PERCEPTIONS OF SCARCE SKILLS IN THE DEPARTMENT OF INFRASTRUCTURE AND ENGINEERING: NELSON MANDELA BAY MUNICIPALITY

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PERCEPTIONS OF SCARCE SKILLS IN THE
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MUNICIPALITY

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DECLARATION: In accordance with Rule G4.6.3, I hereby declare that the above-mentioned treatise/dissertation/thesis is my own work and that it has not previously been submitted for assessment to another University or for another qualification.

SIGNATURE:

DATE: 11 December 2012
DEDICATION

I dedicate this thesis to God, my Heavenly Father, His Son Jesus Christ and the Holy Spirit, as well as to my (late) Father, Arch E. A. Oshoniyi, who made me appreciate the essence and value of education, teaching me that “Education is my only legacy”.
ACKNOWLEDGEMENTS

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ABSTRACT

The scarcity of skills is a global phenomenon, affecting the capacity building, economic growth and development components of all nations. The African continent has been affected by skills shortages, emanating from certain socio-economic factors. This resulted in the ‘brain drain’, emigration and absorption of skilled talent to developed countries, in search of a better standard of living and employment opportunities. The issue of scarce skills in South Africa was identified by the Government in 2006, due to an identified shortage of expertise and proficiencies, required to fill numerous vacant positions within the local government to meet service delivery needs. The identification of skills shortages led to the formulation of macro-economic policies to address the issue of scarce skills and the identification of the most affected professions, which included, inter alia, engineers; technicians; project managers; and architects. Despite the implementation of these policies, underlying factors compound the issue, complicating and limiting remedial efforts.

The South African Government is faced with the challenge of providing quality basic services for the public, especially at the local level. The country has since 2010 experienced multiple incidents of service delivery protests, predominantly in the under-developed communities. The Eastern Cape is no exception, as the Nelson Mandela Bay area has experienced protests, concerning poor service delivery, primarily in Walmer Township. The provision of basic services, are of dire necessity to the communities, as the Eastern Cape is one of the poorest provinces in South Africa. The educational system at primary and secondary levels is faced with challenges in the Eastern Cape province. These challenges are the shortage of teachers; poor infrastructure; and teacher absenteeism. This compounds the issue of scarce skills acquisition and development; the volume of skilled, expert and proficient talent available to the municipality, to fill in vacancies, gaps and areas with shortfalls and deficits within the entity, is reduced and minimal, underscoring the depth of the entrenchment of this scarcity of skills issue.
The primary focus of the study is to expose the factors contributing to skills shortages and the implications, apropos service delivery, from the municipal workers’ perceptions. The study highlights and describes the factors affecting scarce skills acquisition and development in South Africa, along with providing a background of the Eastern Cape and demonstrating that the shortage of skills, within the Infrastructure and Engineering Department of the Nelson Mandela Bay Municipality, has an impact on the production, efficacy and efficiency of services for communities. The study also emphasises the essentiality of quality leadership and management within the organisation, a pivotal aspect in ensuring the municipality performs at optimal level, meeting organisational goals. This is a critical issue, as the study revealed that sound management and leadership is lacking within the municipality, affecting quality of the service delivery output.

The findings of this study further revealed that adequate training and development is lacking in the municipality. This is hampering skills development, outstandingly with regard to technical skills talents, as their training needs are not met.
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<tr>
<td>ASGISA</td>
<td>Accelerated and Shared Growth Initiative of South Africa</td>
</tr>
<tr>
<td>BBBEE</td>
<td>Broad Based Black Economic Empowerment</td>
</tr>
<tr>
<td>DBE</td>
<td>Department of Basic Education</td>
</tr>
<tr>
<td>DOH</td>
<td>Department of Health</td>
</tr>
<tr>
<td>DOL</td>
<td>Department of Labour</td>
</tr>
<tr>
<td>EEA</td>
<td>Employment Equity Act, Number 55 of 1998</td>
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<tr>
<td>ECSECC</td>
<td>Eastern Cape Socio-Economic Consultative Council</td>
</tr>
<tr>
<td>FET</td>
<td>Further Education and Training</td>
</tr>
<tr>
<td>GEAR</td>
<td>Growth Employment and Redistribution</td>
</tr>
<tr>
<td>HRD</td>
<td>Human Resource Development</td>
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<tr>
<td>HRDS-SA</td>
<td>Human Resource Development Strategy for South Africa</td>
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<tr>
<td>HSRC</td>
<td>Human Science Research Council</td>
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<tr>
<td>HIV</td>
<td>Human Immuno Virus</td>
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<tr>
<td>IDP</td>
<td>Integrated Development Plan</td>
</tr>
<tr>
<td>IM</td>
<td>Immigration Act, Number 13 of 2002</td>
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<tr>
<td>JIPSA</td>
<td>Joint Initiative on Priority Skills Acquisition</td>
</tr>
<tr>
<td>MSA</td>
<td>Municipal Structures Act, Number 117 of 1998</td>
</tr>
<tr>
<td>NMBM</td>
<td>Nelson Mandela Bay Municipality</td>
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<tr>
<td>NPC</td>
<td>National Planning Commission</td>
</tr>
<tr>
<td>NRF</td>
<td>National Research Foundation</td>
</tr>
<tr>
<td>NSCE</td>
<td>National Senior Certificate Examination</td>
</tr>
<tr>
<td>SDA</td>
<td>Skills Development Act, Number 97 of 1998</td>
</tr>
<tr>
<td>SSDF</td>
<td>Scarce Skills Development Fund</td>
</tr>
<tr>
<td>SETA</td>
<td>Sector Education and Training Authority</td>
</tr>
<tr>
<td>STATS SA</td>
<td>Statistics South Africa</td>
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<tr>
<td>UNAIDS</td>
<td>United Nations Acquired Immune Deficiency Syndrome Programme</td>
</tr>
<tr>
<td>USA</td>
<td>United States of America</td>
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<td>WHO</td>
<td>World Health Organisation</td>
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CHAPTER ONE
CONCEPTUAL FRAMEWORK

1.1. INTRODUCTION

In 2006 the South African Government set up a task team to operate in conjunction with a scheme known as the Accelerated Shared Growth Initiative in South Africa (ASGISA). The team was given a mandate to identify constraints in the economy and propose interventions to increase the capacity for economic growth to a sustainable rate of 6% per annum, over the long term, along with addressing challenges emerging within the second economy (JIPSA, 2007:5). Alexeev (2008) indicates that the term second economy refers to the unofficial economy, which serves as the forerunner for unofficial sectors within transitional economies. For instance, these are economies changing from a centralised market to a free market economy. The economic growth envisaged through ASGISA depends in part on resolving the shortage of suitably skilled labour. ASGISA identified a number of medium and long-term interventions to address this skills shortage, one of which is the Joint Initiative on Priority Skills Acquisition (JIPSA). This is an initiative that aligns skills priorities in support of ASGISA’s economic growth objectives. It advises modifying the training and skills development efforts of the public and private sectors, aligning them with the objectives of ASGISA. This should create short term, but sustainable, ameliorating interventions for the skills issues (JIPSA, 2007:7).

The aim of the aforementioned policy is to bridge the gap within specific disciplines and professions, which were identified by the government as required, and as critical, to the economy. These include engineers; artisans; scientists; architects; project managers; information technology experts; doctors and nurses.

The focus area for this study will be the Nelson Mandela Bay Municipality, with specific reference to the Department of Infrastructure and Engineering, as it falls within the construction industry. The aim of this study is to analyse the concept of scarce skills and the effect of this within the Nelson Mandela Bay Municipality. Attention will be paid to the establishment of policies, such as the Human Resource Development Strategy for South Africa (HRDS-SA 2010), in an effort to address the
issue of skills shortages. One of the challenges that the Department of Infrastructure and Engineering is faced with is the lack of technical staff, coupled with the problem of providing basic services to the community, such as, inter alia, roads, water and sanitation (NMBM, 2011).

The lack of technical staff, which the Department of Infrastructure and Engineering is dealing with, falls into the category of scarce skills, and includes a scarcity of engineers and project managers, who play a crucial part in ensuring the provision of quality service. This shortage of qualified or capable staff affects the municipality as it cannot deliver on specific tasks due to the manpower shortage (NMBM, 2011). This Department is also dealing with financial constraints, unable to fill vacant positions needed to assist in addressing the challenge of a backlog in infrastructure asset maintenance and providing support for the housing programme. In an effort to address such issues, the municipality has reviewed its Integrated Development Plan (IDP). One of its strategic objectives is to ensure the provision of basic service delivery and infrastructure development, one of the municipality’s key performance areas (IDP, 2011:19). This will aid in promoting service effectiveness and delivery, which has been an issue since the skills shortage was identified nationally in 2006 (JIPSA, 2007).

1.2. MOTIVATION FOR THE STUDY

The motivation for conducting this study was to uncover the reasons why the government is still faced with the issue of scarce and critical skills in 2012, despite the establishment and implementation of certain remedial, counteractive and constructive policies, including JIPSA, in 2006, along with the more recent Human Resource Development Strategy for South Africa, in 2010. Unemployment is a major challenge and a continuous battle for the Government. Thus far, it has not managed fulfilling its short-term objectives; one of which was to reduce the unemployment rate, from the then 30% to 15% by 2014, as stipulated in the Accelerated and Shared Growth Initiative for South Africa (ASGISA, 2004:5). In 2011, the unemployment rate was 24.2% and attaining a reduction to 15% by 2014, appears to be a herculean task (Statistics SA, 2011:1). Even though the unemployment rate in 2012 has declined to 23.9%, Statistics South Africa reveals that 4.4 million individuals are still
unemployed, with 3 million of the population said to have been unemployed for a period of a year or more (Statistics SA, 2011:2). Failure to achieve this goal will limit the increase of human capital and economic growth over the long-term.

The public sector, in particular, is still calling for highly skilled labour, especially considering the issue of poor service delivery within this arena. Illustrating this, since 2011, engineers are one of the skill sets in high demand by the Department of Public Works to fulfil its needs. The International Monetary Fund world economic outlook asserts that the unemployment rate appears to be on the increase, especially for women and the youth (IMF, 2011). In 2011 all municipalities and municipal entities were audited. The Auditor General’s 2009/2010 report indicated that, nationally, only seven municipalities out of 237 received clean audit reports.

The Nelson Mandela Bay Municipality (NMBM) is one of the 230 municipalities that failed to achieve a clean administration. This ought to be an Eastern Cape organisation which is the epitome of transparency and accountability as representatives of the public’s interests. During the Auditor General’s 2009/2010 Audit 84 investigations were conducted, of which 59 were within the Nelson Mandela Bay Municipality (Auditor General of South Africa, 2010:25). These investigations centred on tender; housing and procurement irregularities; theft; misuse of municipal assets; payroll-related transactions; and Broad Based Black Economic Empowerment (BBBEE) misrepresentation. Regarding the investigations conducted, 28 were fraud related; 14 were for misconduct; and 17 were supply chain management matters. Certain reasons supplied for the failure to comply by most of the municipal entities and municipalities, was due to failure to compile reports and financial statements for timely submission for auditing and also due to political instability (Auditor General of South Africa, 2010:25-26).

Based on the aforementioned challenges, it is evident that there appears to be maladministration in the municipality, which in turn affects the level of performance and productivity; if resources are not adequately utilised and distributed among the various departments, this will hinder progress. It will prevent the departments from accomplishing their set tasks, along with impeding the hiring of qualified technical staff, in order to achieve municipal goals.
1.3. SIGNIFICANCE OF THE STUDY

The importance of this study is identifying major constraints, posing an impediment to realising the government’s goal of tackling the scarce and critical skills shortage. This study will identify plausible avenues for meeting the scarce and critical skills in the labour force demand, in conjunction with the socio-economic and socio-political aspects of the Eastern Cape Province. Furthermore, it will outline the implications of the skills shortage and the level of achievement attained to-date, in bridging the gap of scarce and critical skills within the municipality.

One of the reasons why the issue of skills shortages is so predominant in the Eastern Cape is that there is a decline in the demand for unskilled labour. Furthermore, there appears to be a shift in the factors that drive economic growth; primarily intellectual capital, on which most industries are reliant. Due to the educational challenges in the Eastern Cape, there is also a lack of technical capabilities, which would attract industries to the region. The Basic Education Minister asserted that the collapse of the Eastern Cape’s Education system was due to dismal financial management systems, corruption and a lack of leadership (Majavu, 2011:1).

A challenge within the educational sector, serving as one of the major upheavals that the Government has to surmount, is the shortage of teachers. The Centre for Development and Enterprise (CED, 2011) estimated that South Africa will require a minimum of 25 000 new teachers per year, in order to meet the demand. This shortage is predominantly prevalent in the mathematics and science fields (Monama, 2011:1). Additionally, it appears that there is a lack of proper scrutiny regarding qualified teachers within the educational system in the Eastern Cape. This will have a negative impact on the output of schools seeking to produce well educated scholars, with the essential capabilities required to meet the demands of the labour market.
In the 2012 State of the Nation Address, it was stated that the issues which pose triple threats to the South African economy are: poverty, inequality and unemployment, which affects the youth, women and Africans in particular. The government established a National Planning Commission in 2009, to create a development plan for the entire Country. It has devised a solution to address the issues of unemployment, poverty and inequality by increasing job creation and growth. This will in turn reduce and eradicate poverty in the long run. A New Growth Path framework has been established, highlighting the key factors that will enhance the employment rate in 2012; which include Infrastructure Development; Tourism; Mining; Agriculture; Manufacturing and the Green Economy. The drive for Infrastructure Development is crucial to the economy, with projects in the health sector, which incorporate the refurbishment of hospitals and nursing homes, along with the integration of railroads among provinces, worth 200 billion rand. These projects will require the proficiencies, competences and expertise of professionals with technical skills. This emphasises the need for the critical scarce skills issue to be addressed, particularly in the technical expertise arena, as there appears to be a huge gap in skill and experience.

1.4 PRELIMINARY LITERATURE REVIEW

Scarcity of skills may be defined as the deficiency of expertise in specific disciplines and professions, based on qualification and work experience. The Department of Labour, in South Africa, regards it is a qualification or job with a limited number or minority of individuals capable of, performing the occupation or possessing the required proficiency or criteria (DoL, 2010:2). The issue of skills shortages has been the plight of many states, at certain junctures in the past or currently, and South Africa is not the only nation battling with this challenge. New Zealand is currently attempting to remedy the issue, with the New Zealand Department of Labour (DoL) having outlined a long-term list of capabilities and occupations in scant or limited supply and revised its immediate skills shortage list, which comprises specific occupations such as civil, mechanical, electrical engineers, pharmacy technicians, geologists, chartered accountants, project managers, medical practitioners, urban and regional planners and micro-biologists.
The government has deemed these professions to be significant, having an absolute shortage in those areas requiring skilled workers. The construction industry in New Zealand is the sector with the greatest major challenge of skills shortages (DoL, 2010: 3-6). This illustrates that in a developed or developing country, skills capacity is a pivotal factor within the bedrock of any economy, ensuring that the sustainability and continuous prosperity of the economy is upheld.

In order to address this challenge, the New Zealand Government has developed a variety of new techniques in its approach to tackle the skills shortages within the construction industry; inclusive of overseas recruitment, reformatting of training requirements and an increase in wages. Despite these measures, there is still a lack of skilled and semi-skilled workers within the construction industry, suggesting additional steps, encompassing a joint focus on education and training by their Government, educational sector and construction industry, would be advantageous in the long run (Lobo and Wilkinson, 2008:1). Although these techniques will address this issue long-term for New Zealand, they will also have implications in other countries, particularly in developing and under-developed countries, such as those in Africa. This is because the approach of overseas recruitment will result in the drainage of intellectual capacity from those countries, depleting their human capital. This will affect their economic growth and, conversely, help boost the economic growth and development of the countries to which they emigrate. This phenomenon having crept into most countries and affecting their economies has been described as the ‘brain drain’.

A brain drain or depletion of a state’s intellectual capacity occurs when a nation falls short of scarce and critical skills and individuals who possess such skilled expertise emigrate elsewhere (Mutume, 2003:1). Webber (2004) postulates that, as regards the United States of America, highly technically skilled persons, including engineers and other technological experts, from various parts of the world, were migrating to this country, because of its free economic and social environment. They are also attracted by the world class tertiary institutions, perceived or actual better standard of living and dynamic companies in the country. In the South African context, the Government brought about an initiative, established in 2006, known as the Joint Initiative on Priority Skills Acquisition (JIPSA). This facilitated the identification of
skills shortages and specifically, the lack of skilled professionals, managers and artisans within the labour force. This challenge is augmented by the unequal quality of education and aftermath of the apartheid legacy. The aim of this initiative is to increase the provision of priority skills within the labour force (JIPSA, 2007:6). Other policies and statutes such as ASGISA, JIPSA, GEAR, human resource development strategy for South Africa and labour statues were reviewed in chapter two of the study.

