workforce in the world. Towards this goal, the Skills Development Act was implemented with the overall aim of improving the skills of South Africa workers and its people broadly. This it aimed to achieve through the following:

- the introduction of new institutional framework to determine and implement national, sector and workplace skill development strategies;
- making sure, that more training and development programmes provide workers with nationally recognised qualifications;
- providing learnerships that lead to recognised qualifications through the combination of theory and practice;
- establishing new ways to pay for the skills development through a levy grant system and the National Skills Fund; and
- it provides for employment services and their regulation so as to help the unemployed and retrenched workers find work and help employers find skilled workers; it seeks to encourage partnerships between government, employers, workers, education and training providers and communities.

Further more, to achieve these aims, the Act introduces an Act of institutional and programme framework comprised of the following:



Sector Education & Training Authorities (SETA's)

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On 20 March 2000 the then Minister of Labour established 25 Sector Education and Training Authorities (Seta's), each with jurisdiction over a defined economic sector (Barry & Norton, 2000: 7) (See Appendix 2 for the 25 Seta's). On the same day the 33 Training Boards established under the Manpower Training Act, 1981 were repealed. According to Morotoba (in Barry et al, 2000: 7) the 33 Institutional Training Boards covered a narrow industry scope as they were not participating in the activities of the Training Board's. The Sector Education and Training Authorities will ensure that partnerships exist between the public and private sectors.

The 25 Sector Education and Training Authorities will play a major role in assuring quality of learning. Their role will also involve disbursement of funds to employers who comply with the training grants guidelines and liaise with the National Skill Authority (NSA) on policy matters relevant to their sector. They are also responsible for ensuring that programmes meet standards and

that certificates are issued on the achievement of appropriate credits. Sector Education and Training Authority (Seta's) will ensure that educators are properly qualified and that the education and training is in line with the standards set by South Africa Qualification Authority (Vlok, 2001: 29). Sector of Education and Training Authority will also be responsible for the management of learnerships, the support of training initiatives catering for small, micro and medium enterprises, quality assurance functions in accordance with South Africa Qualification Authority, planning, report, monitoring and investigating functions with respect to skills development and training with particular sectors, performing financial functions, in particular assisting employers to comply with the necessary conditions to get access to grants and subsidies, and as well as to promote public and private partnerships for skills development in the sector (Vlok, 2001: 29).



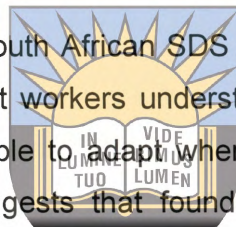
Learnership programmes.

Learnership will largely replace the current system of apprenticeship. Formal training through learnership will be dependent on work experience. Learners will be accredited through the National Qualification Framework (Vally, 1997: 38). This involves the substantial expansion of entry-level training in many more occupations than those traditionally covered by apprenticeships (Kraak, 1997: 78). Further more learnership is available to wide range of learners including first timework seekers and unemployed workers (Barry & Norton, 2000: 9). Learnships are established by learner's agreements between a learner, an employer and an accredited training provider and are required to be with the relevant South Africa Education Training Act.

The National Skills Fund

A levy – grant system is defined as one where companies (whether private or public) have to pay a training tax or levy into a fund and then get the whole or part rebated in the form of grants for expenditure on approved training schemes (Godfrey, 1997: 177). The proposed levy – grant funding scheme (a

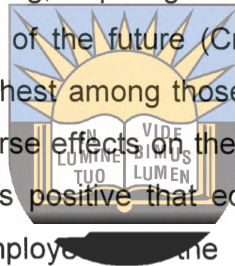
tax of 1% of payroll) provides the state with critical influence over the economy and in the formation of skills, which it previously did not have. Government can use the 80 % grant allocated to industry to influence training (Kraak, 1997; 78). The purpose of this levy is to fund the skills development of employees and unemployed persons. Employers may reclaim much of the levy they have paid if they provide skills training for their workforce. In 1990, levy grant systems were reported to be in operation in more than 30 countries, most of which were like S.A in the lower and middle income brackets (Godfrey, 1997: 177). Bas (1988: 355 – 369) claims that levies to finance training have generally had positive results. One country in which a levy grant – funding scheme seems not to have been a failure in Singapore.



It should be noted that the South African SDS stresses the notion of applied competence. This means that workers understand the reason why they are doing these tasks and are able to adapt when changes are needed (Vally, 1997: 40). The concept suggests that foundational competence, practical competence and reflexive competence are all necessary for the meaningful accomplishment of a task in any real world context. Foundational competence is described as an understanding of what is being done and why. Practical competence is described as a demonstrated ability to a particular thing. Reflexive competence is described as a demonstrated ability to integrate or connect performance with the understanding of that performance so as to learn from the actions and adapt to change and unforeseen circumstances (see Bellis, unpublished: 16). Linked to this is Skills Development Strategy, emphasis on a need for competitiveness in line with business view. To equip workers with the skills to succeed in the global market and to offer opportunities to individuals and companies for advancement to enable both workers and companies to play a productive role in S.A and the global market. According to Vally (1997: 77) skilled workers and managers are less likely to take an adversarial stance in relation to productivity enhancing strategies required by companies, as they are more likely to understand the competitive pressures that impact on the firm.

Sam Gidin (1995: 49), argues that Skills Development Strategy shows that competitiveness has emerged as the ideology of the new era of capitalism because it presents the development of productive forces as having only one possible channel: the strengthening of the capital class and of individual companies. It is hoped that the skill development strategy will not gradually become consumed by such an emphasis.

Education and training is seen as a panacea for resolving problems such as low productivity, skill shortage and unemployment. We are commonly described as living in a learning society filled with knowledge workers, a description that stresses the centrality not only of knowledge but rapid changes in education and training, requiring learning as a permanent process in the economic development of the future (Crouch, 1999: 1). In nearly all societies unemployment is highest among those with low levels of education and training and this has adverse effects on the economy of the country. The Skills Development Strategy is positive that education and training present opportunities for both the employed and the unemployed. Individuals who acquire advanced levels of education and training are more likely to secure prosperous economic future for their respective companies, the country and individuals. Skilled workers are seen as both a value-added product and the means by which the economy is to be improved.

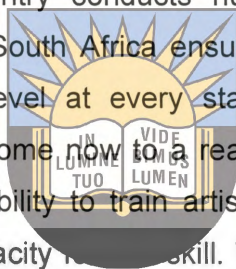


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Skills Development Strategy states that the new learnership system will encourage flexibility of labour. Corporations are likely to increasingly reduce their own direct employees to those with core competencies and to contract out other activities. The danger here is that corporations will try to “Flexibilize” their worker through the use of precarious contracts (Crouch, 1997: 157). Vally (1997: 49) argues that flexible production leads to new forms of labour market segmentation with a smaller core of relatively highly paid and skilled “permanent” workers and a periphery of lowly paid and insecure casual and temporary workers. This system may well be a lead to a greater global economic competitiveness, but it provides no relief to the under – privileged and unemployed

Skills Levels Segments

The skills space can be divided into high, medium and low skills levels. The characteristics of low skills level is modest educational background characterised by low literacy and numeracy skills, relative labour intensity, low wages, easy mobility, high unionisation, male dominance, is mainly black and has a relatively high risk of nature of unemployment. This level is important, but due to its strong correlation to the cyclic nature of the economy and paradigm shift to the information age, it can easily be overlooked, as was the case for skills such as artisanship. As South Africa march into a developed economy this segment will naturally shrink and therefore, South Africa should bear in mind when the country conducts human capital planning. It is therefore, important that the South Africa ensure that, the country retain its capacity to generate skills level at every stage of its development. For example, South Africa have come now to a realisation that, it is not easy to suddenly activate countries ability to train artisans and this is because the country have lost training capacity for this skill. The low skills level has a low ability to replace itself and the degrees of entrepreneurship and innovation in this segment are relatively low.



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The characteristics of the medium skills level are good educational background, which usually includes a tertiary qualification, high literacy and numeracy skills, relatively low labour intensity, high wages, easy vertical mobility, low unionisation, relatively gender balanced, is proportionally white dominated and internationally marketable. This segment can easily adapt to economic cycles and is increasingly becoming information based. To nurture this skill is relatively expensive and requires higher levels of investments in educational institutions at all levels. The degree of entrepreneurship is medium.

The characteristics of the high skills level are excellent educational background, high wages, and international mobility and are white dominated. This segment is the driver of innovation and is a basis of any transition from developing country to a developed country. It is relatively expensive to nurture

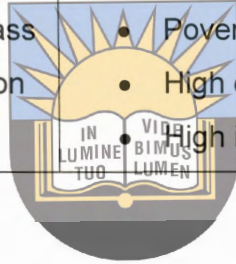
this skill and takes a long period of time to develop. The people in this level are characterised by their seniority whether in industry, government or academia. This segment is highly linked to economic growth and dynamism and is highly entrepreneurial and innovative.

The next question South Africa ought to answer is how to invest in these skills levels to positively increase the dynamics of the country's economy. To do this it is important to understand the relationships between these skills levels. The medium skills level grows over time into high skills level through the acquisition of experience, knowledge and continuous development. The increase in the dynamism of high and medium skills levels necessarily results in an increase in the dynamism of the low and medium skills levels, while the opposite is not the case. In other words, you cannot hope to grow the economy through the low skills level while you can hope to increase the economy through the medium and high skills levels. This is not to advocate that, there should not be investment in the low skills level, but the low skills level is driven by the needs of the high skills level. Therefore, in this paper, the study is going to concentrate on identifying the optimal investment balance between medium and high skills levels. To achieve this, the researcher will create a matrix that would guide the study on how the organisation should invest in these skills.

This is shown in table 2.1 below:

		High Skill Level	
		Low Investment	High Investment
Low Skill Level	Low Investment	<ul style="list-style-type: none"> • Low job creation • Low innovation • Low entrepreneurship • Slow economic growth • Perpetuation of poverty 	<ul style="list-style-type: none"> • Elitism • Shrinking middle class • Ideas flight • Limited poverty growth • High innovation
	High Investment	<ul style="list-style-type: none"> • Low job creation • Low innovation • Medium entrepreneurship • Expansion of middle class • Limited poverty reduction 	<ul style="list-style-type: none"> • Fast growth • Expansion of middle class • High entrepreneurship • Poverty reduction • High economic growth • High innovation

Table 2.1



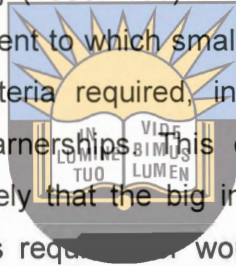
Critique of Skills Development Strategy
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Criticism of the Skills Development Strategy emanates from the two different ideological positions. For Vally (1997) the Skills Development Strategy is a purely demand-led or market-driven approach to training and skills development. While in contrast, Kraak (1997) views Vally's understanding as simply ultra-left critique. Vally (1997) sees Kraak's position as constituting an accommodation to capitalism, where the role of the state is seen as being to manage capitalism. This reaffirming of capitalism by the state initiatives does not meet the needs of the majority, argues Maharaj (1999: 93).

Vally (1997) states that the Skills Development Strategy is silent on those skills that are vital for social development, which will not serve the cause of international competitiveness. Examples here are child-care and community-organising skills, which the community constituency calls people-centred or caring as opposed to industry-led skills. Industry-led learnership will not provide these skills that are essential for community development. Vally

believes it is necessary to provide skills in a variety of fields. He nonetheless, expresses some misgivings about the ability of the learnership system provided by the Skills Development Strategy to deliver.

Vally (1997) further states that the Skills Development Strategy lacks measures to correct discrimination against women and the disabled people as well as the barriers that communities face in terms of getting access to training. Measures to combat the general stigmatisation of workers, age, sex and race are not discussed in the Skills Development Strategy. Vally postulate that the system of learnerships prioritizes the formal sector and demand-led training, and therefore does not fall under the category of a true supply-side-restructuring method. Maharaj (1999: 103) states that Vally's belief stems from the uncertainty of the extent to which small enterprises and the informal sector will be able meet criteria required, in order to provide the work experience component of learnerships. This component is necessary for accreditation as it is most likely that the big industries will only be able to provide the correct conditions required for a work experience module of the learnership, most of the other target groups outside the formal sector will be excluded from entering the system.



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According to Kraak (1997: 80) the supply-side measures may be insufficient, as it is not yet clear whether the measures proposed are sufficient to bring about the desired shift from a "low-skill" to a "high skill" economy. He argues that the Skills Development Strategy fails to articulate the link between skill formation and the restructuring of workplace grading systems and job design. This is the most important "complementarity" required for competitive advantage in the global economy. According to Maharaj (1999: 101) this is a crucial area in terms of the apartheid wage gap. The proposed Skills Development Strategy fails to look at the ideological dimensions of skills (Vally, 1997: 40). For instances, often skills shortages are regarded as the reason for a lack of economic growth, and concerted efforts are made to increase skills in particular sectors (Maharaj, 1999: 101). Yet little attention is paid to the notion that skills training sometimes serves to deepen the ideological hold over workers and tie them to capitalist work values (Vally,

1997: 80). Kraak (1996: 121) refers to this process as the ideological reconstruction of skills which is used by employers to attempt to internalise key company norms, values and work ethics among the labour force during skills training to ensure stability and loyalty among workers. For instance his evaluation of training courses such as the popular “6M’ course and other productivity related courses (Kraak, 1996: 97), found that much of this training was aimed at re-orientating Black workers towards the free market system. In fact both the National Training Board/Human Science Research Council and Education Research Strategy initiatives for a new education and training system, formulated during the 1980’s and early 1990’s, contained elements that emphasised a role of the education and training system in the development of key social attributes that were supportive of a capitalist work ethic.

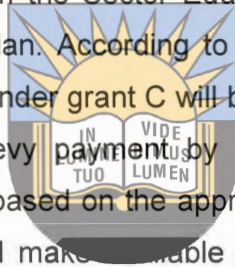


Implementation of the Skills Development Strategy

In the light of the above critique, the implementation of the Skills Development Strategy across the whole range of institutions with the state's role being to ensure that this happens will lead to real change and success of the Skills Development Strategy. Companies with more than 50 employees are required by the Skills Development Strategy to establish a committee to implement skills development. This is to ensure a “buy in” from the managers and shop stewards or workers representatives. It has been proven that the success of any skills implementation project is dependent on the participation of all the players, on the sharing of tasks and on all-round company support of projects (Mail & Guardian, 2001: 3). The implementation of the Skills Development Strategy requires companies to appoint a skills development facilitator, who will be responsible for the development and planning of firm's or a group of firm's skill development strategy for a specific period (DEL, 2000: 1). The facilitator, who may be an external or internal person, is required to have a qualification or equivalent competence in the occupation in which he or she will practice this training and development function. Appointing a skill facilitator will equip the company with skills and the

expertise to build skills (making it more competitive). The skills development facilitator will then be expected to perform the following functions:

- assist the employer and workers with the development of a workplace skills development plan. The Department of Labour requires that companies develop a skills plan in order to claim back levy payment. A well thought out strategic skills plan would work for business and make companies globally competitive;
- submit the workplace skill plan to the relevant Sector Education and Training Authority (Seta). An employer will be able to recover 10 percent of the total levy payment for preparing, submitting and obtaining approval from the Sector Education and Training Authority for a workplace skill plan. According to the Act this is referred to as grant B. an employer under grant C will be able to recover a further 20 percent of the total levy payment by preparing and submitting an annual training report based on the approved workplace skills plan. In grant D each Seta will make available grants to the equivalent of 5 percent of the total levy payment by the employer for specific sectors skills initiatives; *Together in Excellence*
- advise the employer on the implementation of the workplace skills plan. Additional quality assurance mechanisms will be added at this stage for assessing skills implementation process, for example, reporting structures, keeping of records, the impact of skills development on the business and assessing job competencies;
- assist the workers with the drafting of an annual training report against the approved workplace skills plan. A good skills plan considers factors enabling and inhibiting the plan, for example, company dynamics, labour disputes and company stability. Advise the employer on the quality assurance requirements as set by the relevant Sector Education and Training Authority. Any in house training course will need to be aligned with South African Qualification Act (SAQA) for approval and grant repayments (Mail & guardian, 2001: 3).