1.5. PROBLEM STATEMENT

The issue of scarce and critical skills within specific professions is detrimental to the economy; made apparent as it is part of the labour force, which drives economic growth. This sequentially, affects service delivery, as the lack of skilled expertise cripples the government’s capacity to deliver. This challenge is faced by the Nelson Mandela Bay Municipality, as the shortage of skills affects its service delivery output.

The Infrastructure and Engineering Department is responsible for the provision of basic services by the municipality. These services include: water and sanitation, roads; storm water; transportation; design and implementation of projects; special assignments and strategic operations and support services. The NMBM 2010/2011 Annual Report acknowledged that cash flow is a challenge for the municipality, affecting the Infrastructure and Engineering Department and delaying progress in providing integrated and sustainable human settlements (NMBM, 2010:1). The inconsistency and mismanagement of expenditure affects this Department’s capacity to deliver services; exacerbated by the shortage of technical skills, which are scarce and critical to the Department of Infrastructure and Engineering, hindering the municipality’s service delivery output.

1.6. RESEARCH AIM

This study aims to analyse the technical staff perceptions’ of scarce skills, within the Infrastructure and Engineering Department in the Nelson Mandela Bay Municipality.
1.6.1. Research Objectives

The objectives of this study are to:

• Review relevant literature regarding scarce skills;
• Provide a background on the Infrastructure and Engineering Department in the Nelson Mandela Bay Municipality;
• Collect relevant data using research instruments regarding the perceptions of scarce and critical skills from the technical staff in the Infrastructure and Engineering Department;
• Analyse and interpret the findings collected;
• Make recommendations and draw conclusions based on the findings.

1.7. Research Questions

This study focused on the following questions, to give meaning to the problem statement and title of the study:

• Are relevant training and skills development programmes being provided to acquire skilled labour?
• Are education and training initiatives producing the necessary skills to address skills shortages?
• What effect has the issue of scarce and critical skills had in the municipality?
• Are there retention strategies for acquired skilled labour?
• What measures are implemented to address the issue scarce and critical of skills shortages within the Nelson Mandela Bay municipality?
• What effect has skills shortages had on the provision of public services by the Infrastructure and Engineering?
• What are the contributing factors to scarce and critical skill shortages in the municipality?
1.7.1. **Assumptions**

- The municipality does not have skills development programmes to produce the critical and scarce skills needed by the municipality.
- The municipality does not have retention strategies to address the skills shortages.
- The management of the municipality has not been effective in addressing skills shortages.
- The Department of Infrastructure and Engineering has insufficient funds to execute projects.

1.7.2. **Hypothesis**

The shortage of technical skills within the Nelson Mandela Bay municipality affects its service delivery output. The Eastern Cape’s poor system of education contributes to this challenge of skills shortage. This is problematic as it affects the potential and quality of talent produced from high schools and tertiary institutions to meet labour demands. The emigration of technically skilled professionals to other countries increases the skills gap within the economy. This in the long run affects the economic growth of the state.

1.8. **THE DELIMITATION OF THE STUDY**

This study was conducted amongst technically skilled staff, classified as scarce and critical, within the Nelson Mandela Bay Municipality. The population sample for the study was limited to the technical staff, within the Infrastructure and Engineering Department of the Nelson Mandela Bay Municipality. The classification of scarce skills is determined by the National Scarce Skills List, published by the Department of Labour, outlining the categories of proficiencies, the skills needed in specific professions and the quantity of individuals required for work. This is utilised to help the municipality determine the skills lacking in the organisation, along with the number of individuals needed to perform tasks and occupy the positions.
1.9. RESEARCH DESIGN

This study will assume a descriptive and exploratory route. The latter will assist in providing depth and insight in addressing the issue of scarce skills, while the former will illustrate how the phenomenon came about within the South African context and the implication of the phenomenon within the municipality. The study reviewed relevant literature obtained from various publications, including textbooks; newspapers; policy documents; magazines; journal and conference papers; unpublished treatises; dissertations; and theses. Some of the literature consulted for the purpose of this study includes: the Accelerated and Shared Growth Initiative for South Africa; Joint Initiative on Priority Skills Acquisition; Human Resource Development Strategy for South Africa; Skills Development Act, Number 97 of 1998; Employment Equity Act, Number 55 of 1998 and Broad Based Black Economic Empowerment. These sources of information are relevant in gaining insight into the necessity for skill improvement. However, the present situation also perpetuates skills shortages and the acquisition and development of skills in a national context, and more pertinently, at local level.

The descriptive nature of this study follows an interpretive and critical social science approach. A brief distinction will be given between the latter and explanatory studies. Babbie argues (2010:92) that an explanatory study is one which strives to provide logical reasons as to why certain occurrences took place the way they did, rather than illustrating how the incident occurred. It simply seeks to explain why it happened. A descriptive study, conversely, focuses on depicting events and situations that occur. In this form of study, observation is the tool used to describe what is under scrutiny; answering the questions of what, where, when and how. This interpretive approach will provide an understanding of the circumstances surrounding skills deficit within the municipality. Welman, Kruger and Mitchell (2005:2) suggest that exploratory studies entail acquiring scientific knowledge, through utilising different objective methods and procedures. Stated differently, the objective nature of the methods and procedures implies that there are no personal opinions or feelings involved at any stage of the research. Critical social science takes a different view on its approach to research; taking into account the political and social factors contributing to the manner in which individuals construct the reality.
of events. It examines how aspects influenced by these factors help shape the situation and endeavours to attain independent perspectives of those who have vested interests in the situation (Merriam and Associates, 2002:4). It will help indicate and analyse the socio-economic and political factors with the Nelson Mandela Bay and its effect on skills acquisition.

1.10. RESEARCH METHODOLOGY

The nature of this study involves research triangulation, incorporating the use of both qualitative and quantitative methodology. Creswell (2009:213) postulates that triangulation is the simultaneous use of qualitative and quantitative methods for data collection purposes, in order to determine if there are any differences, convergences or both. The author continues that this approach occurs at one stage during the research process, usually the interpretation stage. Both methods are used to correlate the findings and extrapolate levels of accuracy and consistency in the data analysis process. The primary data for this study is empirical in nature. The measuring instrument employed for obtaining data is survey questionnaires. This will enable the researcher to obtain clear, concise and specific information from the respondents, regarding the issue of scarce skills within the municipality. Emphasis is placed on discovering the effect of scarce skills within the Nelson Mandela Bay Municipality.

1.10.1. Qualitative Research

For the purposes of this study, a case study format will be assumed. This method was be utilised, as it seeks to attain meaning and clarity regarding the implication of the skills deficit within the Nelson Mandela Bay Municipality. This study also involved 10 proposed interviews, employing the semi-structured interview, also referred to as the semi-formal interview. Six interviews were conducted to help provide a precise picture of the circumstances surrounding the effect of skills deficit within the municipality, particularly in the Department of Infrastructure and Engineering. There are approximately 1700 employees in the Department, thus the need for a substantial amount of interviews. The use of the semi-structured interview creates an environment conducive to the respondents in freely expressing their views on the
issue. It will create an informal platform for the respondents to express their views about the issue of the skills shortage, without any limitations. Welman et al. (2005: 166) asserts that this type of interview enables the researcher to gain a thorough comprehension of the specific area of interest, and is normally used for qualitative or explorative research. The case study method is adopted to achieve an in-depth depiction of the scarce skills scenario within the Nelson Mandela Bay Municipality.

1.10.2. Quantitative Research

Creswell (2009:7) suggests that quantitative research is that which tests the objectivity of an assumption, by analysing the relationship among variables. It is an essential aspect of research to examine the method to be used and the conclusions made, to guard against bias. Welman et al (2005:93) aver that survey research is a form of quantitative research, mainly associated with opinion polls. It is predominantly used for the testing of a hypothesis using numeric illustration in research, which does not require random assignment of participants involved in the study. It examines the relationship between variables, e.g. gender, age and socio-economic status, in a situation without the involvement of any proposed intervention. A Likert Scale questionnaire is to be employed for the purposes of acquiring primary data. These self-administered questionnaires will be distributed among the sample population. The questionnaire comprises three sections, through which participants provide the required information. Section A comprises of nine questions, concerning biographical information, information on education qualifications and the work experience of workers. Section B and C employ the five-point Likert Scale design, to determine workers perceptions of training and development and management of the municipality.

1.11. SAMPLE POPULATION AND DATA ANALYSIS

The focus area for this study was the Nelson Mandela Bay Municipality, with specific reference to the Department of Infrastructure and Engineering, as it falls within the construction industry. The professions that were looked at within this industry are technical staff, including Engineers and Project Managers. The sample used was a non-probability sample, with the method of sampling applied, which was purposive
sampling. In purposive sampling, the researcher uses their discretion to select the sample based on the characteristics of the representative population (Welman et al, 2005:69). This method has been selected because it is suitable for application to this research study. The population sample that has been selected is made up of individuals working at top, middle and lower level positions within the municipality. The interviews will be recorded through the use of a tape recorder and on completion; all the interviews will be coded. This will enable the identification of reoccurring themes, to allow correlation with the quantitative information. Relative to the quantitative approach this study, a total of 62 self-administered questionnaires will be distributed among the population sample, to serve as a means of extracting relevant information from the participants within the municipality. This number of questionnaires will be distributed to get an adequate representation of the population sample for analytical purposes. The quantitative data and findings were statistically analysed, with the assistance of the statistician, with applicable statistical packages. Data was represented through pie charts, bar charts and histograms. Quantitative data will be correlated with themes extracted from the qualitative data.

1.12. ETHICAL CONSIDERATIONS

To conform to ethical standards, all respondents will be informed in writing of the objective of the study. All data will be treated with the strictest of confidence in order to protect privacy and anonymity. All information pertaining to the respondents will remain the property of the researcher and will not be used for any purpose other than the execution of the study. Ethics clearance in annexure A was obtained from the Nelson Mandela Metropolitan University Ethics Committee, prior to administering the questionnaires to the respondents. Participants will not be required to provide names, to ensure their anonymity. Permission was requested in writing from the Nelson Mandela Bay Municipality to conduct the study in annexure C, along with permission from the respondents to conduct the interviews in annexure B. The researcher will administer consent forms to potential participants. They will be informed that their participation is voluntary and that they may withdraw from the study at any time.
1.13. OUTLINE OF CHAPTERS

The thesis is divided into six chapters:

- **Chapter 1**: The first chapter introduces the study, and will discuss the problem statement; the hypothesis; significance of the study; the delimitation of the research; the assumptions made; the structure of the study and the ethical considerations.

- **Chapter 2**: The second chapter reviewed accessible, existing and relevant literature, regarding the activities of municipalities in addressing skill shortages; analysis of various items of legislation enacted to boost the level of skilled labour and the function of such legislation within South Africa.

- **Chapter 3**: The subsequent chapter provides background on the Eastern Cape Province, together with uncovering the causal links to the prevalence of scarce skills within the province.

- **Chapter 4**: This portion discusses the research methodology; data collection method; treatment and analysis of the data; the sample stratum; and the development of the questionnaire.

- **Chapter 5**: The penultimate division contains the presentation of findings and statistical figures resulting from the analysis of the data obtained through the questionnaire survey and interviews.

- **Chapter 6**: The conclusion and recommendations is presented in the final section.

1.14. CONCLUSION

The focal point of the study is to ensure that the primary and causal factors contributing to the shortage of skills is exposed, drawing from the perceptions of the technical staff within the Infrastructure and Engineering Department of the Nelson Mandela Bay municipality. This will highlight the implications and impacts of this shortage on the organisation’s capacity to deliver basic public services. The study will also affirm the assumptions regarding skill development programmes, acquisition and retention strategies and the ineffectiveness of management and leadership in addressing the issue of skills shortages within the municipality.
CHAPTER TWO
LITERATURE REVIEW

2.1. INTRODUCTION

This chapter of the discourse endeavours to provide a background relative to the prevalence of the scarce and critical skills shortage within South Africa; postulating and supplying a conceptual definition of scarce skills. Thereafter, a comprehensive overview of the concept is offered, outlining the structure of the South African educational system and its influence on this shortage of proficiencies. The discussion describes the factors that affect skills acquisition, in conjunction with the significance of labour legislation and policies, as a regulatory framework for employers and employees, in addressing the challenges of skills shortages, particularly in public sector institutions. The purpose of this review is to identify the implications, impacts and consequences of the skills deficit on the Nelson Mandela Bay Municipality’s (NMBM) service delivery output; assessing this skills shortage relative to the South African sphere. The thesis presents similar scenarios of skills shortages globally, referencing New Zealand, along with an assessment of Kenya’s circumstance, as another African Country with a comparable situation; highlighting some of the efforts made by these countries. This indicates that the skills shortage is a worldwide phenomenon.

Education is a key element relative to this issue of skills shortages in South Africa; it is the platform through which individuals may attain the relevant skills required by the labour market, allowing demands to be met. The legacy of apartheid has left a major obstacle, having hampered the accessibility of this platform to all. Bloch (2012) suggests that the racial divisions of the past have been reproduced in the educational institutions; arguing that White individuals have a 98% chance of obtaining a matric certificate and attending university, whereas, those in the rural areas and townships have only a 50% chance of obtaining a matric certificate, with a 12% to 15% possibility of proceeding to university. This underscores the inherited issues, and presents an untenable circumstance within the South African education system.
It is patently obvious that the inherent bulk of the challenge in addressing this shortage of skills rests within the educational sector. However, it is important to note that employers in organisations, both in the private and public sectors, have a role to play; relative to ensuring skills development of employees within their establishments. This is an element solely dependent on the quality of leadership and management within the organisation. This study will outline the relevance of these characteristics in addressing critical issues, especially scarce skills, in the context of the NMBM. Leadership and management are crucial to the growth and development of any outfit. The onus rests on the leadership of an organisation to provide vision and goals for the entity. The study outlines the theories and styles of leadership, as the theories are significant in the formulation of leadership styles applied in organisation. Leadership styles are significant for the management of talent within the municipality ensuring sufficient coordinate of municipal operations. Management ensures the fulfilment of the visions and attainment of organisational goals and is one of the major challenges within public sector organisations. Regarding the NMBM in the Eastern Cape, the ultimate goal is service delivery. As a public service provider, municipal leadership and management must ensure that its objectives are clearly identified and executed. This will ensure that the municipality’s primary aim of providing quality basic services is realised effectively and efficiently. These concepts are the pinnacle of all organisations and without them the organisation’s vision and goals are unobtainable, along with affecting the capability to constructively address the issue of skills shortages. This scarcity is a primary concern within the Infrastructure and Engineering Department of the NMBM.

Where quality leadership is lacking, it affects management’s productivity, competence and efficacy. This study will expose the perceptions of workers within the Infrastructure and Engineering Department of the Municipality regarding scarce and critical skills and related management issues; to adequately identify and examine the impact and consequences of a scarce skills deficit within the municipality, relative to productivity and service delivery.
2.2. CONCEPTUAL DEFINITION OF SCARCE SKILLS

Skills capacity is a pivotal factor within the foundations of any country, as it ensures that the sustainability and continuous prosperity of the economy is upheld. The issue of skills shortages is a global phenomenon, with both developed and developing countries experiencing skills shortages however, the impact is more pronounced within developing countries. The challenges faced by developing countries regarding skills development and acquisition differ from those experienced by developed nations. For instance, the Department of Labour (DoL) in New Zealand has a long-term skills shortage list, constantly revising and updating its immediate skills shortage list, which comprises specific technical occupations, including, inter alia, pharmacy technicians; geologists; chartered accountants; project managers; medical practitioners; urban and regional planners; micro-biologists; civil, mechanical, electrical and mining engineers. In New Zealand the predominant skills shortage is found within the construction industry (DoL, 2010:3-6).