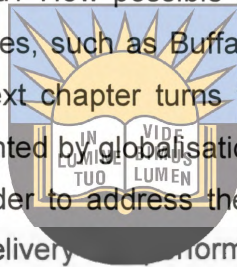
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Conclusion

The rise of a new global order has characterised the evolution of world society, as a result there is a global move towards involving people in processes of change by developing organisations, providing skills training and building in all sectors of society, in spheres of government, the economy and civil society. This includes the internationalisation of new values and new attitudes as well as the acquisition of relevant knowledge and skills for the actors involved in leading such change processes.

How then can the goals be achieved, challenges be met and impact of this new global order be managed? How possible is it to improve the skills and quality of workers within entities, such as Buffalo City Municipality? It is with this consideration that the next chapter turns to focus on how Buffalo City responds to challenges presented by globalisation and local pressure in the of Skills Development Act in order to address the skills question and improve business efficiency, service delivery and performance.



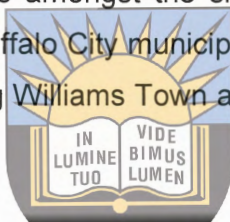
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CHAPTER THREE

RESEARCH METHODOLOGY AND DESIGN

INTRODUCTION

The location of the Buffalo City municipality for this study is in the Amathole District Municipality. The Amathole District Municipality forms part of the Eastern Cape Province of South Africa. The Buffalo City Municipality is one of the eight Category B Municipalities that make up the District of Amathole. The Amathole District Municipality is amongst the six districts that make up the Eastern Cape Province. The Buffalo City municipality has been formed by the integration of East London, King Williams Town and Berlin as well as the rural areas of the municipality.



The Buffalo City municipality forms a vital point in the Eastern Cape Province, with its strategic position permitting the important role it is capable of playing in the future development of both the province and the country. East London, the country's only river port, is also well placed internationally, allowing for best trade both inland and with global markets of the world. On the other hand King William's Town and Berlin are growing industrial and commercial centres. Lastly, there is Bhisho at which the Eastern Cape Provincial Legislature is situated, making it the capital town of the Eastern Cape Province.

According to 1996 Census in the Buffalo City only 197, 234 people have primary education, 202, 350 have secondary education, 69, 697 have matric and 26, 495 have tertiary education. The illiteracy levels remain at 11,2 percent. The people who are unemployed are 101, 349 and the employed are 160, 156. Although this area is relatively wealthy compared to the rest of the province, a large majority of the people are still living in abject poverty and find it extremely difficult to participate in the developmental activities of the municipality because they lack skills.

This chapter examines the manner in which the research project was planned and executed. The first aspect to be outlined is the research design followed in this research. The second aspect to be investigated is the research process (methodology), that is, the method used for this study. The research methodology in this study consists of two important components: survey research and sample design.

Sample design includes aspects such as defining the population and sample, sample size and the sampling technique to be used in the research project. Survey research deals with aspects such as questionnaire design, pilot study and data collection, processing and analysis.

The Research Design

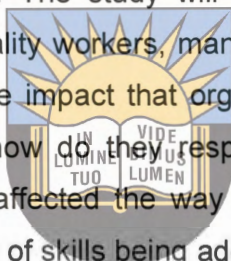


A non-experimental survey research was employed in this study because the topic is related to the field of human resource development and as a result any hypotheses stated cannot be tested in a laboratory, but rather from the points of views of respondents who were drawn from various segments of Buffalo City municipality as a research site. The primary data source was a questionnaire that was completed by the politicians of Buffalo City municipality, senior management, and union representative respectively, implying that each of the three components of the questionnaire was focused on skills development as a strategy for empowering workers. Complementary data collection was collected through interviews that were conducted with the Buffalo City municipality workers, that is, politicians, senior management and the union representatives. Such interviews were instrumental in giving an overview picture of the impact of skills development in the Buffalo City municipality. Since workers of Buffalo City municipality are accountable to councillors for the programmes they undertake, the municipality, in turn, has a responsibility to improve service delivery, allocate resources to the community and to provide training to its personnel. This, therefore, suggests a link that should exists between the municipal development programmes and the municipal improvement plan particularly on skills development, which has to

improve service delivery to the community. The questionnaire that was presented to the Buffalo City municipality workers and politicians, indicates the existence of such a link between the organs. Such a link should be facilitated by both the politicians and workers of Buffalo City municipality. The interviews were meant to establish whether skills development is a strategy for empowering workers.

The Research Approach

Most researchers (see Bailey, 1982) concur that there are basically two main approaches to research: quantitative and qualitative. In this study, a quantitative approach is used. The study will venture into words of other (meaning Buffalo City municipality workers, management and union) to learn first hand information about the impact that organisational development has on Buffalo City municipality, how do they respond, the kind of technology introduced and how has this affected the way work is done, how are they trained and how is the question of skills being address?



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The nature of this project can be categorised as survey research. Survey research entails collecting information by asking a set of pre-formulated questions in a predetermined sequence in a structured questionnaire of a sample of individuals drawn so as to be representative of a defined population.

The modern survey can be traced back to ancient times and the practice of taking a census. A census includes information on characteristics of the entire population in a territory.

The research study will make use of the following two techniques as the apparatus for conducting the research.

Population

There are about 4 597 workers, 30 senior managers and 89 politicians at Buffalo City municipality. The target population consists of the organisation, that is, Buffalo City municipality, workers, problems and system to which or to whom the survey findings are to be applied. The study focused on the question of skills development in the Buffalo City municipality. The questionnaire method was used to gather information from the politicians, senior officials of the Buffalo City municipality and union representatives.

Sampling

The sample population was drawn from the Buffalo City municipality workers and politicians. The sampling technique used in this study is probability sampling and out of various techniques for drawing probability sample, random sample was used. As we know that random sample is not always the best method for drawing samples, since it is not always a good reflection of the population (in other words, it is not always representative).

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The random sampling technique was drawn from the entire population of Buffalo City municipality workers, and the sampling size was as follows:

Table 3.1

Roll-players in BCM	Total number	Size of Sample
Politicians	89	10
Senior Managers	30	8
Union Representative	15	5

Buffalo City Municipality Council Manual

The size of sample shown by the above table indicate the number of respondents completed a questionnaire. These were the executive Mayor of Buffalo City municipality, the mayoral committee members; the managers and

the union representatives. Buffalo City municipality centres are East London, King Williams Town and Berlin, are integrated to one centre that is East London. The logic behind this integration was that due to geographical spread, and the availability of resources which are more centred in East London.

Procedure

Firstly, the researcher asked for permission from the municipal manager to conduct research on the municipality. The researcher was referred to the skills development officer to whom he delivered the letter of application. The skills development officer also responded in writing giving a go-ahead and also relayed that, the researcher should make an appointment with him and the executive mayor or the speaker of the council separately. He also recommended that the researcher should make own arrangements with the union members. The researcher decided to make use of telephone calls as convenient way of securing appointments with the politicians, managers and union representatives. Questionnaires were sent through e-mails, and by hand containing instructions. The task of distributing questionnaires to politicians, managers and union representatives was delegated to the skills development officer. Some delays were experienced in terms of getting data collected in time. Although there was sufficient number of questionnaire copies, some questionnaires, especially the rating scale were either returned wrongly filled or blank. The researcher had to re-schedule further arrangements to clarify the mechanism of filling such ratings. At some stage difficulties were experienced with politicians who sometimes dishonoured the appointment dates because of work commitments. The researcher tried to give clarity where participants had difficulties in understanding the questionnaire items.

Instruments or Tools used in the research process

Two instruments were used in this study. The primary instrument was a questionnaire. Three different questionnaires were prepared by the researcher. One was directed at the politicians, wherein questions were asked

concerning the political skills programmes of their respective constituencies, induction of newly appointed politicians, resource available in their various constituencies and the support given by their municipality to improve skills programme in their constituencies. The second questionnaire was the performance management system which was based on organisational workers, that is, managers and union representatives. This questionnaire was to be score or answered by heads of sections as immediate supervisors of each section.

The second instrument or tool used was interviews. The interviews were conducted, with the senior managers of the municipality. Structured and semi-structured questionnaires were used and were questions related to skills development strategy for empowering workers in the Buffalo City Municipality. It was deemed necessary to interview the politicians, managers, and union representatives because their operations, experiences and practices were above the level of cognisance of the researcher and he had to understand these from the horses' mouth.



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Data Analysis

The interpretative evaluation method was used to analyse and describe responses according to the sequence of the researcher variables. The top-down strata of responses was used in this case. The first questionnaire was the one filled by the mayor of the municipality. Her responses were recorded, step by step under each question, followed by a brief summary showing the researcher's analysis. The next schedule to be analysed contained responses from the senior managers in the Buffalo City Municipality, what their views on skills development, of workers in an organisation and the union representatives.

Problem An countered in the Research Process

As already indicated in the procedure, there were some challenges faced in the process of data collection such as the delays in returning the completed

questionnaires. Although it was mentioned in the covering letter of the questionnaires that respondents would not be victimised or prejudiced as a result of their responses, some respondents tried at all cost to give a positive picture of the practices of their institution. The reason could be the fear of disfavour from their principals as these questionnaires were collected from them by the principals and returned to the researcher.

Conclusions

The main aim of this chapter was to outline the research design of this study. The research objectives and how the research design could facilitate achievement was the focal point.

The first section analysed the research design and approached followed in this study. A quantitative research approach was followed.



The second section was devoted to the research design of the study which deals with population, sampling, procedures and instruments or tools. A sample random technique was used in identifying 22 respondents in Buffalo City Municipality.

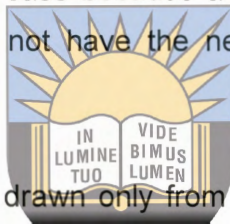
Survey design includes aspects such as questionnaire design, and data collection. In order to obtain the necessary data, personal interviews aimed at facilitating responding to the questionnaire were used.

CHAPTER FOUR

INFORMATION GATHERING AND ANALYSIS

INTRODUCTION

The aim of this chapter is to provide an overview of the Buffalo City Municipality used to empirically assess skills development as a strategy to empower workers in Buffalo City Municipality. The number of respondents was too small to be used to generalize on the total workforce of the Buffalo City Municipality. This was the case because a number of other employees, managers and councillors did not have the necessary information on this programme in the municipality.



The sample for the study was drawn only from key figures in management, political and worker representatives. Ranking workers and other levels of management and politicians were excluded. This may cause problems in terms of the external validity of the study. A follow up study needs to be conducted to establish the levels of understanding, development and the involvement of the employees, managers and councillors in the skills development programme.

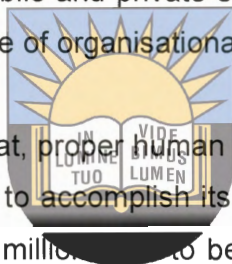
The data obtained for this study has been collected by means of structured and unstructured questionnaires, received from 18 respondents out of a total population of 4 597 workers and 30 political representatives in Buffalo City Municipality.

The Mayor, programme managers responsible for skills development, employment equity and personnel were interviewed. The employee representatives were also interviewed for purposes of balancing information received. The information in this chapter is a product of such an interaction. Their views are assumed to be what is objectively happening in the City at the

moment because of their centrality in the programme as well as the fact that the programme is still at its planning stage. In short our analysis in this chapter centres around opinions.

Views of the Mayor

The launch of the Accelerated and Shared Growth Initiative for South Africa (AsgiSa) in February 2006 and its partner programme, the Joint Initiative on Priority Skills Acquisition (JIPSA), one month later, placed skills development at the centre of the policy debate on economic growth and development. The Mayor indicate that, they regard the development, recruitment, and retention of skilled people in both the public and private sectors as the most important factors in achieving a higher rate of organisational development.



Councilor Zintle Peter stated that, proper human resource utilization is the key for any organization to be able to accomplish its objectives. The Buffalo City Municipality has allocated one million to be utilized in programmes that will optimize the skills levels of the employees so that their performances are effective towards the realization of the organization's vision and the accomplishment of its mission. All skills development and learning activities will be aligned with the Integrated Development Plan (IDP) to account for synergy and direction. This means that the IDP after its adoption became the guiding document, which means that the spending in training should seek to meet at least the minimum requirements suggested in this document.

Councillor Zintle Peter believes that the skills deficiency is not a huge problem in the Buffalo City Municipality as most incumbents in senior positions are experienced professionals. However, they still need to acquire more skills in order to be able to adapt to the changes that are currently taking place and also be able to deliver on the requirements brought about by the changes. The Mayor argues that service delivery is affected by problems brought about by external factors beyond management control.

In improving service delivery by becoming effective and efficient, a skills development plan that involves all post levels within the organization has been drawn up and implemented during this financial year. Secondly, a capacity building programme for senior management is being drawn up and will be implemented very soon with the assistance of the Provincial Department of Local Government, Housing and Traditional Affairs. Furthermore, strong links are established with parastatal organizations like the South African Local Government Association and non-governmental Organisations like the Institute for Democracy in South Africa (IDASA) and others can also be very helpful.


Since the introduction of the skills development strategy, there has been a big step taken towards implementing the Adult Basic Education and Training programmes currently with an enrolment of 250 learners. Furthermore, the pass rate of plumbers in the trade test increased due to the bridging course they attended prior to going for trade tests. The bridging course forms part of the Skills Development Programme. In the human resource field there has been an improvement, especially in handling labour relations issues and that has been brought about by the Skills Development Programme. The municipality has now seen improvements in the handling of disputes. There has been a sudden decrease in the number of cases handled since the introduction of this training. In the field of information technology, tremendous work has been done on training people to operate certain computer programmes in order to be efficient in their operations. Errors have been eliminated in the statements of accounts for customers and the statements of accounts have been made user-friendly as compared to the past statements of accounts which were difficult to read.

The Mayor states that, the image of the Human Resource Department is deemed to have improved tremendously in the organization. Improvement on relations between the organization and its external customers (that is, people who are looking for better service who are coming from communities) will be measured through the performance management system which will be

introduced in the near future. Generally, there seems to be an improvement in this respect.

The Mayor believes that, the Skills Development Programme should be aligned with the Integrated Development Plan if it were to tackle the challenges facing the municipality. The democratization of the development and the implementation of the programme through the Training Committee seem to point to the right direction. The successful claiming of grants subsequent to submission of a workplace skill plan to the LGWSETA (LGWSETA is the combination of theoretical classes and practical training in the workplace) also indicates that the programme is in the right direction.