The New Zealand Government, in its attempt to tackle the skills shortages within the construction industry, has developed a variety of new techniques, which include overseas recruitment; reformatting of training requirements and an increase in wages. Despite these measures there remains a lack of skilled and semi-skilled workers within this arena. Further steps, including the New Zealand regime’s united focus on education and training by the government, educational sector and construction industry, will be advantageous in the long run (Lobo and Wilkinson, 2008:1). Conversely, in Kenya, it was reported that the Information and Technology (IT) sector lacked skilled professionals. In a temporary, immediate attempt to address the situation, most software firms have been forced to outsource their jobs internationally, training new graduates to remedy the situation further on (Harding, 2011:1). Although, this is profitable for the local talent in Kenya, it increases operational costs for IT companies. These techniques may address these issues in New Zealand and Kenya, but in the long run they may have implications and impacts affecting other countries, particularly in the developing states, especially those in Africa. These remedial actions could result in the drainage of intellectual capacity from those countries, depleting their human capital. This phenomenon, which has
crept into most countries, affecting their economies, has been described as the ‘brain drain’. This brain drain occurs when a state falls short of skills, partially due to individuals who possess skilled expertise in demand emigrating elsewhere (Mutume, 2003:1). Webber (2004) advances that, in the United States of America, highly technically skilled persons from various parts of the world, including engineers and other industrial experts, were migrating to the USA, as a result of its free economic and social environment. They are additionally attracted by the USA’s world class tertiary institutions, better standard of living and dynamic companies. In the South African context, the Government brought about an initiative, established in 2006, known as the Joint Initiative on Priority Skills Acquisition (JIPSA). This facilitated the identification of skills shortages, specifically the lack of skilled professionals, managers and artisans, within the labour force; exacerbated by the unequal quality of education and the aftermath of the apartheid legacy. The aim of this initiative is to increase the provision of priority skills within the labour force (JIPSA, 2007:6).

The concept of skills shortages is amorphous, as there is no gazetted documentation that clearly defines or explains it. On the premise that there is insufficient literature to define skills shortages, it is challenging to link it to productivity; in essence, it limits the identification of the degree to which skills shortages hamper efficiency and efficacy (Daniels, 2007: i). However, Erasmus and Breier (2009:3) assert that there are two types of skills in question, referred to as scarce skills and critical skills. This distinction was adopted by the Department of Labour in 2006, to identify skills shortages in South Africa, with the commitment to prioritise, communicate and ameliorate the essentiality of scarce and critical skills, for equity development and sustainable economic growth. Erasmus and Breier (2009:3) argue that the former, scarce skills can be characterised as specific occupations in which there is a deficiency of qualified and experienced individuals, either because such persons are unavailable or do not meet the stipulated employment criteria. Scarcity in this context can be absolute or relative. Absolute scarcity indicates the lack of suitably skilled individuals with specific skills within a particular occupation. Relative scarcity describes individuals who do not meet specific employment criteria, for example, the Black Economic Empowerment stipulations (Daniels, 2007:2). Critical skills are another essential aspect of skills shortages; these are key skills within a specific occupation. However, two factions of critical skills have been identified within the
South African context, which are, primarily, the key or generic skills, which constitute cognitive abilities; language and literacy proficiencies; mathematical capabilities, information technology skills (ICT) and the capacity for teamwork. The second division is called particular occupationally specific skills, relating to those skills required for performance within an occupation, to bridge the gap that may have risen as a result of modifying technology or new forms of work organisation (Erasmus and Breier, 2009:4). These aforementioned skills are considered to be priority skills, as they are significant to the enhancement of human resource development, economic growth and skills development.

The concept of skills has been broken down further into three independent distinctions, namely: high skills; intermediate skills; and low skills (Kraak, 2005: 59). Kraak submits that this has occurred as a result of the drive towards industrialisation; international and national economies transitioning towards high skill, high productivity, in terms of manufacturing and service provision, at the risk of undermining intermediate skills and low skills within the labour force, within the economy, in other words,.

Green and Sakamoto (2001:64) propose that high skills can be described as workforce skills within a highly skilled economy, whereby those skills are utilised to achieve a high level of productivity across a broad range of sectors, while producing high wage rates and income equality. A majority of workforce co-operation, supported by public trust and shared capital, is deemed to be important for the contribution towards economic growth. The high skills concept, which may also be referred to as priority skills, originated from first world economies, including Australia, New Zealand, Europe and the United States of America, in the 1970s. During that period, these economies controlled the world markets, successfully producing high-end products, such as engineering outputs, along with low end products, for example, textiles and footwear, which were exported to other countries, including those they colonised, for instance, Africa and Asia (Ashton, 2005: 20). This changed when these developed nations lost the privilege of having access to colonial markets. Nations, including, inter alia, Ghana; Malaysia; South Korea; and Singapore, attained new sovereignty, in a bid to develop their nations and curtail their levels of unemployment and poverty (Ashton, 2005: 20). Some of these
countries, for instance, Singapore, lacked mineral resources, unlike Ghana, which fell short in the arena of competitive advantage, and the only measure to create an edge was through the utilisation of cheap labour. They enhanced their industries by the utilisation of unskilled labour used for the production of plastic goods, footwear and textiles, granting them a competitive advantage within the global markets; with many other countries, including China; Indonesia; Malaysia; South Korea; Hong Kong; and Taiwan, also followed suit in the wave of industrialisation (Ashton, 2005:20). This occurrence was referred to as de-industrialisation, as the contemporaneous forerunners in the world market lost their competitive advantage. The majority of these leading nations transferred their manufacturing to the countries developing their economies. Certain countries, such as the United Kingdom and the United States of America, were more exposed to this peril than others, for instance, Germany and Switzerland, because the former relied more extensively on these labour-intensive traditional industries (Ashton, 2005:21).

Companies in these countries found it harder to relocate production due to the high dependency on highly skilled labour, which, at that juncture, were only available in the older industrial societies. Faced with the loss of millions of jobs and associated problems of unemployment, there was an understandable fear in the 1970s and 1980s as to where the new jobs necessary to replace them would come from (Ashton, 2005:21). Having engaged in an in-depth discourse on the concept of skills, it is evident that most countries, including South Africa, have made the acquisition of high skills a major priority, necessary for economic growth and development. However, this will result in the gradual extinction of intermediate and low skills, which remain vital to the economy. Due to technological advancement and change such skills are being replaced with technological inventions and innovations. The advent of democracy in 1994 saw the repeal of discriminatory legislation, for instance, the Reservation of Separate Amenities Act 49 of 1953 and Bantu Education Act 47 of 1953, which enforced separate development among different races. The apartheid legislation played a pivotal role in contributing to the inception of the democratic system of government. This has seen the promulgation of legislation and various policies that aim at correcting the injustices of the past, for the previously disadvantaged, so as to tackle this challenge of skills and their deficit within the labour market. The Millennium Development Goals (2010:41) decrees that the South
African Government, in a bid to address the issue of skill shortages, identified that education is the primary platform through which to achieve long term learning and skills acquisition. This is paramount in the dynamic, technologically advanced and knowledge-based society. Some of the measures taken by the Government to address these issues included the development of specific macro-economic policies and initiatives, together with favourable legislation, including the Black Economic Empowerment Act, Number 53 of 2003; Employment Equity Act, Number 55 of 1998; Human Resource development strategy of South Africa; Skills Development Act; and Sector Education and Training Authority (SETA), to help bring about plausible solutions to the issue of skills shortages.

2.3. EDUCATION IN SOUTH AFRICA

Education is the foundation or core of many countries, particularly in this contemporary age, driven by information technology. Daniels (2007:2) asserts that skills comprise of possessing the necessary qualification and experience. Education creates a platform for individuals to gain knowledge, understanding and exposure to various disciplines, ideologies and phenomena in the world at large. Francis Bacon said that “knowledge is power” and education has served as a source of empowerment to many, especially the previously disadvantaged within our society and globally. The Department of Education (2011:13) is of the position that education empowers citizens to exercise their democratic rights and shape their destiny. Education may take place within a formal environment, comprising schools and tertiary institutions, or informal environments, including the home, recreational and community centres. There are different forms of education, utilised as a means to attain knowledge. This study finds its contextual reference in formal education, but, additionally, acknowledges the relevance and importance of informal education in shaping the cognitive character of the individual. Formal education can be characterised or differentiated into distinct fields, which include tertiary, secondary, primary education and vocational training. According to the Department of Education DoE (2008:2), the South African system of education is divided into three categories, which include General Education and Training (GET), Further Education and Training (FET) and Higher Education (HE).
2.3.1. The Role of Education in Skills Acquisition

It is through man’s thirst for knowledge that many great discoveries have been made and concepts or ideologies have been formulated by scholars, for instance, Aristotle, Michael Faraday and Einstein. Such individuals have contributed to the development of the world, making a notable mark in history. The system of education in South Africa is one which has been shaped by its history of apartheid, which led to differentiated and discriminatory learning systems for the various racial groups, as espoused by the Government. Msila (2007:146) asserts that this further enhanced the divisions within society, categorising individuals along cultural and racial lines. He maintains that the system of education fell short in promoting equity, participation and accessibility. Contemporaneously, during the apartheid era, there were three forms of education, which are missionary education; Afrikaner Nationalist education; and Bantu education, all with different curricula. For this study emphasis will be placed on Bantu education, which was tailored specifically for the Black Africans within the Country. It brought about subjugation of the learners’ abilities to gain knowledge and access to educational facilities. Unlike their White counterparts, the quality of education for Black Africans was very poor. Fiske and Ladd (2004:42) are of the view that Bantu education prohibited the learners from being exposed to science and technology, along with creativity and innovations within the modern economy.

Asmal and James (2001:197-198) maintain that it was used as an agent to control the Black Africans. Bantu Education for Black South Africans was used as a means to restrict the development of learners. Msila (2007:149) argues that knowledge provided in schools was distorted, to ensure the control of teachers, limit the intellect of the learners and further promote state’s agenda. The contemporary Government did not deem it imperative to educate the Black Africans in mathematics. Failing to realise that availing the privilege of quality education to the latter would be profitable to the labour force; helping to enhance economic growth, as a result of there being an ample availability of skilled human resources. To fill in the gaps, within specific sectors grappling within the scarce skills issue currently, the democratic Government of South Africa has made notable efforts to improve education. One of these attempts at amelioration was the establishment of Outcomes-based education. This
is a system of education which created a platform for persons who possess any knowledge or skill to exhibit it. Msila (2007:150) advocates that such a learning environment enables the individuals to acquire essential skills and knowledge; equipping the learners for the work environment and enabling them to gain employment. Furthermore, this system initiation was undertaken in an effort to address labour market demands. Twalo (2011:843) postulates that to foster the resolution of the above challenges, the Government aimed to achieve specific outcomes, including, increasing maths and science output; implementing the National Growth and Development Plan; fast-tracking the implementation of National Skills Development Strategy; aligning funding and bursaries with scarce and critical skills; increasing the resources allocated for research and development; and; finally; the revision of technical colleges to be on a par with labour market needs.

The Department of Basic Education's statistics (2010) indicate that 83.8% of the Country’s learners are enrolled in public schools; due to the public school system being divided into quintiles, which gave rise to Model C schools, which still have the poorest educational facilities. This hinders the feasibility of producing knowledgeable and skilled individuals, with graduates unsuitable for meeting labour market demands. The National Planning Commission’s (NPC) Diagnostic Report (2011) indicated that the poor results in the educational sector is an aggravating factor, which prohibits the elimination of poverty, thus affecting economic growth. Furthermore, the Government’s aim of increasing the output of science and mathematics appears to be implausible. According to the National Senior Certificate Examinations (NSCE) report for 2010, candidates’ performances were at a woeful 47.4% in mathematics. The structure of the Senior Certificate also compounds this issue; despite maths literacy and mathematics being fundamental subjects for the examinations, scholars are given the option of selecting either. This does not encourage the learners to select careers in the technical industry. Thus, majority of the learners opt for maths literary, which had a pass rate of 86% (NSCE, 2010). It is evident that the Government needs to develop other measures to improve the success rate in mathematics among learners nationally. This is critical for the scholars’ future employment. Due to the highly competitive labour market, as they will be competing for the same job opportunities with graduates from across the globe.
2.3.2. **Scenario of Primary and Secondary Education**

Primary education is foundation and stepping stone to formal education. It is pivotal in equipping pupils with the required basic tools and skills for learning. In South Africa, primary education comprises of pupils learning from Grade R to Grade 9. Grobbelaar (2011:1) argues that it is due to the poor conditions of schools that primary education is in crisis. Transparency International (2011:1) reported that the lack of resources, including library facilities and text books, poor teacher training and absence of teachers is responsible for the poor quality of primary education. This does not create an environment conducive to the students learning and affects the performance of learners. Such conditions provide a poor standard of education and weak foundation for the learners. This, in turn, creates a challenge for the learners when they make the transition to secondary school. Secondary education commences from Grade 10 to Grade 12 and is categorised as further education and training (FET). The South African Schools Act 84 of 1996 stipulates that education is not compulsory for learners at this level. However, those learners who choose to further their education will not be denied access. This clause fuels absenteeism of students at this level creating a major obstacle and issue, which will certainly affect the performance of the learners. The matric pass rate over the past three years has improved - in 2011 it was 70.2%, an increase over 2010’s 67.8% and 2009’s 60.6% pass rate. However, the performance of learners in mathematics and science subjects is still lagging behind. Table 1 depicts a comparison of learners in matric over the last three years, in Mathematics and Physical Science.

**Table 2.1: Comparisons of Matric Results in Mathematics and Physical Science, from 2009 – 2011.**

<table>
<thead>
<tr>
<th>SUBJECTS</th>
<th>2009</th>
<th>2010</th>
<th>2011</th>
</tr>
</thead>
<tbody>
<tr>
<td>Mathematics</td>
<td>46.0%</td>
<td>47.4%</td>
<td>46.3%</td>
</tr>
<tr>
<td>Physical Science</td>
<td>36.8%</td>
<td>47.8%</td>
<td>53.4%</td>
</tr>
</tbody>
</table>

*Source: (NSC, 2010:67)*
Based on the 2011 National Senior Certificate results, the pass rate increased to 70.2% in 2011 from 67.8% in 2010. Table 2.1 illustrates that although there was an improvement in Physical Science from 46.3% to 53.4%, the performance in mathematics declined from 47.4% to 46.3%, which remains a major concern for the Department of Education (NSC 2011:61).

### 2.3.3. South African Schooling System

The schooling system in South Africa is divided into two categories, which include public schools and independent schools. The Department of Basic Education reported that 93.4% of learners attend public schools, with 3.6% enrolled in independent schools DoE (2012:3). The report also reveals that there are approximately 12 644 208 learners in the Country, being serviced by 439394 educators. This demonstrates that the ratio of educator to learner is very high, creating a huge gap in meeting the demand for teachers. The racial disparities of the apartheid era continue to resonate within the schooling system, owing to the majority of public schools being situated in the rural areas. More educators should be provided in communities with predominately larger populations of learners.

### Table 2.2: 2012 Provincial Distribution of Schools and Scholars

<table>
<thead>
<tr>
<th>PROVINCE</th>
<th>LEARNERS</th>
<th>SCHOOLS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape</td>
<td>2 003 129</td>
<td>5 588</td>
</tr>
<tr>
<td>Free State</td>
<td>638 756</td>
<td>1 422</td>
</tr>
<tr>
<td>Gauteng</td>
<td>1 777 794</td>
<td>2 015</td>
</tr>
<tr>
<td><strong>Kwazulu-Natal</strong></td>
<td><strong>2 743 979</strong></td>
<td><strong>5 927</strong></td>
</tr>
<tr>
<td>Limpopo</td>
<td>1 660 700</td>
<td>3 965</td>
</tr>
<tr>
<td>Mpumalanga</td>
<td>1 013 760</td>
<td>1 838</td>
</tr>
<tr>
<td>Northern Cape</td>
<td>266 296</td>
<td>597</td>
</tr>
<tr>
<td>North West</td>
<td>746 096</td>
<td>1 646</td>
</tr>
<tr>
<td>Western Cape</td>
<td>959 714</td>
<td>1 455</td>
</tr>
</tbody>
</table>

*Source:* (DoE, 2012:4)
Table 2.2 clearly highlights the provinces which have the largest population of learners and number of public schools.

Table 2.3 depicts the 2010 provincial distribution of learners and educators in public schools.

Table 2.3: 2012 Provincial Distribution of Schools and Scholars

<table>
<thead>
<tr>
<th>PROVINCE</th>
<th>SCHOLARS</th>
<th>EDUCATORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Eastern Cape</td>
<td>2 003 129</td>
<td>66 626</td>
</tr>
<tr>
<td>Free State</td>
<td>638 756</td>
<td>23 016</td>
</tr>
<tr>
<td>Gauteng</td>
<td>1 777 794</td>
<td>57 463</td>
</tr>
<tr>
<td>Kwazulu-Natal</td>
<td>2 743 979</td>
<td>87 466</td>
</tr>
<tr>
<td>Limpopo</td>
<td>1 660 700</td>
<td>55 992</td>
</tr>
<tr>
<td>Mpumalanga</td>
<td>1 013 760</td>
<td>33 245</td>
</tr>
<tr>
<td>Northern Cape</td>
<td>266 296</td>
<td>8 617</td>
</tr>
<tr>
<td>North West</td>
<td>746 096</td>
<td>25 074</td>
</tr>
<tr>
<td>Western Cape</td>
<td>959 714</td>
<td>31 870</td>
</tr>
</tbody>
</table>

Source: (DoE, 2012:4)

Table 2.3 outlines, thus emphasises, the fact of the need for more educators in the Country, especially in the Eastern Cape and KwaZulu-Natal, with their predominantly Black, Indian and Coloured communities.