The correctness of the direction the municipality is taking can be seen through the training programmes which instead of targeting upper levels in the organizational hierarchy now incorporate the lower levels and also takes cognizance of employment equity issues. Training now involves both part-time and full-time employees. There is no discrimination and the qualifying factor is the job to be done in a particular section, not the colour of the skin.



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So far the municipality can boast amongst many achievements skills development in report writing, computer operation, project management, Adult Basic Education Training and others, have been presented to the employees and feed-back on their performance back at work solicited and obtained from their department points to growth, says Councillor Peter.

Views by Skills Development Officer

According to Mboni, who is responsible for Skills Development, the Buffalo City Municipality does have a specific policy on human resource development, which also encompasses skills development. The interim policy is called the '*Human Resource Development Policy for Employees of the Buffalo City municipality*'. This is a document that is being used as a basis to incorporate all the elements of the skills development strategy.

Their vision is to facilitate the provision of human resource development in the manner which will ensure that the community receives an efficient service delivered by competent officials (Buffalo City, *Human Resource Development Policy*, 2002).

The mission is to ensure that human resource development is aligned to the organizational vision, strategic goals and values, by integrating human resource development with the overall Human Resource Plan so that education, training and development together with personnel administration, health and safety, organisation and work study and labour relations, are able to make a valued contribution to achieving the vision and strategic objectives of the Buffalo City Municipality, for the benefit of the community of Buffalo City, (Buffalo City, *Human Resource Development Policy* 2002).



The Skills Development officer, states that, according to the (Buffalo City, Human Resource Development Policy 2002) the following values and principles for human resource development underpins their vision.

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The Council recognizes human resources as one of its greatest assets. This principle is acceptable and council is able to put aside time and financial resources for human resource development.

The Council may request an employee to attend training/retraining in order to become competent to perform their expected functions and the council will pay such expenses. The training should in most cases be determined by the need in the execution or performance of municipal functions, not only by the availability of resources and time.

Employees who are required by legislation to comply with registration/license requirements should undertake to do so and uphold such requirements at their own cost. This is part of training and, therefore, registration is deemed essential in doing the job. This means where training has been part of the in-house programme of education and training, Council should complete that by also facilitating registration by paying the required fee.

According to the Buffalo City Municipality rules, should the employer change the job content/required outcomes, the employer will pay the training expenses, which may be necessary. In addition, employees should in most cases be encouraged to expand their skills in the areas of their choice to avoid people changing jobs.

Education, training and the development of employees will be according to career development system, aligned to competency-based job description, containing identified key performance indicators and competency outcomes.

Also, the development of employees is one of the key performance indicators of a manager/supervisor at every level of the organisation. The performance is expected to be linked to the better performance of the job and monitoring and evaluation should be at that level rather than figures of trained employees.



Education, training and development is deemed to be the responsibility of every role player. This responsibility consists of specific rights, as well as compliance with specific responsibilities. Managers have the overall responsibility because they have an insight of where the municipality is going, it is, therefore, correct for them to encourage everyone to participate in identified areas.

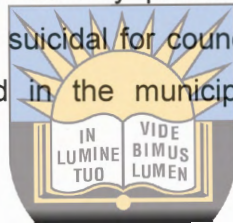
Education, training and development in the Buffalo City Municipality is supposed to be aligned to the guidelines set at national level, namely, the Skills Development Act and the South African Qualification Act. This is essential since all institutions are expected to perform within the framework provided in the Sector Education and Training Authority (SETA) otherwise anything else will be considered as deviation.

The Council is supposed to ensure that opportunities for education, training and development, aligned to required performance outcomes, are created and

accessible. This should cover all municipal sections for optimal performance. Accordingly, focus should go beyond the known training areas.

Employees are expected to utilize these opportunities in order to facilitate their career development and delivery of competent job performance. It is thought that, it is better to lead well-trained employees who feel part of the establishment through clarity of what needs to be done.

The Council should also undertake to provide the necessary resources for education, training and development, within the financial ability of the council and the community, and in line with the organizational competency needs, based on the strategic service delivery priorities, stated in the integrated development plan. It would be suicidal for council to train staff in areas that are not necessarily performed in the municipality in terms of allocated functions.



According to Skills Development Act, the municipality accepts that the municipal workplace skills plan is based on the National Skills Development Strategy and the Sector Skills Plan forms part of the priorities in the municipal workplace skills plan. Their priorities as the municipality at the moment include the following:

- Adult Basic Education and Training;
- Financial Management;
- Administration;
- Basic Electrical;
- Water and Sanitation works;

- Mechanical;
- Health Care;
- Fire-fighting;
- Environmental Health and;
- Occupational Health and Safety.

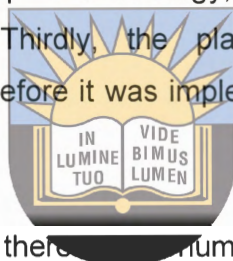
It was reported by the manager responsible that, during the process of conducting the skills audit, the workforce was sufficiently consulted. Their co-operation was through their representatives, South African Municipal Workers Union (SAMWU) and the Independent Municipal and Allied Trade Union (IMATU), and was very satisfying. However, the implementation of the plan has not been at the expected level due to numerous logistical problems experienced with the LGWSETA (LGWSETA is a combination of theoretical class and practical training to be done in the workplace). The Department of Local Government, Housing and Traditional Affairs in the province is still in the process of engaging municipalities in order to develop these learner-ships. This means whilst it is urgent to provide an all-round training the Department will focus on critical areas, as it has done with finance.

Presently, there are no learnerships operating in the LGWSETA. A pilot learner-ship programme for the Eastern Cape Provincial Local Government Sector has not taken off the ground at the moment. The learner-ship is for local government finance and administration management.

So far the municipality seems to have realized no tangible benefits from the National Skills Development Strategy. The National Skills Development Strategy has mapped out the available pathways for acquisition of funds for skills development from the National Skills Fund. This fund is ensuring good quality learning through the Education and Training Quality Assurers (ETQAs)

in the SETAs and the Standard Generating Bodies (SGBs) whilst also ensuring that learning culminates with a recognized qualification. This bodes well for a return on investment in training of employees by employers, as they will have a highly skilled workforce that will unleash performance at an optimal level.

The Municipality has experienced no high turnover as a result of skills acquisition. With the restructuring currently taking place, there is also no mobility of the workers that has been observed. The interesting part is that this new plan is focusing on the goals of the municipality enshrined in the Integrated Development Plan (IDP) document. Secondly the plan is informed by the National Skills Development Strategy, Skills Strategic Plan and Employment Equity issues. Thirdly, the plan enjoys the support of stakeholders who approved it before it was implemented and they all believe that it is on the right direction.



Due to international demands there is a number of training programmes which were launched, (that is, programmes to improve service delivery, and capacity programmes for the employees), in order to meet the international demands as well as to consolidate efficient and effective service delivery.

Views by Affirmative Action Manager

Ntlonti reported that, the total workforce of the Buffalo City Municipality is four thousand, five-hundred and ninety-seven (4, 597). This means the Municipality has four thousand and fifty five permanent employees and five-hundred and forty-two (542) contract employees. Out of all the employees of the municipality two thousand three-hundred and thirty-eight (2, 338) workers are unskilled.

During the period between the 2001 and September 2002 the municipality has recruited fifty three (53) permanent employees and five-hundred and forty (540) non permanent employees giving a total of five hundred and ninety three (593). During the same period two hundred and fifteen (215) permanent

employees and eighty five (85) non-permanent employees terminated their jobs giving a total of three hundred employees. Currently the municipality is addressing the legacy of non-payment of service and more workers are needed on a contract basis. These workers did not terminate their services but their contracts were not renewed to avoid keeping the employees beyond three months without causing expectation that they will be employed. New others are currently being given new contracts to perform the same duties.

Views by IMATU Chairperson

According to the, Chairperson of Independent Municipal and Allied Trade Union (IMATU), skills development is important because everyone has the opportunity to be trained in a certain field of his or her choice.

He believes that an improved, trained and educated workforce will be an asset to management. Skills improvement results in improved production, better understanding and committed service. The organisations output and performance will certainly increase with the right attitude.



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IMATU reckons that as the Union they are involved. Their involvement includes checking that people are sent on courses that relate to their work and making sure that all municipal departments receive notification of courses available.

Views by SAMWU Chief Negotiator

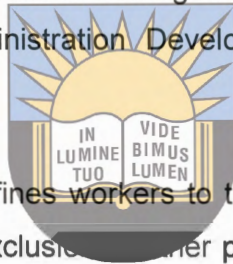
The interviewer reported that, SAMWU are involved in the forum that discusses and plans skills development in the Municipality. Their involvement has been through meetings between the union and management.

The general membership of the union seems to have not been fully consulted since everything is still at the planning stage. Even their supervisors do not consult when selecting candidates for training and explain exactly the intentions of this programme.

Generally, the leadership of SAMWU supports the skills development programme. It is the organisation's belief that, the previously disadvantaged employees are now having an opportunity to prove themselves also as individuals with potential. This means workers will further improve their output.

According to his view, with improved skills the municipality is set for better service delivery and quality service to the municipal publics.

He also reflected that, in the past the municipality has experienced a serious shortage of skills affecting all areas of management such as, Finance, Human Resource Development, Administration Development Planning, and other relevant fields.



Currently, the programme confines workers to their sections (specialization). The programme operates in exclusion of other programmes such as hiring of employees which continues to demoralize the workers.

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The SAMWU Chief Negotiator implored the Municipality to work closely with the Department of Labour for the close monitoring of skills levies. He also suggested that, there must be a joint monitoring of committee to ensure that funds received are used to enhance the skills in all sectors. The SETAs must be visible and monitor all the municipalities.

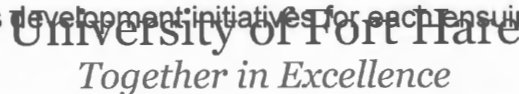
He stated that, as the union, they have not witnessed any improvements in service delivery due to minimum training to employees and too much outsourcing of technical services to private companies. Huge sums of money are channelled to private companies for the enhancement of service delivery without checking at the internal personnel and that, is for temporary arrangement. According to him there is little upward mobility of full time employees because very few of them have received training.

There ought to be continuous evaluation of this programme to assess upward mobility of the employees, improvement of service delivery and relations between employees and employers, Belinda Koka argues.

Views by Training and Development Manager

Andrew Owen argues that, the Buffalo City Municipality is committed to the National Skills Development Strategy. This is demonstrated in actions by inter alia: paying the necessary skills development levies that amount to almost R2 million annually. The organization then claims back all the grant funding for which we are eligible as well as discretionary disbursements from the LGWSETA learnership. The funds received are in turn invested in the development of skills for staff and councillors of Buffalo City Municipality.

The investment made in skills development interventions are based primarily upon the strategic priorities that are identified during the annual needs analysis exercise that is conducted to compile a work place skills plan (WSP) to guide skills development initiatives for each ensuing year.



The Buffalo City Municipality in terms of the Skills Development Act has appointed a Training Committee that comprises of councillors representing the employer, Trade Union representatives who represent employees and Training and Development Practitioners employed by Buffalo City municipality.

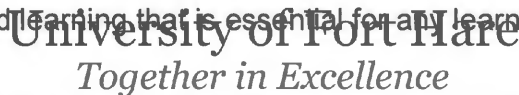
The relatively recent Training and Development legislation in the country has assisted significantly in paving the way for the Training and Development Department in Buffalo City municipality to add value to the organization by affording the opportunity for skills development to occur in a systematic, planned and organized manner. This has in turn contributed to the enhancement of skills resulting in improved productivity and ultimately in improving service delivery.

Whilst Buffalo City Municipality, as an organization, has a budget to address skills shortages, far more staff and councillor development has occurred since the introduction of the training and development legislation referred to.

The work skills plan (WSP) for Buffalo City Municipality addresses a number of urgent training requirements that have been identified in the Integrated Development Plan (IDP) for Buffalo City Municipality. Over the next few years the remaining skills development requirements needing attention in order to address development issues in terms of the IDP will occur.

The work skills plan (WSP) and the Intergraded Development Plan are the guiding documents that in conjunction with the *Human Resources Development Policy* for Buffalo City Municipality will ensure the optimal development and utilization of skills of employees and councillors alike.

This coordinated level of synergy would not be possible in the absence of current training and development legislation that also ensures the possibility of competency based learning that is essential for any learning organization.



The development of staff and councillors that is made possible by training and development legislation contributes directly to addressing development needs of the communities that Buffalo City Municipality serves.

The officer also pointed out the emigration and the brain drain which continue to erode Buffalo City Municipal skills base. According to the Training and Development Manager, population pyramids reveal that there has been a large scale emigration of whites between the age of 25 and 34, the most economically active and skilled group. The effect of migration is intensified because the historical concentration of skills in the white population is perpetuated by the problems in our education system today. White students are two to three times more likely than Africans to graduate from universities in the field of engineering, commerce, and management science, sectors which are crucial to the country's economic growth strategies. The continued dominance of white graduates in these disciplines is linked to the poor

performance of African students in mathematics and science at school levels. Whites are three times more likely to obtain higher grade passes with an A, B, C, or D symbol than Africans. These racial imbalances are attributable to the fact that the majority of black South African children attend schools that are dysfunctional.

Information Analysis

It is particularly difficult to come up with the authoritative figures for skills shortages for the whole economy, and even shortfalls in particular categories are difficult to generate and agree upon. Aside from the methodological difficulties of enumerating from a variety of indirect sources, as we have already seen, the definition of what “skill” is and what constitutes a “shortage” are rarely uniform, especially when vested interests and political sensitivities are involved.

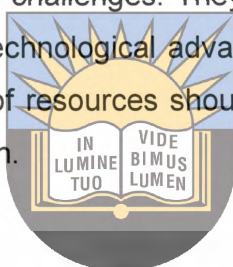


In the case of Buffalo City Municipality, the shortage or migration of skilled white workers illustrate all to well the effects of political sensitivities and vested interests on the way in which skills shortages are understood, and on policy responses to them. The Buffalo City municipality need to develop skills in a broader range of occupational categories. In other words, the fact that skills shortages also occur in intermediate occupations such as craft workers means that the Buffalo City municipality is faced with the need to raise skills levels across all occupations. The unity of the city into one entity of all levels remains a challenge towards the transformation of the city. For the city to compete with other developed economies at a local government it must first achieve functionality as a whole.

The current training programming remains in the main what used to be followed by the East London component. There has been some additional programme as directed by Skills Development Act. The city has not fully integrated itself or worked within the framework provided in the National Skills Development Strategy.

The resources still remain a challenge. There is a global market in skills, that is, countries are seeking higher levels of economic growth have no option but to compete in this market in order to retain as much of their own human capital as they can, and to recruit from elsewhere when it is necessary to boost their own pool of skills. Buffalo City municipality, like other institutions has to choose the terms on which it will engage with this market.

The National Skills Development Strategy programme may seem to be directed to the African people but in the case of Buffalo City Municipality very little can be received from the white employees. The white employees may just be in senior management positions but do not necessarily have the required skills to meet the new challenges. They also need empowerment in relation to the new laws and technological advances that have been seen in our country. The mobilization of resources should consider upgrading others whilst taking others from scratch.



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CHAPTER V

SHORTCOMINGS, RECOMMENDATIONS AND CONCLUSION

INTRODUCTION

The primary aim of this research is to examine the role of skills development in the Buffalo City Municipality, which aggressively seeks human capital in much wider senses than restrictive categories of elite priority skills. Buffalo City should be looking for skills, experience, and capital to create jobs and not just fill them.