2.4. FACTORS AFFECTING EDUCATION IN SOUTH AFRICA

The factors affecting the system of education in South Africa are particularly evident in the public schools. This is unfortunate, as it is the learners that bear the brunt of the circumstances. It is reported that in 2010, 93.4% of learners attended public schools DoE (2012:3). Some of the exacerbating factors hampering education are the lingering legacies of Bantu education; lack of discipline; shortages of teachers; low rates of literacy; and absenteeism of both learners and teachers. Bloch, Kotecha and Lolwana (2012) argue that factors affecting education are mostly technical, and the remedial actions involve better training of educators; improvement of
foundational phase results; ensuring equitable distribution of resources in schools; and effective provision of study materials.

2.4.1. **Shortage of Teachers**

The issue of teacher shortages was identified in 2006 and has escalated over the years. The incorporation of teacher training colleges into institutions of higher learning from 1998 to 2003, further compounded this issue, which became a national crisis requiring immediate intervention (Nthite, 2006:1). The closure of the teacher training colleges stifled the effort of meeting the demand of teachers in schools. In order to address the situation, the Department of Education developed a National Policy Framework for Teacher Education and Development in South Africa in 2006. The primary aim of this policy was to produce a sufficient number of qualified teachers, in order to meet the demand tasking the Country (DoE, 2006:4). It aimed to strike a balance between the number of teachers entering and retiring from the profession annually. However, the issue still persists and has worsened over the years. Despite the shortage of teachers, the low literacy rate of learners within schools makes it a daunting task for teachers to effectively educate the learners. Bloch (2012) asserts that the average numeracy and reading abilities of learners in Grade 3 is at the 35th percentile, way below average, resulting in a low performance rate. This would also discourage learners from furthering their education, stemming from their poor performance in school, which, in turn, contributes to the increasing rate of learner absenteeism.

2.4.2. **Teacher Absenteeism**

This constitutes a failure of teachers to fulfil their responsibilities of educating the learners in the school environment, disrupting the learning process of students, consequently affecting their performance. In 2012, Basic Education Minister Angie Motshekga reported to the SABC that a study conducted by the Department revealed that the rate of teacher absenteeism is 8%. The study found that the rates are even higher in the Eastern Cape Province -10.5% and KwaZulu-Natal - 10.3% (SABC, 2012). This was indicated in the report published by the Department of Basic Education in the study carried out in schools to determine the rate of teacher
absenteeism (DoE, 2010:1). It is argued, that there are certain causative factors that lead to the absenteeism of teachers from schools. In 2005, the Human Science Research Council (HSRC) carried out a study; the findings of which showed that the contributing factors to teacher absenteeism were mostly health related, in consort with the conditions at schools, which do not allow for high levels of motivation and yield low job satisfaction (HRSC, 2005:1).

In contrast, there is learner absenteeism, which in some cases is attributed to the domino effect of teacher absenteeism. However, there are other instigating circumstances which would result in the absence of the student from school, which include the inability to pay school fees; poor schooling environment; sickness and a lack of discipline by educational authorities, with an inability to reprimand the learners when absent for unjustifiable reasons. The Community of Social Enquiry (2007:25) indicated that factors contributing to learner’s absenteeism could be personal in nature. These elements include academic difficulties and psychological problems; socio-economic factors, such as poverty within the family; and educational environment factors, like violence or a lack of discipline within the school.

2.5. LABOUR STATUTUES AND POLICIES

The South African labour market has undergone multiple transformations since the landmark 1994 democratic government. There have been major attempts and some successes in addressing the disparities of the past, relative to labour and employment, in an effort to improve the general working conditions for employees. The Government has established certain macro-economic policies; initiatives to help with skills shortage. This section examines certain of these interventions in detail below, which are Growth Employment and Redistribution (GEAR), the Accelerated and Shared Growth Initiative for South Africa (ASGISA) and the Joint Initiative on Priority Skills Acquisition (JIPSA).

2.5.1. Growth Employment and Redistribution (GEAR)

This macro-economic policy was established in 1996, in accordance with the objectives of the Reconstruction and Development Programme (RDP). An economic
strategy established to restructure and redevelop the South African economy; it aims to address issues within the economy, such as enhancing human resources, along with undertaking the challenges relative to meeting the basic needs of individuals within society (GEAR, 1996). This strategy is aimed at primarily increasing the long-term economic growth of South Africa. The framework of this strategy comprises fiscal, monetary, trade, social and sectoral policies aimed at accelerating economic growth. The major objectives of this intervention are:

- The creation of employment;
- The achievement of sustainable economic growth;
- The establishment of fiscal reforms to reduce budget deficits;
- The establishment of a stringent monetary policy to reduce inflation; and
- The opening up of the economy, to liberalise trade and enhance international, economic cooperation (GEAR, 1996).

The fundamental basis of GEAR is to assist in reducing poverty and inequality, while creating employment. Although, this macro-economic strategy was feasible, the Government had some constraints and difficulties in achieving the objectives of the policy. The Government’s incapability to increase the quantity and quality of human capital within the labour market affected the strategy’s efficacy in increasing economic growth. Streak (2004:28) maintains that the strategy’s dependence on private sector investment to create jobs was unwise, as it was overly ambitious to assume the economy would create enough employment for the poor, resulting in the reduction of poverty and inequality and enhancing development.

2.5.2. Accelerated and Shared Growth Initiative for South Africa (ASGISA)

ASGISA was introduced in 2006, in an attempt to enable the Government to recognise the factors creating obstacles toward economic progression. Additionally, it aimed at identifying potential, alternative avenues of intervention for increasing the key factor of human capital, as a primary driving force in the quest for attaining sustainable economic growth.

The triple objectives of this policy are:

- To diminish the unemployment rate from 30% to 15% by 2014;
To reduce the level of poverty from 1/3 to 1/6 of the population by 2014; and
To increase the Gross Domestic Product (GDP) from an average of 3% to 4.5%
per annum from 2005 to 2009, and to 6% within the period of 2010 to 2014
thereby, generating a 6% growth rate that is annually sustainable (JIPSA, 2008:5).

The key priority areas within the economy, detected as those which required
immediate intervention, for ameliorating the problem of economic growth, included
education and skills; infrastructure; governance and public administration; sector
development strategies; macro-economic issues; the second economy; along with
small, medium, and micro-enterprise (SMME) development. ASGISA (2008:6)
outlined an action plan to deal with the most significant challenges facing economic
growth, which advocated:

• The building of strong foundations for scholars within public schooling;
• Placing a greater focus on areas of priority in tertiary education and training;
• The initiation and improvement of work-based training programmes and
scarc e skills initiatives; and
• The establishment of a Joint Council within the Government, to strengthen
and co-ordinate activities associated with addressing the skills shortage.

Despite the development of this action plan, the shortage of suitably skilled labour is
still apparent, remaining a substantial factor contributing to the high unemployment
rate. Statistics South Africa found that the unemployment rate of South Africa in
2011 was 24.2% and 25.2% as of the first quarter of 2012. It reveals that Black
Africans have the highest unemployment rate - 28.1%; followed by Coloureds -
21.3%; Indians - 7.9%; with Whites at 5.5%, having the lowest rating (Stats SA, 2011:1). Globally, over 205 million people are still searching for jobs; having
increased by around 30 million since 2007. The increase in unemployment has been
severe in highly developed economies; with high youth unemployment is a particular
concern in upcoming and developing economies (IMF, 2011:1). The unemployment
rate for the youth and women remains higher than the national average in South
Africa, constituting a priority area to the growth of the economy.
2.5.3. Joint Initiative on Priority Skills Acquisition (JIPSA)

To resolve the problem of the skills shortage the government established the JIPSA policy, an offshoot from ASGISA, which is dependent on the former for resolving the scarcity of skills challenge. JIPSA is macro-economic policy, tailored specifically for the acquisition, development, and retention of suitably skilled labour within the labour force. The two policies are interconnected, with JIPSA positioning its skills priorities to correspond and support ASGISA’s economic growth objectives. JIPSA advocates the alignment of the training and skills-development effort of the public and private sectors with the objectives of ASGISA, without undercutting the development and implementation of longer-term human resource development strategies.

JIPSA provides a broad platform, through which all key stake holders can demonstrate their commitment to human resource and skills development, deliver on both short and medium term skills objectives and strengthen the current methods for skills delivery. (JIPSA, 2008:6) A primary focus area is identifying and providing opportunities for previously disadvantaged populations, in order to level the playing field within the labour force. This involves creating equal employment opportunities and a conducive work environment for all. An example of such measures is the implementation of Affirmative Action procedures chapter 3 of the EEA, via the amendment and enactment of specific labour legislation to include previously disadvantaged persons. These policies incorporate the Labour Relations Act, the Skills Development Act number 97 of 1998, the Employment Equity Act number 55 of 1998 (EEA), the Basic Conditions of Employment Act (BEA) and Broad Based Black Economic Empowerment (BBBEE).

2.5.2.1. Labour statutes

South Africa has numerous labour statutes established by the Government, aimed at managing the dynamics of the labour market and providing protection relating to the interests of workers and employers, to ensure healthy employee-employer relations in a conducive work environment. One of the major objectives on the agenda of the post-1994, democratic government in South Africa was to address the issue of inequality and injustice created by the previous apartheid regime, primarily focusing on the reconstruction and equalisation of the South African labour market. Burger
and Jafta (2010:4) aver that the strategies developed would serve as building blocks, paving the way towards the empowerment of those previously disadvantaged. The significant legislations, relative to resolving the issue of skills deficit, are the Employment Equity Act 55 of 1998 (EEA); the Broad Based Black Economic Empowerment Act (BBBEE); the Skills Development Act and the Human Resource Development Strategy for South Africa.

2.5.2.1.1. Employment Equity Act number 55 of 1998

The Employment Equity Act was targeted at the eradication of discrimination within the labour market, creating fair remuneration, productivity and macro-economic stability. Its objectives of attaining equity within the workplace were achieved through by executing affirmative action measures, in order to address the inequalities and discriminations experienced by the designated, previously disadvantaged groups, which encompass Blacks, women and people with disabilities. These measures are to ensure the provision of equal employment opportunities for suitably qualified candidates from these designated groups; to safeguard that they are equitably represented, within all occupational categories and levels within the workforce. This was done in an effort to satisfy the expectations of individuals that were denied access to many aspects of the South African economy for a long period of time (Burger and Jafta, 2010:4). This limiting and restricting of access to education and training in specific professions for so many individuals contributed to the deficit of high skills, including medical practitioners; engineers; information technology specialists etc. A notable scarcity of suitably qualified expertise is now evident in South Africa such opportunities being denied to principal elements of the workforce, which meant that the key area of acquiring and developing suitably skilled labour was not fulfilled to its potential.

It appears that this legislation has resulted in a domino effect within the labour market; it has given individuals the privilege of economic empowerment, enabling them to build careers within those aforementioned, highly technical fields. This has boosted their earning capacity and helped bring many out of poverty. Conversely, however, Thomas (2002:239) contends that it has brought about the reinforcement of negative stereotypes, or ‘reverse discrimination’, whereby the previously
advantaged are now the victims of discrimination. This legislation was implemented in an effort to ameliorate the effect of apartheid on the labour market, but this action appears to have come with unanticipated consequences.

2.5.2.1.2. **Broad-Based Black Economic Empowerment (BBBEE)**

This enacted legislation strategy, also intended to equalise the labour market, arises from the initiative known as Black Economic Empowerment. BBBEE is a Government initiative, aimed at providing Black individuals with opportunities to have and manage major resources (Jack and Harris, 2007:6). Formulated into strategy as a socio-economic process, it was aimed at reducing income inequalities and increasing the number of Black individuals who own or manage the economic resources that drive the South African economy (Hellriegel et al et al, 2008:434). The legislation was passed in an effort to economically empower previously disadvantaged individuals, encompassing women, menial workers, the youth, persons with disabilities and individuals living within the rural areas, through diverse, but combined socio-economic approaches (BBBEE, 2003:4). These interventions include:

- Increasing the number of Black people that manage, own and control enterprises and productive assets;
- Facilitating ownership and management of enterprises and productive assets by communities, workers, cooperatives and other collective enterprises;
- Human resource and skills development;
- Achieving equitable representation in all occupational categories and levels within the workforce; and
- Preferential procurement and investment in enterprises that are owned or managed by Black people.

The strategy focuses on six priority areas to help drive and implement the government’s initiative, which are:

1. **Equity Ownership**: to permit the participation of Blacks in the major economy.
2. **Management**: to facilitate that more Blacks are involved in operations and control of organisations.
3. **Employment Equity:** to ensure that organisational structure represents the demographics of the Nation.

4. **Skills Development:** to help increase human capital and quantity of skills within the labour force.

5. **Preferential Procurement:** to foster and encourage job creation and development of enterprises.

6. **Enterprise Development:** to increase the investment in Black owned companies, to promote the transfer of skills and enhance job opportunities. (Hellriegel et al et al, 2008:435)

It is argued that this strategy is being used as a tool to bring about economic transformation in South Africa. According to the BBBEE (2003:6), the objectives of the Act are:

- Promoting economic transformation, in order to enable the meaningful participation of Black people in the economy;
- Achieving a substantial change in the racial composition of ownership and management structures, as well as in the skilled occupations of existing and new enterprises;
- Increasing the extent to which communities, workers, cooperatives and other collective enterprises own and manage existing and new enterprises;
- Expanding their access to economic activities, infrastructure and skills training;
- Increasing the extent to which Black women own and manage existing and new enterprises, and extending their access to economic activities, infrastructure and skills training;
- Endorsing investment programmes leading to broad-based and meaningful participation in the economy by Black people, in order to achieve sustainable development and general prosperity;
- Empowering rural and local communities by enabling access to economic activities, land, infrastructure, ownership and skills; and
- Promoting access to finance for Black economic empowerment.
BBBEE is comprised of three central components, which are: direct empowerment, through the means of ownership and control of businesses and assets; indirect empowerment, through preferential procurement and enterprise development; and human resource development (Burger and Jafta, 2010:9). Mason and Watson (2005:2) maintain that direct empowerment focuses primarily on ownership and management; the former promotes equity ownership by previously disadvantaged individuals, while management quantifies the percentage of Black people occupying executive management positions in board committees and directorships on the boards. Indirect empowerment is constituted through to forms, preferential procurement and enterprise development; the former is aimed at facilitating Black enterprises to mature, and the latter comprises investment in Black-owned or Black-empowered enterprises, along with joint ventures with Black-owned or Black-empowered enterprises (Mason and Watson 2005:3). Balshaw and Goldberg (2008:139) assert that another essential aspect of indirect empowerment is socio-economic development, which determines the extent to which firms contribute to socio-economic development of selected groups and sector specific initiatives within the society. Despite the core objective of this legislation being empowerment, it appears to only have benefited the minority elite. Mangcu, (in De Klerk, 2008:20) argues that it tends to focus on a select few, through equity acquisition on ownership deals worth billions of rands, and the raising of individuals to senior management ranks in organisations. The most significant aspect of this legislation, relative to scarce skills, is the development of human resources.

2.5.2.2. Human Resource Development

Human resource development may be described as activities which will improve and develop the abilities of an individual, to facilitate attaining their full potential (HRD-SA, 2009:7). It aims to help individuals improve their level of efficiency in work circumstances, in conjunction with promoting economic and social development collectively, within South Africa. Kelly (2006:2) asserts that it is comprised of activities aimed at increasing human capabilities and potential, from different perspectives, or as an instrument of human development, enabling individual and societal advancement toward economic progress, and which can be practiced by both public and private entities. This is a key factor in dealing with the issue of skills
shortage; as it constitutes a manner through which South Africa may attain a comparative advantage, through increasing the level of participation in education, training and, especially, the development of multi-functional skills. Multi-functional skills are defined as extensive capabilities, attained via high levels of education, allowing the acquisition of career-oriented training (Kraak, 2005: 57). Cribbs (2006:3) suggests that human resource development encompasses a wide range of activities, which improve the performance of the individual and organisation as a whole; emphasis should be placed on both the acquisition of qualifications, and the skills and training the individuals require. To address the issue of skills deficit in our Nation, the Government developed the Human Resource Development Strategy for South Africa, a policy targeted at increasing the output of human capital.

2.5.2.3. Significance of Labour Legislation and Policies on scarce and critical skills shortages

One of the major objectives on the agenda of the post-apartheid, democratic government in South Africa was to address the issue of inequality and injustice created by the previous regime, through focussing on the reconstruction of Country’s labour market. Burger and Jafta (2010:3) posit that the newly developed, post-1994, South African Constitution made provision for policies and legislation to be formulated, allowing efforts to be made in order to redress the inequalities of the past. The government developed strategies which would serve as building blocks, paving the way towards empowerment. Certain of these strategies was the establishment of legislation and policies to address the skills deficit, which included, inter alia, the Employment Equity Act 55 of 1998 (EEA); the Accelerated and Shared Growth Initiative of South Africa (ASGISA); the Joint Initiative on Priority Skills Acquisition (JIPSA); and the Human Resource Development Strategy for South Africa (HRDS-SA). The prohibition of specific individuals from having access to certain professions, exacerbated by limiting access to education and training, contributed to the lack of highly-skilled, qualified or expert practitioners in many understaffed fields. These policies and legislations are aimed at assisting the government in its quest to boost the level of skills within South Africa; with these interventions seeking to empower the previously disadvantaged, protecting and
promoting their interests, the onus rests on the administration, and by extension management, to ensure that the objectives and intended results are realised.

2.5.2.4. Human Resource Development Strategy for South Africa

This policy was formulated in 2001, as an avenue to address the issue of skills deficit and meet the demand for expert labour within the workforce. This intervention strategy was developed as a consequence of the initial policy not anticipating the high rate of demand for labour and the effect of globalisation on skills acquisition (HRD-SA, 2009:12). The policy was reviewed and reformulated into a strategy, with a projection period spanning 2010 to 2013. The HRD-SA (2009:14-16) identified specific, key areas affecting the development of human resource in South Africa; which encompassed:

- The quality of education and the distribution of education outcomes;
- The causative link between education and income;
- Labour market participation;
- Training trends; and
- Increased spending on human resource development.

The strategy’s long-term purpose relates to achieving the government’s goal of reducing unemployment and poverty; in consort with promoting fairness and social cohesion, through the vehicles of quality education and skill development initiatives. This will enhance the economic growth of the Nation, increasing the standard and level of competitive advantage, highlighting the significance and necessity of skill development, to increase human capital within the labour market.

2.5.2.5. Skills Development

Du Toit (2012:1) describes skills development as the training and enhancements provided by the employer within the work environment for employees. The onus rests on the employer to ensure that opportunities and programmes for skills development are readily available to employees within the workplace. Since skills development is a national agenda for South Africa, the Skills Development Act, Number 97 of 1998, was passed in an attempt to manage and resolve this issue.
The aim of this legislation is to advance the skills of the South African workforce. This will broaden the pool of prospective job opportunities and create flexibility, thereby expanding the level of competitiveness within the workforce and causing workers’ productivity to improve. The act strives to encourage self-employment, which will in turn bring about job creation, thus driving the economy. According to the SDA (1998:11), the objectives of this legislation are:

- Improve the provision of social services;
- Extend the proportion of investment in training and education;
- Expand the return on investment in education;
- Ensure that the workplace makes provision for active learning;
- Create avenues for employees to acquire new skills;
- Make certain that graduates making the transition into the labour market gain relevant work experience;
- Guarantee that quality education and training is provided for employees within the work place; and
- Encourage employee participation leadership and training programmes.

Further, to implement this legislative strategy, by addressing the issue of scarce skills, the Scarce Skills Development Fund (SSDF) was established, under the umbrella of the National Research Foundation (NRF). It helps address the areas experiencing critical skills shortages and encourages students by supporting them with funding for Honours, Masters, Doctoral and Post-Doctoral studies (SSDF, 2012:1). This will help fast track the quantity and quality of human capital, necessary to bridge the gap of scarce and critical skills in the economy. The CCMA (2002:1) reports that, relative to the Skills Development Act, Number 97 of 1998, certain institutions were established to help fulfil the acts objectives, which are:

- The National Skills Authority
- The National Skills Fund
- The Skills Development Levy-Grant Scheme
- The Sector Education and Training Authorities
- Labour Centres
- The Skills Development Planning Unit.
2.6. LEADERSHIP

The concept of leadership appears to have evolved and advanced at the turn of each century. The classical, or traditional paradigm, is a school of thought in which scholars believe that leaders are born and not made. Manning (2002:32) asserts that leaders exhibit certain attributes, which encompass, inter alia, integrity; decisiveness; courage; and perseverance, along with specific qualities, rooted in the character the individual possesses. This idea may also be referred to as trait leadership. Strong, correct and firm leadership is critical, especially in the context of achieving organisational goals, to bring about progress and advancement; having sound leadership within the organisation ensures the realisation of objectives and attainment of vision. Northouse (2010:3) advances that leadership is the capability of an individual to influence and motivate a group of people, in order to accomplish a singular objective. Burns (2010:66) concurs, averring that it is a form of action which engages people, to different degrees and at various levels, to achieve a common goal. Northouse (2010:3) conjectures that concept of leadership is constituted by specific components, elements or activities, which are:

- Leadership is a course of action that takes place between the leader and followers;
- It entails influence by the leader;
- It occurs within clusters or groups of people; and
- It involves having a mutual purpose or common objective.

The most significant component of leadership is considered to be influence; without its ability to motivate, persuade, impel, guide or encourage the concept of leadership is non-existent. Leadership is also associated with power, as any form accords the leader with a certain level of might, control and authority. The potential to influence others develops partially from power; with the influence it exerts being based on the resources the individual possesses, which may arise from military, monetary and organisational sources (Burns, 2010:67-68). Leadership and power are distinct and are distinguishable, in that with leadership there is targeted achievement of a mutual purpose. While with power, the aimed for outcome, or the purpose being fulfilled, is that of the leader only. Some of the multiple, different forms of leadership, which may be exercised within the context of an organisational environment, are discussed.
further below. It is pivotal for organisations such as the municipality to take cognisance of these theories as it is essential in assisting the organisation to determine the appropriate leadership style to use in managing the talent within the municipality to ensure effective and efficient productivity for the provision of public services.

2.6.1. Theories of Leadership

2.6.1.1. Trait Leadership Theory

This is the main theory of leadership, and is the traditional or classical form of leadership. Carlyle (in Eckmann, 2005:4) theorised that leader’s shape history through their intellectual vision and competency; with this ideology initialising and inaugurating the trait theory of leadership, which tenders the belief that leaders are born and not made. The foundation of the theory is the assumption that an individual, who is a ‘born leader’, must possess specific attributes associated with leadership. Achua and Lussier (2010:16) proclaim that these qualities distinguish the individual, from the majority of the population. Some of the qualities, traits or characteristics submitted as being essential, include intelligence; self-reliance; persuasiveness; drive; and dominance. In the context of the trait leadership theory, an individual possessing such characteristics is bound to produce effective leadership within their organisation. For instance, Contrastingly, Northouse (2010:4) argues that these innate qualities can be found at different levels, among various individuals. The municipality should take this into consideration for the appointment of talent, particularly for managerial positions, which is crucial for the functionality and management of the municipality.

2.6.1.2. Behavioural Leadership Theory

Nohria and Khurana (2010:122) submit that the behavioural theory of leadership deals with the actions of the leader, with regards to the leadership style applied. The focus is not on the characteristics of the leader, but rather on the performance and output, attained through the approach selected and utilised within an organisation. Bolden, Gosling, Marturano and Dennison (2003:7) indicate that it takes into account the inter-personal relations of leadership with the individuals within their organisation.
This is paramount to organisational success, as it will ensure the achievement of organisational aims and objectives.

### 2.6.1.3. Contingency Leadership Theory

Achua and Lussier (2010:138) advise that contingency leadership attempts to determine the leadership style most apposite, established by examining the particular situation, the followers (or workers) and the leader(s). It is imperative that these variables be taken into account, to ensure the appropriate leadership style is employed, to guarantee effective leadership within the organisation. It must be noted that the leadership could not be successful in every circumstance, especially where compatibility is lacking (Northouse, 2010:114). Hughes, Ginnett and Curphy (2010:101) advocate that flexibility of the leadership is of indispensable, in order to adapt to the behavioural and situational changes in the status quo, which occur within the organisational environment.

### 2.6.1.4. Transactional Leadership Theory

The nature of transactional leadership entails some form of exchange between the leader and group(s) of individuals. Also known as management theory, it occurs frequently in situations where the leader has a certain political affiliation (Burns, 2010:67). Bolden et al (2003:6) advances that it is contractual in nature, with the relationship between the leader and group being mutually beneficial. The negative element of this form of leadership is that one of the parties may be left without benefits, which would result in the failure of the leader or workers to fulfil their role, and cause non-delivery of responsibilities within the organisation. In the organisational context, leaders use incentives, in the form of rewards or otherwise, to motivate worker performance, thereby boosting the organisations output and bringing about desired transformation.

### 2.6.1.5. Transformational Leadership Theory

Transformational leadership or visionary leadership strives to unite individuals to achieve a common goal, usually aimed at transforming the organisation (Avery, 2004:26). Nohria and Khurana (2010:742) consider this form of leadership inclusive
in nature, as it improves individual and organisational performance; achieved by involving all personnel, at all levels, within the organisation. This is principal in driving the organisation from its current state to its desired or intended future circumstance, fulfilling the organisational vision. Bass and Riggio (2010:77) reason that it challenges the workers to be innovative, resourceful and problem-solvers, developing their capacity. Conversely, this form of leadership could be highly destructive, depending on the motive behind the leader’s vision.

2.6.2. Leadership Styles

This aspect of leadership simply describes the patterns of behaviour a leader portrays on a regular basis. There are three significant styles of leadership, which include. participative leadership; autocratic leadership; and laissez-faire leadership. This is important for the sufficient management of talent within the municipality. The comprehension of the various leadership styles would enable the municipality utilise a suitable management approach when coordinating talent as the nature of workers differ. This indicated in terms of the x and y theory which distinguishes between the two types of workers in organisations.

2.6.2.1. Participative Leadership

The style of participative leadership entails a consultative teamwork approach, which involves all individuals in decision making within the organisation. DuBrin (2010:113) contends that this leadership style ensures that the inputs of all individuals within the organisation are considered and reflected in the determinations made, on a consensual platform. This is also known as democratic leadership and is founded on the assumption that leadership is most effective in an environment where the workers are willing to assume responsibilities for tasks within the entity. Yousef, (in Dolatabadi and Safa, 2010:33) suggests that participative leaders tend to be more devoted to their organisations and engage with their workers, encouraging the workers to perform at optimal level. The organisation would be successful where the workers are competent enough to manage their tasks; however, the negative connotation of this style of leadership is it is time consuming and the teamwork approach may cause some workers to pass the work off onto others and not fulfil
their duties, which, consequently, will cause the organisation to fall behind in achieving its objectives collectively.

2.6.2.2. Autocratic Leadership

Autocratic leadership, contrary to participative leadership, does not involve workers in decision making processes relative to the organisation. DuBrin (2010:114) posits that, with autocratic leadership, sole, autonomous authority is maintained, with no consideration of workers’ opinions on organisational matters. Autocratic leadership is effective in organisations with well-structured work environments and requires workers to comply with instructions (Goodnight, 2004:821). This would hinder the production of creative and innovative ideas, which may be beneficial to organisational development and progression. This may arise through some workers feeling intimidated, hampering their ability to be productive.

2.6.2.3. Laissez-Faire Leadership

Goodnight (2004:820) maintains that, in laissez-faire leadership, the leader generally follows a standard practice of non-interference, thereby challenging workers to use their discretion and initiative to deliver on projects within the organisation. Laissez-faire leadership creates an environment conducive to workers being proactive and innovative with their different tasks. DuBrin (2010:114) indicates, however, that it creates uncertainty within the organisation, as workers may be indecisive as to the correct method of approaching designated projects. It entails nominal influence and has the potential to produce chaos with the organisation, resulting in low performance output by workers (Northhouse, 2012:57). Reed (2009:6) suggests that the onus rests on the leadership to ensure that the organisational leadership culture evolves; maintaining the consistent development of worker talents, at all levels within the organisation, with the assistance of management.

2.6.3. Management

Management may be described as the process of planning; organising; leading; and controlling the available resources of an organisation, to predetermined, defined organisational goals, as productively as possible (Smit, Cronje, Brevis and Vrba,
2009:9). It is a systematic way of ensuring that an organisation’s vision is fulfilled, obtaining the best conceivable outcome. The concept of management is one which occurs in stages, which include planning; organising; leading; and controlling. Daft (2003:5) indicates that these stages are the significant functions, which ascertain the effective and efficient realisation of organisational objectives. This is vital to the management process, ensuring the most cost-effective use of available resources, together with the most efficacious attainment of goals.

2.6.3.1. Management Functions

The process of management in any organisation comprises of four core functions or stages, which managers engage in simultaneously to help drive the organisations vision, which are:

2.6.3.1.1. Planning

Planning is a managerial function that involves the vision of the organisation. It requires developing goals and strategising on the best possible way to achieve them (Griffin, 2008:7). It entails the creation of an action plan aimed at realising the organisation’s intended outcome. Daft (2003:6) posits that it entails decision making by management, regarding the achievement of organisational goals and the resources needed to execute these strategies.

2.6.3.1.2. Organising

Organising involves the dividing and delegating of work among employees. Smit et al (2007:10) declare that it specifies which resources will be allocated to designated tasks, together with the mode of their distribution within the organisation. Griffin (2008:8) concurs that it is the co-ordination of available resources and organisational tasks.

2.6.3.1.3. Leading

Daft (2003:7) submits that leading or leadership is a process by which influence is utilised as a tool to motivate workers within the organisation, to perform their
designate tasks, thus promoting the interests of the entity. Scott (2005:105) intimates that it secures the workers’ commitment in meeting organisational goals, which drives the vision.

2.6.3.1.4. Controlling

Controlling is the observation or supervision of management, relative to organisational goals, to ensure that adequate and ample progress is made and maintained (Griffin, 2008:9). Schermerhorn (2007:24) proposes that controlling ensures the application of appropriate measures to achieve the best possible outcome for organisational goals; obtainable by constant evaluation of performance, results and organisational aspirations.

2.6.3.2. Management Model

Management requires the above mentioned functions, in consort with relevant resources, to work effectively and efficiently. The model below depicts the manner by which the management process occurs within the organisational environment.

Figure 2.1: Management Model

Source: Adapted from Smit et al (2007) and Griffin (2008)
The management of an organisation is responsible for the daily operations which occur within the work environment, at all levels within the organisation. A manager is an individual whose primary responsibility is to assist, direct and supervise workers’ efforts to accomplish organisational goals (Schermerhorn, 2007:18). It is the role of the manager to ensure that all organisational operations run smoothly.

2.6.3.3. Management Levels

The management system comprises of three specific categories of managers, which include top managers; middle managers; and first line managers.

2.6.3.3.1. Top Managers

Robbins and Decenzo (2004:6) asserts that top managers are the individuals responsible for making decisions about the route the organisation should take, in order to fulfil its vision. Top managers also establish policies and strategies for the organisation, a pivotal function, affecting all stakeholders and workers within the organisation (Daft, 2003:12-13). Examples of top managers are: Chief Executive Officer, Executive Director and Vice President.

2.6.3.3.2 Middle Managers

Middle managers serve as the link between the first line managers and top management, co-ordinating the interaction between them (Robbins and Decenzo, 2004:5). Schermerhorn (2007:18) avows that middle managers are the heads of divisions, comprising of different units.

2.6.3.3.3. First Line Managers

First line managers, also referred to as supervisors, monitor the tasks and performance of subordinate workers within the organisation (Griffin, 2008:11). According to Robbins and Decenzo (2004:5), these individuals are responsible for the daily operations, which workers embark upon, within the organisation. It is important to note that these managers function in different areas within the entity, including administration; operations; finance; human resources; research and
development; etc. The figure below indicates the different areas and levels of management within an organisation.