This chapter consists of the shortcomings, the recommendations and the conclusion of the study. These should be considered by Buffalo City Municipality or other researchers pursuing a similar study.

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The Shortcomings of the study.

Theoretically part very little shows that the Buffalo City Municipality operates within the framework provided by the National Skills Development Strategy. There ought to be greater resource mobilisation, participation by all stakeholders, and clearly set timeframes in areas of growth and development of the employees. At the moment the municipality is involved but there are not clear timeframes.

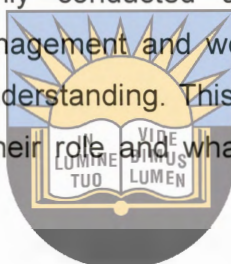
Very little has been said about the role of the private sector, the immigration policy which is suppose to be built into a long-term planning for growth and development and not be relegated to short-term needs. It is important to open-up space for input by private sector to help determine areas of need for economic stability and development in the municipal area. Currently, the

Municipality is allowing private sector to participate their own programmes and visit municipality as experts without synergising their efforts.

Lastly, both SAMWU and IMATU representatives did not project an in-depth understanding of the National Skills Development Strategy. A proper consultation process needs to be embarked upon so as to generate enthusiasm to all stakeholders and greatly enhance awareness of the programmes and implications for non-performance.

Recommendations

This study can be thoroughly conducted at three levels where the understating of politicians, management and workers can be scrutinised to reflect their in-depth of their understanding. This could help engage different sectors to better understand their role and what this programmes bring for them at the municipal level.



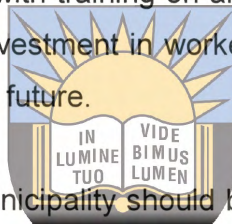
The study can be helpful as a guide to action for the Buffalo City Municipality especially the personnel involved in education and training section. If a clear training framework was in place it would have been easy to appraise and evaluate so that these recommendations could provide for the existing gap. This therefore means the municipality whilst believing in the national skills framework; a much more localised skills development framework will work better for the municipality.

A large sample can be selected from the population of management politicians and workers can be used. This is possible only when most of the stakeholders have knowledge. A much more involved effort should be launched in order to take every employee on board. This weakness of lack of understanding will remain a problem, as it was the case with major unions at the case with major unions at the consultation phase of the National Skills Development Strategy. Individual employees should also take it upon themselves to make up for this weakness.

Lastly, some of these recommendations can be employed by any researcher to further validate this study. This help when different roles by stakeholders have been fully explored for their understanding of this project.

Recommendations for the Buffalo City Municipality

The Buffalo City Municipality is a resource-rich municipality as compared to other former Transkei municipalities, yet only since the advent of the South African Demarcation Board in 1999; the Buffalo City municipality had the opportunity to begin using those resources for the benefit of all its workers. A strong and a well-equipped training and development unit should be established so that it can deal with training on an ongoing basis, better utilise its current resources and an investment in workers today will bring dividends for the municipality well into the future.



The training for Buffalo City Municipality should be tailored in such a way that the municipality is able to fill the existing critical posts on the basis of skills and understanding the post. A localised training programme will help everybody understand where the Buffalo City municipality is going, define everyone's role and further outline the current challenges.

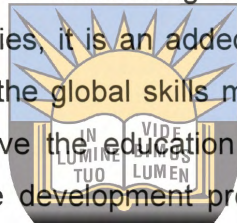
A municipal newsletter should contain a minimum of five percent news which relate to training and development of employees. Since the municipality has just emerged from a merger of different municipalities, continuous skills audit and skills related research should be conducted to ensure that the municipal workforce is capacitated to meet the municipal challenges.

The Buffalo City municipality need a skills revolution, and like all successful progressive revolutions, this one must be led by the workers, and must mobilise all employment sectors of Buffalo City municipality to harness municipal most precious resource, that is, the workers of Buffalo City municipality, to advance the objective of a better life for all.

CONCLUSION

Continuous training programme should be part of worker(s) benefits as provided in the Labour Relations Act without excluding any section of the municipal staff. This programme should also include politicians who serve on a fulltime basis in the municipality administration including those who represent their constituency to build synergy at all levels of the municipality.

In the long run the institution will realise that, success is driven by the development of an institutional own human capital, by means, and across all fronts including education, training, and the encouragement of enterprises. Migration of white employees is threatening development, but immigration does not threaten these activities, it is an added and important resource for developing them. Drawing on the global skills market will not threaten black South Africans, but will improve the education and training system that is currently failing them, manage development projects that will improve their lives, and create businesses that will provide opportunities for employment. This will require strong political leadership, and a coalition of interests whose constituents do not lose interest when their specific requirements for their social welfare are met. The local interests need local effort.



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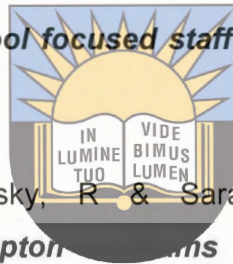
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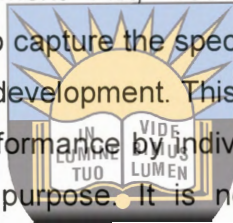
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DEFINITION AND CLARIFICATION OF TERMS

The study contains some terms, which could assume different interpretations. It is therefore of paramount importance that the terms are defined according to the context in which they should be understood through the course of this study in order to avoid ambiguity.

- **Skills Development**

According to Skills Development Act, 1998, p: 14, the term “skills development” has been used to capture the specific perspective that the state brings to the project of people development. This perspective emphasizes the development of competent performance by individuals or a specified and yet dynamic social or economic purpose. It is not intended to be seen as preparing individuals for the isolated performance of a routine task in an unchanging environment, a very outdated notion, but rather the development of the necessary competencies which can be flexibly, applied in particular context for a defined purpose.



- **Skills development strategy**

Green paper on skills development strategy, p:7, states that, skills development strategy makes provision for a new system of learning, referred to as learnerships, for young and unemployed people wishing to join the labour market.

- **Education**

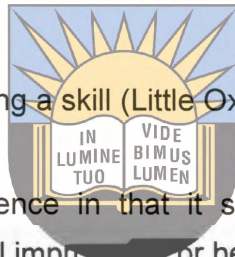
Education is a personal learning process by which values; attitudes, information and skills are acquired and integrated (Paisey, 1981: 65). Education is the art of making available to each generation the organized

knowledge of the past, or the social process by which people are subject to the influence of a selected and controlled environment so that they may attain social competence and optimum individual development (Good, 1973: 43).

- **Development**

Development is growth in functional integration of efficiency or degree of maturity (Good, 1973:77). Development is not necessarily related to specific task, but to both short and long-term maturation of individuals (Elkins, 1980:2000).

- **Training**



A process of teaching or learning a skill (Little Oxford Dictionary).

Training is a learning experience in that it seeks a relatively permanent change in an individual that will improve his or her ability to perform a job (Nel, 2002:287). Training is important for employers, employees and trade unions. Effective training leads to ~~together productive workers~~ and greater personal satisfaction, job enrichment, and a feeling among employees that the organisation is interested in their advancement. Training programmes should be geared toward matching the needs of employees, their work and their organisations.

- **The Right of access, to Training and Retraining**

It is the workers right to receive training and retraining so that he or she may increase his or her productivity and earning capacity. It is his or her right to be fully utilized in the work for which he has been trained. The State, employers and employees are co-partners in National Training effort (Bendix, 1996:113).

Appendix 1: Research Planning Correspondences

B. Mzaca
P/Bag x 0051
BHISHO
5604

The Municipal Manager/Executive Mayor
Buffalo City Municipality
East London

Dear Madam/Sir.