**Figure 2.2: Levels of Management**

![Levels of Management Diagram](source: Author (2012))

### 2.6.3.4. Managerial Roles

Even though, the different categories of managers within the hierarchy of an organisation have been highlighted, it is also of paramount importance to outline their roles, as they tend to overlap in the course of executing tasks. Mintzberg (2009:45) supplies three major roles which managers perform which include: interpersonal roles; informational roles; and decisional roles, as outlined, with their specific functions, in the figure below.
2.6.4. **Management Skills**

There are particular skills with which a manager needs to be equipped, in order to be effective and successful, affording them the capability to transform information into action (Hellriegel et al, Jackson, Slocum, Staude, Amos, Klopper, Louw and Oosthuizen, 2008:16). These managerial skills are:

### 2.6.4.1. **Conceptual Skills**

This refers to the ability to reason critically and analytically, to resolve difficult, challenging situations (Robbins and Decenzo, 2004:13). Conceptual skills involve the ability to diagnose a problem, formulate alternative solutions to the problem and decide on the option which would produce the best possible outcome (Hellriegel et al et al, 2008:16).

### 2.6.4.2. **Technical Skills**

Technical skills require the use of precise techniques, knowledge and resources to achieve goals and perform work. Hellriegel et al et al (2008:17) aver that such skills are necessary, particularly among lower level employees within an organisation. Smit et al (2007:17) state that these abilities entail possessing expertise in a certain
discipline, for example engineering; information technology; human resources; accounting; etc.

2.6.4.3. Human Skills

Human skills may be referred to as interpersonal skills. Griffin (2008:15) proposes that this is the ability to work well with employees, co-ordinating and motivating them to work. This is crucial to the management and leadership of any organisation, as it is people who are needed to perform tasks and achieve organisational objectives effectively (Daft, 2003:11).

2.6.5. Interaction between Leadership and Management

The functions of leadership and management within the organisational environment overlap, as there are instances in which a leader would have to perform managerial functions, to ensure that workers maintain consistency, with the quality of work produced, relative to achieving organisational goals. The table below indicates the relation between the functions of leadership and management.

Table 2.4: Outline of Management and Leadership Functions

<table>
<thead>
<tr>
<th>MANAGEMENT</th>
<th>LEADERSHIP</th>
</tr>
</thead>
<tbody>
<tr>
<td>Planning and Budgeting:</td>
<td>Establish Direction:</td>
</tr>
<tr>
<td>• Outline agenda</td>
<td>• Create a vision</td>
</tr>
<tr>
<td>• Develop time table</td>
<td>• Clarify the bigger picture</td>
</tr>
<tr>
<td>• Distribute resources</td>
<td>• Formulate strategies</td>
</tr>
<tr>
<td>Organising and Staffing:</td>
<td>Positioning of Individuals:</td>
</tr>
<tr>
<td>• Produce structure</td>
<td>• Communicate goals</td>
</tr>
<tr>
<td>• Ensure placement of jobs</td>
<td>• Seek commitment</td>
</tr>
<tr>
<td>• Setup regulations and procedures</td>
<td>• Build teams and partnerships</td>
</tr>
<tr>
<td>Controlling and Problem Solving:</td>
<td>Motivate and Encourage:</td>
</tr>
<tr>
<td>• Create incentives</td>
<td>• Encourage and uplift</td>
</tr>
<tr>
<td>• Produce innovative solutions</td>
<td>• Empower workers</td>
</tr>
<tr>
<td>• Take remedial action</td>
<td>• Satisfy unmet needs</td>
</tr>
</tbody>
</table>

Source: Adapted from Northouse (2010)
From the table above it is evident that certain functions would be performed simultaneously. For these functions to be effective, management of the organisation needs to understand the nature of workers within the organisation, enabling all levels of managers to know which style of leadership would be most appropriate in dealing with workers.

2.6.6. The Nature of Workers

There are two theories which help identify the nature of workers within the workplace. These theories are: X theory and Y theory. These theories were formulated by McGregor who argues that these assumptions will determine the leadership style the manager will apply.

2.6.6.1. X Theory

This theory is based on a threefold assumption regarding workers, maintaining that individuals do not like to work; they need to be guided and controlled; and they desire job security and do not like to assume responsibility and tend to avoid it (Northouse, 2012:49). Such workers are motivated by the use of strategies like positive incentives and negative reinforcements, for instance, the management of an organisation utilising financial incentives to motivate workers to enhance their performance. Hellriegel et al. (2008:297) contends that the manager’s leadership approach is directive in nature, whereby the manager clearly indicates how workers should perform their functions.

2.6.6.2. Y Theory

The assumption is that working comes naturally to these individuals and they are willing to assume responsibility, being self-motivated (Western, 2008:30). Hellriegel et al. (2008:297-298) states that such individuals are willing to work hard, are cooperative and have a positive attitude towards their work, because they take pride in what they do. The manager’s leadership style is participative in nature, consulting the workers on planning and making decisions regarding issues within the workplace. The manager also encourages the workers to partake in these processes.
2.7 CONCLUSION

The effect of scarce skills within the municipality will determine the level and quality of services provided. This is based on the premise that it is the quality of available talent within the organisation that enables the accomplishment of goals. However, the quality of services provided by the organisation is determined by the form of leadership and management utilised. In a situation where there are deficiencies of specific skills required to execute tasks, the functionality of the municipality will be affected, instigating it to not operate at full capacity. The nature of organisational culture that is practiced within the municipality will also determine the attitude employees have towards their jobs, which has an effect on their performance. It is the responsibility of the municipality’s leadership and management to ensure that the prevalent organisational culture is one that brings about transformation, growth and development, having a positive effect within the workplace and society at large.
CHAPTER THREE
BACKGROUND OF THE EASTERN CAPE

3.1. INTRODUCTION

Government is the representation of the citizens within a Country. Its sole responsibility is to ensure that quality basic public services are provided. South Africa has a representative government, which encompasses national, provincial and local levels of government which are all bound by the Constitution of South Africa. The municipality can be found within the structure of the government at local level, constituting administrative entities easily accessible to members of the public. The Nelson Mandela Municipality has been facing some challenges, relative to service delivery, which include the scarce and critical skills shortage, having affected their productivity and performance. This chapter provides a background of Eastern Cape and Nelson Mandela Bay area provided within a map, supplying a description of the Nelson Mandela Bay area. There are two organograms, depicting the structure of the Nelson Mandela Bay Municipality and the Infrastructure and Engineering Department, respectively. The factors contributing the prevalence of skills shortages and their effect relative to the municipality are outlined. These constitute HIV/AIDS; poverty; unemployment; and globalisation, which are discussed in-depth.

3.2. GENERAL OVERVIEW OF THE EASTERN CAPE

The Eastern Cape province is the second largest province in South Africa, with a land area of 169056 square kilometres. The capital of the province is Bhisho, with Port Elizabeth and East London the largest cities in the Eastern Cape. According to the 2011 Census, the population of South Africa stands at 50586 757 million, with the Eastern Cape having the third highest population, 6829 958 million (Stats SA, 2011:3). This province is situated in the south-eastern region of South Africa. According to the National Development Agency (NDA, 2012), it comprises of two metropolitan municipalities - Buffalo City Metropolitan Municipality and Nelson Mandela Bay Metropolitan Municipality, along with six district municipalities - Alfred...
Nzo District Municipality; Amatole District Municipality; Cacadu District Municipality; Chris Hani District Municipality; O.R. Tambo District Municipality; and Joe Gqabi District Municipality. This province is predominantly made up of rural areas, which were incorporated from the former homelands, known as Transkei and Ciskei (NDA, 2012). It is one of the poorest provinces, arising from the principal source of livelihood is primarily subsistent agriculture, with its citizenry representing 13.50% of the South African population (Stats SA, 2011). The economy is sustained by manufacturing; imports and exports from the harbours; and tourism. This hampers skills acquisition, owing to the lack of variety of, and minimal, employment opportunities, which could attract the skilled professionals to the area.

3.2.1. Economic Overview of the Eastern Cape

The Eastern Cape Province is relatively underdeveloped, with the majority of the population residing in the rural areas. The Eastern Cape Department of Economic Development and Environmental Affairs and the Eastern Cape Provincial Treasury (DoED and EA, 2011:19) declared that the economy has a lot of potential, but is performing below optimal level, due to the persistent high rates of poverty and unemployment, particularly in the rural areas. The focal points of economic activity within the Eastern Cape are in Port Elizabeth, East London and Mthatha. Its agricultural capacity is very widespread, with the manufacturing capacity dominated by production in the automotive industry. The economy of this province is dependent on these sectors for economic growth. Despite the effect of the global economic meltdown in 2008, it is estimated that the economy of the Eastern Cape will grow by 2.6% in 2010, with a forecasted 4.2% growth rate by 2014, based on the improvements on the global economic front (DoED and EA, 2011:19-20). According to the Eastern Cape Socio-Economic Consultative Council (ECSECC), the Eastern Cape’s economy contributed 3.0% to the Gross Domestic Product (GDP) of the South African economy in 2011 and generates 51% of the Nation’s vehicle exports (ECSECC, 2011:2).

Four of the largest automobile manufacturing companies are based in the Eastern Cape, include Ford, Mercedes Benz, General Motors and Volkswagen, which provide 30% of employment for individuals within the Eastern Cape, assisting in
boosting its employment rate (ECSECC, 2011:3). The labour market bulletin, published by Department of Labour, pronounced that this province contributes about 7.6% of total South African GDP, with an average growth rate of 3.4% per annum over the past five years, in line with the national average, of above 4% per annum (DoL, 2011:7). It is said that the Eastern Cape’s labour market had an influx of 40000 people, with 27000 receiving employment in the formal sector, only 1000 persons obtaining jobs in the informal sector and 11000 individuals remaining unemployed. The unemployment rate remained at 27.1%, as of the fourth quarter of 2011 (ECSECC, 2011:3). The employment rate in South Africa has declined by 1.1% to 23.9% in 2011, however, the unemployment rate has increased to 25.2%, as of the first quarter of 2012 (Stats SA, 2012). This affects the skills development of prospective employees, in terms of work experience. Being unemployed would render the skills acquired from educational institutions obsolete, due to changing technologies and a lack of practise in the work environment.

3.3. CHALLENGES OF THE EASTERN CAPE

3.3.1. HIV/AIDS in South Africa

HIV/AIDS is an acronym for the Human Immuno-Deficiency Virus and Acquired Immune Deficiency Syndrome. HIV is a virus which, once contracted may cause AIDS, which results in a breakdown of an individual’s immune system, rendering them susceptible to contracting infections and other diseases (Hellriegel et al, 2008:426). A disease which may be transmitted by the transfer of bodily fluids from one individual to another, and may be contracted through blood transfusions, the use of contaminated needles, from mother to baby during pregnancy; or sexually, especially if there are open wounds (Barnett and Whiteside, 2006:3). World-wide, this epidemic still remains a global priority, as the number of individuals living with and dying from HIV/AIDS is still on the rise (USAIDS and WHO, 2009:8). The World Health Organisation (WHO) estimated that, in 2010, 34 million individuals were living with HIV, with 2.7 million recently infected with the disease (WHO, 2011:1). Tuberculosis (TB) is another disease associated with this epidemic; in 2010, 8.8 million individuals had the disease, with 1.1 million also having HIV - 76% of the 1.1
million individuals living with both HIV and TB were from the African continent (WHO, 2011:2). The efforts spearheaded by multinational organisations, including the World Health Organisation (WHO) and the United Nations Aids Programme (UNAIDS), have made significant strides in decreasing the rate of HIV/Aids infections globally. The UNAIDS reported that in 2010, the number of individuals who died as a result of HIV/AIDS related cases had declined to 1.8 million from 2.2 million (UNAIDS, 2011:6).

It is unfortunate that globally, Africa is the forerunner, with the majority of HIV/AIDS cases. The Central Intelligence Agency identified 19 countries with the highest rate of HIV/AIDS, 12 from the African continent (CIA World Fact Book, 2010). In South Africa, this is a major challenge for Government as the disease is rampant, constituting a national health care concern for the Nation. Business Live (2012) reported that, in study by the South African Institute of Race Relations, 31% of all deaths which occurred were AIDS related. The survey indicated that the South African population has lost 4.4 million individuals due to the prevalence of HIV/AIDS. South Africa is said to have the highest rate of HIV/AIDS within the African continent, and world at large, with over 5 million individuals infected with the disease (CIA World Fact Book, 2010). Statistics South Africa revealed that the rate of HIV/AIDS, in 2011, was 10.6%, with the life expectancy of the average South African being 57 years (Stats SA, 2011:2). This has a significant effect on the labour force and by extension, the public service organisations. This is because the sustainability of the Nation’s economic growth is dependent on the revenue generated by the manpower within governmental and non-governmental organisations.

Vass (2003:187) predicts that HIV/AIDS will severely cripple the development of current and future skilled human capital, via education and training mechanisms. This scholar continues that the impact of this epidemic is derived from the socio-economic clefts instituted by apartheid, with the previously disadvantaged being the group at highest risk of contracting the disease. The Department of Health compiled a report, which indicated that, in 2009, the Eastern Cape had the 6th highest rate of HIV/AIDS in the Country (DoH, 2012:9). However, it has also been reported that the Eastern Cape, in 2010, was ranked as the 3rd highest province with HIV/AIDS incidents (ECSECC, 2010:1). In terms of the 2010 economic indicators for the
Nelson Mandela Bay area, approximately 129810 individuals are HIV positive, over 10% of its population. This will affect the demand and supply of labour, due to the consequential high rates of illness, absenteeism and mortality in the workforce. It will also delay the velocity of service delivery outputs of municipalities; depleting the number of critically skilled talent, which already scarce and contributing to the loss of expertise, detrimental to the vital need within the municipality to bridge the scarce skills shortage.

3.3.2. HIV/AIDS within Organisations

The issue of HIV/AIDS is a pandemic, posing a major challenge and threat to municipality. It has become a global and crucial aspect of society and the work environment which cannot be disregarded. It has certain risk factors and elements, which affect the growth of the municipality and impacts on social and economic life (Hellriegel et al, 2008:427). Nattrass (2004:33) postulates that it hampers the developmental role of the municipality, for instance in the decline of the level of efficiency within the workplace. Hellriegel et al (2008:428) identifies the following as some of the impacts of HIV/AIDS in the workplace:

• A reduction in the level of employee productivity, due to sickness;
• The level of employee work experience declines;
• An increase in the cost of medical and retirement cover;
• A loss of skilled and competent employees; and
• The cost of recruiting and training new employees to fill vacancies and positions.

The implications of this will be evident in the long term, resulting in the municipality’s inability to deliver on services. Joseph (2010: ii) submits that HIV/AIDS contributes to financial hardship, especially for low income communities, as it affects their ability to save. This contributes to the vulnerability of individualism contracting the disease and by extension, its effect on skills acquisition and development, which further entrenches poverty.
3.4. **POVERTY**

Poverty is referred to as a disease by some and by others, as a mentality; either way it is a major challenge for most states across the globe. Khan (2004:12) theorises that poverty occurs as a result of a group of individuals being incapable of attaining a ‘minimum’ level of well-being, within a particular society. This is determined by the prevailing standards of the society. It is said that the increasing poverty and income inequality is attributable to globalisation, particularly in developing countries (Salvatore, 2004:548). There are two types of poverty, which include relative and absolute poverty. Absolute poverty refers to insufficient money to cater for basic needs, including food, clothing and shelter; while relative poverty occurs when a person’s weekly income is below the minimum wage level (Lyons, Donagh, Mc Kee, Mc Loughlin and Mc Nulty, 2004:2). This is measured using the Household Survey of the country as a yardstick, to determine the national average income of households.

Bhorat (2003:4) is of the view that it is difficult to benchmark poverty globally, as what is considered to be below the poverty line in Africa differs from Europe or America. He posits that the rate of poverty tends to be higher in countries where inequality is high. This is the case in Asia and Africa, as most of the nations are considered to be developing countries. Poverty and inequality tend to coexist, to aid in comprehension of the yardsticks used to measure poverty and inequality is explained. The Gini coefficient is utilised to measure inequality; attained by measuring the distribution of national income within the country, the Gini coefficient varies between 0 and 1 (Bhorat, 2003:3). The closer to 0, the more equal society is and the further from 0, the more unequal it is. This reinforces Bhorat’s view of the connection, with the higher the rate of inequality is, the higher the rate of poverty. One of the prominent yardsticks used to determine the level of poverty by economic experts is the dollar a day principle. For instance, the Johannesburg Stock Exchange (JSE) cites the ZAR being at R8.26 to $1, also determined by the rate of inflation (JSE, 2012). This would mean that the average South African survives on R256.06 per month.
A report on G20 countries notes that South Africa has the highest rate of inequality. It estimated that more than a million individuals will be forced into poverty between 2010 and 2020 (Howe, 2012:2). Although the economy has experienced a relatively steady economic growth rate since 1994, this has not had a significant impact on the reduction of poverty (Van Der Westhuizen, 2012:33). The Eastern Cape is the second poorest province in South Africa, with the poorest being the Limpopo province. In 2004, it was reported that 72% of the Eastern Cape population live in poverty (Schwabe, 2004:1). In a province where the majority of the population is poor, acquisition and development of skills is bound to be stifled. It has a high level of income inequality with its Gini coefficient at 0.70 (Makiwane and Chimere-Dan, 2012:28). This hinders economic empowerment, translating into the inability to get an education and acquire the essential skills and necessary qualifications. This further entrenches the issue of skills shortages and escalates the rate of unemployment.

3.5. UNEMPLOYMENT

According to Cambridge Advance learner’s dictionary (2008:1586), Unemployment can be described as the number of individuals who do not have jobs to provide an income. The rate of unemployment is estimated in a percentage, with the number of unemployed individuals is divided by all individuals presently within the labour force. The International Labour Organisation (ILO) reported that over 200 million individuals are unemployed globally, with 600 million jobs needing to be created to address this challenge over the next decade (ILO, 2012:9). There are various forms of unemployment prevalent within societies. The South African scenario is different, as the nature of unemployment is structural. This form of unemployment occurs when there is a mismatch between the available jobs and employees (Herz, 2011:1). Otherwise stated, the individuals are not qualified for the positions or are short of the required experience. In 2012, the unemployment rate had declined to 24.9% by the second quarter of the year (Stats SA, 2012:1). This was brought about by a decline in the number of unemployed individuals and the increase in employment opportunities. Hodge (2009:9) postulates that the continual, relatively large increase
in the labour force is responsible for the constantly rising, high rates of unemployment in South Africa.

The Quarterly Labour Force Survey (2012: xv) reported that approximately 4.5 million South Africans were unemployed in the first quarter of 2011. Despite a reduction in unemployed people by the end of 2011, the number of unemployed persons increased by 6.6% in 2012 (Stats SA, 2012: xvi). This reverted back to the total number of unemployed persons as in the previous year. Relative to unemployment, there is dire concern for the rising number of unemployed youth globally. The International Labour Organisation reports that over 75 million of the youth are unemployed and are three times more likely to be unemployed, compared to adults (ILO, 2012:7). The inability for most youth to obtain employment has become a global crisis. Du Toit (2003:5) suggests that there are specific elements which influence youth unemployment, which incorporate aggregate demand; youth wages; gender; size of the labour force; educational qualifications; experience; and lack of skills. The Eastern Cape Province has the 3rd highest rate of unemployment, at 28.3%, which contributes to the increase in the national unemployment rate. The previously mentioned determinants which contributed to youth unemployment most significantly are those of educational qualifications, experience and lack of skills. It is important to outline that those youths that lack the required qualifications are unable to gain them due to poverty; where individuals lack finances, it is challenge for them to get educated. This also hinders the individuals in attaining significant work experience, causing them to develop skills from both educational institutions and the work environment. Unfortunately, most organisations would rather retain their adult employees, on the premise of experience, than employ and train young employees (Du Toit 2003:5). The youth have been most affected by the recession, which commenced in 2008, affecting most countries, due to the globalisation of world markets.

3.6. GLOBALISATION

Globalisation maybe described as the integration of every aspect of countries, particularly by world markets (Clegg, 2010:22). It is argued that there are two core aspects to globalisation, the role of global markets and financialisation factors, which
affect daily livelihood and the Americanisation of the world, in terms of lifestyle, products and culture. Mubangizi (2010:6) asserts that globalisation is seen as the integration of countries and its people, breaking down all barriers and leading to a freer flow of goods, services, capital and knowledge. It is a particular way of coordinating societal elements across existing state borders, with the effective removal of national frontiers for economic purposes (Sklair, 2002:8, Ukpere and Slabbert, 2009:37). Clegg (2010:23-24) identifies the following as the specific characteristics of globalisation:

- Internationalisation of global financial markets and corporate strategies;
- The world-wide diffusion of technology and relevant research, development and knowledge;
- The advent and increasing predominance of global media, through the influence of technology and innovation; and
- A universal political economy.

Globalisation has broken down most barriers between nations, thereby creating easy accessibility to companies, together with human; natural; educational and economic resources, worldwide. Globalisation has been profitable to both developed and developing countries. It has encouraged interdependence between countries, with favourable competition between their economies (Goyal, 2006:168). It has created economic opportunities and increased the rate of foreign investment, especially with regard to developing countries, within the Asian and African continents. For example, Kenya’s export rate has increased, which has augmented the level of interaction with other industrialised countries, including South Africa (Al Saleh, 2010:3). India, conversely, has greatly benefitted from foreign investment. Globalisation has encouraged joint venture collaborations between indigenous companies and foreign multinational corporations, subsequently inspiring direct foreign investment (Goyal, 2006:167). As advantageous as the phenomenon has been, it has some elements which may be considered detrimental; with certain pundits criticising that only the positive aspects are cited, with only the benefits of globalisation highlighted and not the consequences. Mubangizi (2010:6) is of the view that globalisation has brought about unprecedented levels of conflict and further widened the inequality gap;
through escalating penury, which intensifies insecurity; poverty; crime; and division within societies.

Globalisation has had negative impact in other aspects of society, encompassing structural development programmes; culture; employment; and loss of human capital. For the purpose of this discourse, its effects on employment and human capital will be discussed. Globalisation created a platform for the trading markets of various countries to compete on the economic front; with multinational corporations, through the contemporary amorphous and permeable nature of national borders, having the leverage to attain competitive advantages. Al Saleh (2010:6) asserts that such corporations outsourced employment to countries where the cost of labour was low, shifting from formal to informal employment. This affects the bargaining power of indigenous employers and low skilled, menial workers, as they are incapable of matching the offers of the multinational corporations. Lee and Vivarelli (2006:8) contend that the shortfall arises from the inability to meet the technological and institutional standards, in consort with the competitiveness of the corporation, thus jeopardising the growth of employment. The loss of human capital, comprising skilled professionals and graduates in different fields, has risen, and has done so from the inception of globalisation.

Africa has encountered the greatest loss of skills or brain drain, which as aforementioned is fostered in some instances by the inadequacies of educational institutions, unfavourable employment opportunities and benefits. In the South African context, the dynamics vary from other nations, owing to the implementation of specific socio- and macro-economic policies, brought about in attempts to redress injustices and empower to the previously disadvantaged. Policies, e.g. the Broad Based Black Economic Empowerment Act, Number 53 of 2003, were established to address inequality, in all arenas, including employment; however, consequently, this fuelled emigration, causing many skilled and educated individuals, especially Whites, to source better job opportunities in Europe and other parts of the world. During the course of this study, it was discovered that the Nelson Mandela Metropolitan Municipality also encountered a mass exodus of its technical workers in the early 2000s, especially engineers, who emigrated to other countries for better job
opportunities. This worsened the issue of skills shortages within various sectors of the Country.

3.7. IMMIGRATION

Each country has immigration legislation that governs and regulates the entry and settlement of people who are not citizens of the Country. South Africa’s Immigration Act, Number 13 of 2002, provides for the admission of persons to reside in or to depart from the Republic; serving as a security measure to protect the interest of the citizens. It also ensures that those coming into the Country do so legitimately, and are potential assets and not latent liabilities. The immigration legislation of South Africa decrees that:

- Temporary or Permanent Residence Permits are issued as expeditiously as possible, on the basis of simplified procedures and objective, predictable and reasonable requirements and criteria, without consuming excessive administrative capacity.
- Security considerations are fully satisfied and the State retains control of the immigration of foreigners into the Republic.
- Inter-departmental co-ordination constantly enriches the functions of immigration control and a constant flow of public inputs is present in further stages of policy formulation, including regulation making.
- The needs and aspirations of the age of globalisation are respected and the provisions and the spirit of the General Agreement on Trade-In-Services is complied with.
- Border monitoring is strengthened to ensure that the borders of the Republic do not remain breachable and illegal immigration may be effectively detected, reduced and deterred.
- Ports of entry are efficiently administered and managed.
- Immigration laws are efficiently and effectively enforced, deploying significant administrative capacity from the Department of Home Affairs, thereby reducing the ‘pull’ factors of illegal immigration.
• The South African economy has access, at all times, to the full measure of required foreign contributions.
• The contribution of foreigners in the South African labour market must not adversely impact existing labour standards, or the rights and expectations of South African workers.
• A policy connection is maintained between foreigners working in South Africa and the training of our nationals.
• Push factors of illegal immigration are be addressed, in co-operation with other Departments and the foreign states concerned.
• Immigration control is performed within the highest applicable standards of human rights protection.
• Xenophobia is prevented and countered, both within Government and civil society.

Although, this legislation seemingly seeks to protect the interest of citizens, relative to employment, Section 19 of the Act, which clearly stipulates the requirements to be met by employers when employing foreigners, seems to be a deterrent to acquiring needed skills. The implication of this legislation results in a stringent process of importing skilled professionals from various other states. Government establishments, such as the municipality, are especially affected, due to the loss of critical and scarce skills, which are required for skills development and economic growth.

3.7.1. Xenophobia

Xenophobia is another issue affecting the acquisition of skills, and is defined by the Cambridge Advanced Leaner’s Dictionary (2008) as an extreme dislike or fear of foreigners, their religions and customs. In 2008, South Africa experienced an outbreak of xenophobic violence. A Human Sciences Research Council (HSRC) study pronounced that over 50 individuals died, along with tens of thousands being displaced from their homes, due to xenophobic violence within the Country (HSRC, 2008:5). This tarnished the image of South Africa in the international arena; portraying our Nation as hostile and not accommodating to foreigners. The timing was particularly inappropriate, as South Africa was preparing to host the 2010
Soccer World Cup, constituting an extremely critical period for the Nation and its economy. Infrastructural development was at stake, 10 stadiums were built and hospitals refurbished, corresponding to world class standards. This required the expertise of skilled professionals, incorporating project managers; engineers; technicians; etc. The xenophobic violence jeopardised the South African image relating to safety and security; arising from the Country being known to have one of the highest rates of violent crimes in the world (CIA World Fact Book, 2010). Safety and security measures, to curb any form of crime and violence, were implemented; with reports stating that the Department of Safety and Security was allocated an additional R665.6 million, to upgrade the safety and security facilities and equipment against any potential difficulties in 2010 (Safety, Security ,and Defence 2011). This element of perceived violence and security risks still poses as deterrence, limiting attracting skilled and qualified professionals to the Country, in order to bridge the skills gap.

3.8. NELSON MANDELA BAY

The Nelson Mandela Bay Metro pole is located in Port Elizabeth, situated in the Eastern Cape Province of South Africa. It has a population of over 1.1 million, with over 254 007 formal homes; 31000 informal residences and 49000 shacks (IDP, 2012:3). The Nelson Mandela Bay Municipality (NMBM) is situated here, overseeing the delivery of basic services and the development of Port Elizabeth, Uitenhage and Despatch. The Nelson Mandela Bay area spans 1950km, with some major economic assets, including the Coega Industrial Development Zone; the Port of Ngqura; and the Port Elizabeth Harbour (ESSECC, 2012:1). NMBM Integrated Development Plan (IDP) reveals that the municipality has identified specific areas that are hampering the development of the Nelson Mandela Bay, and the Eastern Cape at large. These challenges include poverty; unemployment; the prevalence of HIV and AIDS; crime; infrastructure, maintenance and service backlogs; inadequate access to basic services; and a lack of integrated and sustainable human settlements (IDP, 2012:3).

The Nelson Mandela Bay Metropolitan Municipality (NMBM) is a category A municipality, a classification made in terms of the Municipal Structures Act, Number 117 of 1998. The category A municipalities are responsible for executing all local
government functions within their cities. The NMB municipality has been ineffective in its governance, due to political infighting at top management level; misuse of municipal assets and funds, with ineffective financial systems; and unfulfilled service delivery obligations. Other intrinsic factors which contributed to its poor performance include the lack of sound political leadership; strong municipal capacity; practices of good governance; implementation of significant policies and programmes; adequate staffing and systems; and workable plans and budgets (CoGTA, 2009:19-23). Good governance can be described as the exercise of authority or control to manage a country’s affairs and resources (Schneider in Punyaratabandhu, 2004:1). The report given on the State of Local Government in South Africa indicated that the decrease of professional municipal associations, along with weak links between local government and tertiary institutions has intensified the issue of scarce skills (CoGTA, 2009:32). It is based on these issues that the Government formulated a national strategy, known as the Local Government Turnaround Strategy (LGTAS), the purpose of which is to ensure that all municipalities effectively address the factors undermining them, to provide effective service delivery and good performance within the communities. Van Niekerk (2012:58) declares that this strategy has five core objectives, which include:

- Ensure municipalities meet the basic service needs of their communities;
- Build a clean, effective, efficient, responsive and accountable system of local government;
- Improve performance and professionalism within municipalities;
- Improve national and provincial policy, oversight and support; and
- Strengthen partnerships between communities, civil society and local government.

Mbele (2010:52-54) maintains, however, that the municipalities would find it challenging to implement the LGTAS, relative to good governance, administration, finance, human resources and communications. The focus of this study was narrowed down to the Infrastructure and Engineering Department, which is responsible for providing specific services, inclusive of water, roads and sanitation, to the communities. Based on the Metropolitan Spatial Development Framework (MSDF), a fundamental element of the Integrated Development Plan (IDP), specific
projects were embarked upon, requiring the expertise of the Infrastructure and Engineering Department. The Nelson Mandela Bay’s IDP identifies some of these projects as: the construction of the multi-purpose Nelson Mandela Bay Stadium, completed in 2009 for the FIFA World Cup 2010; the redevelopment of the Njoli Square, into a civic centre, envisaged to be completed in July 2012; the development of Coega IDZ and Port of Ngqura, into a high-tech industrial zone; and the redevelopment of specific streets in the Central Business District (CBD), which include. Strand Street, Parliament Street and the pedestrian route of Govan Mbeki Avenue (IDP, 2011: 32-45). The municipality also commenced on the Motherwell Urban Renewal Programme, however, progression here has been very slow, due to poor performance and political factionalism (Kabuso, 2010:141). The Infrastructure and Engineering Department has, additionally, developed strategies to address skills shortages and maintain the service delivery output, for instance utilising the services of retired and retrenched employees to mentor graduate and diploma employees and assist with critical project implementations; the employment of foreign civil engineers, hiring young graduates for the mentoring programme; changing the Department's core function to civil engineering primarily, recruiting ex-staff outside the Country; and exempting the Department from recruitment and selection policy, along with the Employment Equity Act, Number 55 of 1998, where necessary. Figure 3.1 below is a map displaying the composition of the Nelson Mandela Bay area.

**Figure 3.1:** Nelson Mandela Bay Metropolitan Area depicted from the IDP (2012/2016)

*Source: NMBM Integrated Development Plan (2012)*
3.9. ORGANISATIONAL STRUCTURE OF THE NELSON MANDELA BAY MUNICIPALITY

The organogram below, in Figure 3.2, displays the organisational structure of the municipality and the different Departments that operate and function within it. The municipality has a Municipal Manager, who operates as the general overseer of the operational activities within the municipality (NMBM, 2012). The Municipal Manager also acts as the Accounting Officer and is responsible for municipal administration, financial management and accountability. Each Department in the municipality has an Executive Director, who is the Head of the Department. The Executive Directors are accountable to the Municipal Manager for the activities and performance of their Department. The Executive Director manages the Department, to ensure Departments objectives and plans are achieved (NMBM, 2012).

Figure 3.2: Organogram of the Nelson Mandela Bay Municipality

Source: Author (2012)
3.9.1. **Department of Infrastructure and Engineering**

This organogram outlines the organisational structure of the Infrastructure and Engineering Department in the municipality. This Department is responsible for providing quality and sustainable services for the communities, including roads; water; and sanitation (NMBM, 2012). It is the largest Department in the municipality, relative to staffing, financing and projects (Hutton, 2010:1). The Executive Director is the Head of the Department, which is comprised of five units, each of which has a Director in charge and is accountable to the Executive Director, regarding performance and the progress of projects. NMBM (2012) identifies the functions of each unit in the Department as:

- **Special Assignments and Strategic Operations:**
  This section prepares and co-ordinates the Integrated Development Plan, consisting of the business plan for the Department and also organises special projects; municipal infrastructure grants; and formulates policies.

1. **Roads, Storm Water and Transportation:**
   Responsible for the planning and maintenance of roads; public transport systems; and storm water maintenance; along with the implementation management systems for projects in the Nelson Mandela Bay.

2. **Design and Implementation:**
   This division is responsible for in-house designs; contract management; administration on sites; and overall project management of capital projects.