Re: Request for permission to conduct research study to your institution.



I am a student at the University of Fort Hare studying for Masters of Public Administration Programme. In accordance with the programme requirements, a series of academic research topics are being undertaken. My research topic is: Skills Development as Strategy to empower workers in the Buffalo City municipality.

I would humbly request the participation of the politicians, management, and union organisation executives, who will fill in a questionnaire about the nature of skills development in Buffalo City municipality.

This exercise should not be judged as a means of incompetence, but as an academic research intended to address backlogs and to redress

Information from politicians, senior management and union representatives will be treated with strictest confidentiality and no participant will be prejudiced as a result of his or her responses to this research.

Kindly secure and inform me of the date convenient for my visit to your institution.

Yours faithfully

B. Mzaca

Cell: 073 6939 701



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Appendix 2: Questionnaire Used


Sample of Questionnaire Used

Indicate your response by making a clear CROSS (X) in the appropriate Block:		
1. Occupation	Mayor	
	Councillor	
	Management	
	Union	
	Worker	
2. Home Language	Xhosa	
	English	
	Afrikaans	
	SeSotho	
	IsiZulu	
3. Are you employed?	Yes	
	No	
If you answered Yes to question 3, complete question 3(a) as well		
If you answered No to Question 3, skip to Question 4 .		
3(a) Have you received Training?	Yes	
	No	
If you answered "YES" to question 3(a), complete question 3 (b) as well If you answered "NO" to question 3(a), skip to question 4.		



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3(b) Did you receive your training through the institution?	Yes	
	No	
4. If you received your training through the Institution, specify what kind of training?		
.....		
.....		
.....		
.....		
5. Were you satisfied with the training?	Yes	
	No	
6. What kind of a Training would you prefer next time, please state clearly		
		
.....		
.....		
.....		
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7. Do you have the Skills Development Officer?	Yes	
	No	
8. What advice would you give to the Skills Development Officer to improve your work skills? Please state clearly.		
.....		
.....		
.....		
.....		
9. Are the skills you received job orientated?	Yes	
	No	

Appendix 3: Buffalo City municipality 2006 - 2007 Training Programme

July 2006

- Firearm course
- Supervisory course x 2
- Labour Relations
- Venus
- GIS
- Specific training request from departments
- Swimming Pool Management Course
- Microsoft Access
- AllyCad Training
- Learner Traffic Officers Course
- First Aid
- Safety Reps



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August 2006

- GIS
- First Aid
- Safety Reps
- Labour Relations
- Venus
- Project Management
- Specific requests from department
- Learner Traffic Officers Course
- Air Quality Management Course
- Excel Basic
- Managing Contractor Health & Safety Workshop
- Advanced Organisational Development

- Hyperion Intelligence
- Learner Traffic Officers Course

September 2006

- Ms Word – Beginners
- Ms Excel – Beginners
- Introduction to Computers
- Supervision
- Labour Relations
- Specific requests from Departments
- Integrating Strategy Budgeting & Reporting
- Design Centre Training
- Performance Optimisation
- Peace Officers
- Learner Traffic Officers Course



October 2006

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- Project Management
- Policy Development
- Records/Archive Management
- Computer Training – Introduction to:
 - MS Word Advanced
 - MS Excel Advanced
 - Internet & E-mail
 - MS Word Beginners
 - MS Excel Beginners
- Cleaning Skills
- Basic Plumbing and Carpentry
- Specific requests from Departments
- SHE Training
- First Aid Training

- Forklift driver training
- SAMTRAC
- Practical Road Pavement Design
- Anti Litter Coordinator and Anti Litter Assistants
- LIVE LV Work Methods
- Diploma in Labour Law
- Microsoft Outlook
- Cable Jointing Staff
- Construction Law
- Case Studies
- Chlorine Training
- Safety Reps
- Powerpoint Beginners
- Implementation of a basic Performance Management System
- Learner Traffic Officers Course



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November 2006

- Introduction to Computers
- MS Word Beginners
- MS Excel Beginners
- MS Powerpoint Beginners
- Internet & E-mails
- Labour Relations
- Supervisory course
- Customer Care
- Safety Reps
- First Aid Training
- Basic Plumbing & Carpentry
- Plumbing Pre-Trade Test Trading
- Project Management NQF 4/5
- Secretarial Training
- Specific skills training from departments
- Ancillary Health care
- Peace officers
- Basic Financial Life Skills
- Learner Traffic Officers Course



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December 2006

- MS Word Advanced
- MS Excel Advanced
- MS Powerpoint Advanced
- Specific requests from departments
- High Voltage Systems
- Hyperion Intelligence
- First Aid
- Safety Reps

January 2007

- Introduction to computers x 2
- Venus
- Internet & e-mails
- Specific requests from departments
- Customer Care
- Safety Reps
- Office Orientation Skills
- Business Management

February 2007



- MS Word Beginners
- MS Excel Beginners
- Basic Financial Life Skills (Std 5-8 level of education)
- Team Leadership skills (below Std. 7 level of education)
- Customer Care
- GIS
- Presentation skills
- Ancillary Health Care
- Policy Development
- Office Administration Skills
- Labour Relations
- First Aid
- Safety Reps
- Project Management (NQF 4/5)
- Specific requests from departments
- Office Orientation Skills
- Hyperion Intelligence
- Leadership Mainstreaming
- HIV/AIDS Workplace Training

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- Electronic Records and Document Mngt
- Advanced Mngt. Skills for Secretaries

March 2007

- MS Word Advanced
- MS Excel Advanced
- Intro to Computers x 2
- Internet & E-mail
- MS Access
- GIS
- Venus
- Team Leadership Skills
- Basic Finance Life Skills
- Specific requests from Departments
- First Aid
- Safety Reps
- Labour Relations
- Customer Care
- Project Management
- Report Writing
- Supply Chain Management
- ORG PLUS 5
- Hyperion Intelligence
- Air Quality Management Course
- Contract Management Course
- Peer Educator Training



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April 2007

- MS Word Beginners
- MS Word Excel Beginners

- Customer Care
- Supervisory Course
- Holding Productive meetings
- Public speaking
- Specific requests from departments
- Horticulture skills
- Peer Educator Training
- First Aid
- Safety Reps

May 2007



- Project Management NQF 4/5
- MS Word Beginners
- MS Excel Beginners
- MS Word Advanced
- MS Excel Advanced
- Team Leadership Skills
- Basic Financial Life Skills
- GIS
- Specific requests from departments
- Solid Waste Management
- Peer Educator Training
- First Aid
- Safety Reps

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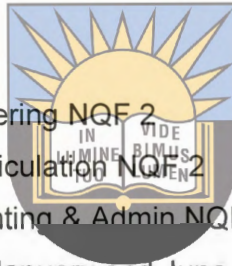
June 2007

- Intro to computers
- MS Word Advanced
- Internet & e-mails
- Safety Reps

- First Aid
- Basic Financial Life Skills
- Specific requests from departments
- Peer Educator Training
- Secretarial Training
- Firearm Training

**FOLLOWING PROGRAMMES ARE SCHEDULED TO OPERATE
THROUGHOUT THE YEAR**

- Adult Basic Education & Training (ABET)
- Employees Induction
- Learnerships
 - Electrical Engineering NQF 2
 - Waste Water Reticulation NQF 2
 - Municipal Accounting & Admin NQF 5
- Bursaries for studies in January and June
- Referrals from bursary applications to be assisted through skills programmes.
- Councillor training in following areas:
 - Computer skills
 - Project Management Skills
 - Office Administration Skills
- First Aid
- Safety Reps
- Traffic Officers Training
- Firearm Training
- LV Live Work Methods
- Operating Regulations for High Voltage
- Report Writing
- F-Grade for Traffic Officers
- Winterschool



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- Computer Training



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