3. **Water and Sanitation:**
   The component responsible for the distribution of water; bulk water supply; waste water treatment; conveyance of waste water; plant maintenance; and planning and research relevant to water and sanitation services.

4. **Support Services:**
   This constituent is responsible for providing administrative services; fleet management services - purchasing; hiring; supplying and maintenance of municipal vehicles; plants and equipment; and performing analytical lab functions, e.g. testing water for the public and private sectors.
3.10. CONCLUSION

It is evident that these are the core factors which serve as both push and pull elements contributing to the shortage of scarce and critical skills within South Africa, and by extension, the Eastern Cape and Nelson Mandela Bay areas. Despite some of the elements affecting this issue being external, including globalisation, it is imperative that constructive efforts are made to curb and manage this challenge. Attention must be paid, as there are many elements detrimental to skills acquisition and development, especially in the areas of education and labour legislation, as it appears as though the current interventions and measures are not sufficient, and remedial action is necessary, to reach, balance and sustain the desired status quo, immediately and in the future.
CHAPTER FOUR

RESEARCH METHODOLOGY

4.1. INTRODUCTION

This chapter gives a brief overview of the concepts that influenced the process of data collection and analysis used within this study. It was vital that such a chapter be included, so as to assist the reader in understanding the research processes the researcher chose to undertake for the purpose of the study. The function of this chapter is to ensure that the research design is aligned to the problem statement, together with facilitating that the research aim and objectives correspond to with the research approach. The research methodology applied in the study was qualitative and quantitative research techniques.

4.1.1. Philosophical Foundation of Research

There are two major assumptions that underpin the philosophical foundation of research. These assumptions are namely ontology and epistemology, which are the initial point of departure, when creating a platform for research.

4.1.1.1. Ontology

Ontology is a theory which focuses on the essence of being and belief in the nature of reality. Marsh and Furlong (2002:17) posit that its primary question relates to how the world was created or established, and if there is independent knowledge about this entity. Ahmed (2008:2) submits that the aim is to investigate the nature and structure of the world we live in and understand its existence. Hay (2002:61) emphasises the fact that the world is built upon the independent foundations we perceive, constructed liberally and socially from culture and time. Two basic positions govern the concept of ontology, which include realism and constructivism. Realism describes the social world, as one which exists in an objective reality, independent of any individual's belief in it or approval (Denscombe, 2010:119). Constructivism regards the social world as being created by the human mind; the
knowledge and perceptions individuals have of social reality are formulated as a result of human practices and interactions (Ahmed, 2008:3). This study explored and uncovered the workers’ perceptions of scarce skills, derived from the manner by which the municipality has managed the issue over time.

4.1.1.2. Epistemology

Epistemology maybe described as one’s perception of reality. Flick (2011:247) suggests that it entails the theories of knowledge and perception. It is what one thinks of reality and how that knowledge came about (Hart, 2010:6). Crotty (2003:3) maintains that it provides the rationale for knowledge, in order to ensure its plausibility and legitimacy. It is concerned with studying the nature of knowledge, its validity and limitations (Holden and Lynch, 2004:5). Gomm (2008:2) avers that this assumption is often used to describe both the nature of reality and the possibilities of recognising the knowledge of it. The two fundamental elements of epistemology are positivism and interpretivism. Positivism focuses on the use of scientific methods to acquire knowledge, relative to the application of quantitative methodology; maintaining that measurement and scrutiny are the best processes of learning about social reality (Denscombe, 2010:120).

In the study, the latter element of epistemology was utilised. This was achieved by analysing the quantitative data obtained from the respondents at the municipality. Interpretivism describes knowledge as being reliant on human capabilities to comprehend social reality; arguing that no measurability, order or structure is required to understand social reality, except interpretation. Livesey (2006:3) asserts that it inclines towards qualitative methodology, from the collection of data, but subjective in the interpretation of the data, to extract meaning. It is from these assumptions that the different approaches to research stem, which are discussed in more detail.
4.1.2. **Research Design**

Research design encompasses the plan and strategy utilised by the researcher to carry out an investigation in the study (Kumar, 2011:94). Its structure outlines the procedures carried out by the researcher in a quest to find answers to the research question. Flick (2011:65) submits that, apart from answering the research question, it strives to control the external factors related to the study, in order to maintain consistency. This is important for the purpose of collecting, measuring and analysing data (Cooper and Schindler, 2008:140). The objectives of this study are:

- To review relevant literature regarding scarce skills;
- To provide a background on the Infrastructure and Engineering Department in the Nelson Mandela Bay Municipality;
- To collect relevant data using research instruments regarding the perceptions of scarce and critical skills from the technical staff in the Infrastructure and Engineering Department;
- To analyse and interpret the findings collected;
- Make recommendations and draw conclusions based on the findings.

The strategy that adopted to carry out the investigation of this study combined qualitative and quantitative elements. Veal (2005:46) identifies eight main steps, essential to the research process, although they, in some instances, may not be necessarily co-ordinated in a sequential order, as circumstances surrounding each project vary. The steps of the research process are indicated in Figure 4.1, below. (Overleaf)
Figure 4.1: Steps of the Research Process

1. Identify problem
2. Review of significant literature
3. Conceptualise research framework
4. Develop research questions
5. Prioritise needed information and operationalise
   - Writing research proposal
6. Conceptualise research strategy
   - Research design and methodology
7. Conduct research
   - Collect and process data
8. Report findings

Source: Adapted from Veal (2005:46) and Kumar (2011:22)
4.2. RESEARCH METHOD

There are various methods that researchers use in order to conduct an investigation. For this study, the positivist, interpretive and critical social science approaches to research will be examined.

4.2.1. Critical Social Science

Critical social science takes a different outlook on its approach to research, it takes into account the political and social factors which contribute to the manner in which individuals construct the reality of events. The researcher attained this by reviewing significant literature, which applied to the study area; incorporating qualitative data obtained from the respondents, via interviews; examining how aspects influenced by these factors helped shape the situation; and attempting to attain independent perspectives from those whom have a vested interest in the situation (Merriam and Associates, 2002:4). These scholars further suggest that critical social science focuses more on context, under what circumstances did the event occur? It tries to unearth, observe and criticise those factors and assumptions, which limit and structure individual perceptions of situations and events (Merriam and Associates, 2002:4). The rationale is to change the context and outlook through which an individual perceives a situation.

4.2.2. Interpretative Approach

The interpretative approach tries to understand the meaning of the interpretation for a specific situation, seeking to comprehend an individual’s perception of an event, within the context of that event, at that particular time. The primary focus is the individual’s subjective understanding of the event and how it is construed by the person and not the situation itself (May, 2001:14). The pundit argues that because this is the central focus, it has been termed, in part, to be a phenomenological approach to research.
4.2.3. **Positivism**

Contrarily the positivists believe it is not best to depend solely on the individual’s interpretation of an incident. Gill and Johnson (2010:13) aver that positivism checks the validity of its findings, via replication, thereby guarding against bias, focusing on objectivity for data collection and the testing of hypotheses. Positivists believe that research requires the description of one’s experience through means of a scientific method, as all knowledge is believed to be scientific (O’Leary, 2004:5).

4.3. **RESEARCH METHODOLOGY**

The research process is an approach which a researcher embarks upon to conduct a study. Kumar (2011:18) advocates that, prior to this, the researcher must define the problem, develop questions to find answers to the problem and decide what approach to use to produce answers. The approach taken to find answers to the research problem is referred to as ‘Methodology’, which is a term that draws from the word epistemology, which refers to the science of knowing. It constitutes a branch of epistemology, described as the science of finding out, seeking to uncover the mode of operation for scientific inquiry when conducting research (Babbie, 2010:4). This is a crucial part of the research process, as Gill and Johnson (2010:31) contend, it maps out, precisely, the appropriate techniques to be undertaken during the course of the research.

Research methodology is a process which considers and strives to clarify the reasoning behind research methods and techniques (Welman et al 2005:2). This expert continues that it comprises of a scope, is larger than research methods, and subsequently, wider than research techniques. Creswell (2009:15) suggest that it involves the strategy and approach the researcher utilises for the purpose of conducting the study, in terms of data collection, analysis and interpretation of findings. This can be achieved using either qualitative or quantitative methodology.
4.3.1. **Qualitative Research**

Qualitative research is the process and procedures involved in the examination, analysis or investigation of an incident, in order to acquire an understanding of its meaning, constructed by people and their interaction with the phenomenon. It is usually conducted inductively, with the assumption that such an occurrence is neither fixed, nor can it be measured (Merriam and Associates, 2002:3). It may assume different forms in its approach to research. O’Leary (2004:99) suggests that its method is subjective, biased and informal in nature. There are different methods which may be applied to the to a qualitative study, encompassing phenomenology; interpretive research; critical research; grounded theory; ethnographic study; narrative analysis; and case study research. The method of investigation applied for the purpose of this research is a case study. Cambridge (2008:210) defines a case study as a detailed account of the development of a person, group or thing, in order to show general principles. For the purpose of this study, the Nelson Mandela Bay Municipality (NMBM) was chosen as the case study. The distinctive factor which defines it is the setting of boundaries for an individual unit of analysis (Flyvberg, 2011:301). Lee and Lings (2008:200) declare that this method entails the comprehensive analysis of a specific case, to attain a thorough understanding relative to the study area. Its core objective is to understand and describe the basic meaning of the concept, providing tangible accounts of the process-based data, through triangulation. Merriam and Associates (2002:8) maintain that it aims to achieve an in depth depiction of an event or phenomenon, which differs from the quantitative method.

4.3.2. **Quantitative Research**

This process and method of research is objective in nature. May (2001:10) postulates that it focuses on the predicting and explaining of an occurrence, on the basis of cause and effect (action and reaction to), which enables the investigation to produce findings that are accurate, true and not biased. Creswell (2009:7) suggests that this method tests the objectivity of an assumption, by analysing the relationship among variables. Leedy and Ormrod (2005:94) maintain that it strives to control the factors surrounding the occurrence. An essential aspect of research is to, guard
against bias, in examining the method to be used and conclusions made. For the purpose of this study, a non-experimental research approach will be utilised, in the form of survey research. Survey research focuses on exploring an important study area, using an informal approach of investigation (Gill and Johnson, 2010:124). It utilises open-ended questions to extract information and develop a theory, which is later tested with the use of structured questionnaires, mainly associated with opinion polls (Welman, 2005:93). Furthermore, Lee and Ling (2008:194) state that the standard of reliability and validity is of utmost importance for the research process. The clear distinction between these two methodologies is outlined in the table 4.1 below. The use of both methodologies in research constitutes a ‘mixed method’ approach, with the specific approach referred to as ‘triangulation’.
Table 4.1: Distinction between Qualitative and Quantitative Methodology

<table>
<thead>
<tr>
<th>CHARACTERISTICS</th>
<th>QUALITATIVE</th>
<th>QUANTITATIVE</th>
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| Purpose           | • Describe and explain event  
• Explore and interpret  
• Develop theory  | • Explain and predict event  
• Confirm and validate  
• Test hypothesis  |
| Nature            | • Holistic  
• Context bound  
• Unknown variables  
• Personal perspective  
• Emergent methods  
• Flexible guidelines’ | • Focus  
• Open context  
• Known variables  
• Detached perspective  
• Predetermined methods  
• Established guidelines  |
| Mode of Data      | • Text and image based data  
• Small informative sample  
• Non-standardised instruments  | • Numeric data  
• Large sample representation  
• Standardised instruments  |
| Collection        |                                                                           |                                                                     |
| Mode of Data      | • Identify themes and categories  
• Subjective and biased analyses  
• Inductive reasoning | • Statistical analysis  
• Emphasis on objectivity  
• Deductive reasoning  |
| Analyses          |                                                                           |                                                                     |
| Report of Findings| • Words  
• Narrative and individual quotes  
• Literary style  | • Numbers  
• Aggregated data and statistics  
• Scientific style  |

Source: Leedy and Ormrod (2005:96)
4.3.3. **Research Triangulation**

The nature of this study requires the use of both qualitative and quantitative methodology, constituting a mixed method approach, specifically triangulation. Creswell (2009:213) postulates that triangulation is the simultaneous use of qualitative and quantitative methods for data collection purposes, in order to determine if there are any differences, convergences or if both occur. Hammersley (in Bergman, 2008:23) argues that it also checks the validity of interpreted data collected via a different source. Gomm (2008:243) contends that triangulation validates the information produced from two independent sources regarding the same problem, highlighting what ought to be done when the sources do not coincide. Flick (2011:187-188) submits that the use of this approach in a research study will produce one of three outcomes - firstly, the findings confirm each, other supporting the same conclusion; secondly, the findings would focus of different aspects of the study; and lastly, the findings would be contradictory. This method ensures that concrete results are produced in the research.

4.4. **METHOD OF DATA COLLECTION**

Prior to the collection of data, the researcher requested permission from the Department of Infrastructure and Engineering at the Nelson Mandela Bay Municipality. The researcher also scheduled appointments and met with the Executive Director of the Department, the Advocate at the Legal Department and some Assistant Directors, to give an overview of the study and the participation required from the respondents. The Department was concerned with the type of information being accessed and the level of confidentiality. The researcher informed them that the participation of the respondents is on the basis of anonymity and that the information gathered will be treated with the strictest of confidentiality. The researcher also ensured that the study was purely for academic purposes and would not require any form of confidential documentation from the municipality.
4.4.1. **Pilot Study**

A pilot study was conducted with Engineers and Project Managers, not practicing in the municipality. For the pilot study five questionnaires were distributed and constructive feedback was given from the respondents, which was incorporated into the questionnaire. This allowed testing of the validity and reliability of the questionnaire, to ensure that there are no distortions of questions during the data collection process. It also indicates the appropriateness and efficacy of the research instrument being utilised to evaluate the organisation, which would influence the research process about the concept being studied and the probability that statistical significance will be obtained from data analysis, along with the extent to which meaningful conclusions could be drawn from the data.

For the purpose of this study, semi-structured interviews were conducted and questionnaires were distributed as the data collection mode. The interviews were conducted from the 13th to 27th June 2012 and questionnaires were distributed from the 6th of June. All completed copies of the questionnaire were returned by the 15th September 2012.

4.5. **QUESTIONNAIRE DESIGN**

The questionnaire is five pages long and is divided into three sections. Section A requires biographical information of the technically skilled staff, and was aimed at identifying their areas of expertise, in terms of their disciplines. Section B related to their educational background, sourcing information on the kind of education they received from educational institutions, the qualifications and certifications achieved, along with requesting their perceptions relative to the training and development provided for the staff. Section C sought information regarding organisational management and leadership, in regard to addressing scarce skills within the organisation. All non-biographical questions were set up using a 5-point Likert Scale, based from 1 to 5, with parameters being either:

- 1 (strongly disagree) and 5 (strongly agree)
- 1 (not important) and 5 (very important)
4.5.1. **Quantitative Tools: Questionnaire**

For the purpose of this study, questionnaires were used as a data collection tool. It enables the respondents to answer the questions truthfully, with the assurance that their anonymity is protected (Leedy and Ormrod, 2005:185). However, this form of data collection has some disadvantages. Firstly, the response rate was relatively slow, with the researcher having no control (Welman et al., 2005:153). Secondly, Leedy and Ormrod (2005:185) state that the misinterpretation of questions may arise, as a direct function of the reading and writing capabilities of the respondents and lastly, information acquired by the researcher could possibly be distorted, and minimal, when the proposed questions are asked in advance.

4.5.2. **Qualitative Tools: Interviews**

An interview can be described as a process in which individuals direct their attention to one another, in an effort to gain insight of an encounter, area of interest or experience (Schostak, 2006:10). Gillham (2005:3) asserts that interviews are a more flexible form of collecting data and help probe for further research. The interviews were conducted with the unit heads and managers within the Infrastructure and Engineering Department; out of the proposed 10 semi-structured interviews, 6 semi-structured interviews were conducted, as a result of the delayed responses from some respondents to the requests to conduct the interviews, along with time constraints. The interviews were face-to-face interviews with each respondent. There are four main types of interviews, these include:

4.5.3. **Validity and Reliability**

To ensure content validity of the research instrument a draft survey questionnaire was developed and circulated to my supervisor and the statistician at Nelson Mandela Metropolitan University, for refinement of its content and validation. The instrument was refined based on the constructive feedback given. A pilot study was then conducted with five individuals in the Engineering and Project Management disciples, significant adjustments were made to the questionnaire, based on the feedback received, to ensure clarity and avoid confusion.
4.5.3.1. **Structured Interview**

This form of interview is associated with survey research and utilises a questionnaire as a data collection tool. It allows comparability of responses and enables the researcher to identify the real answers as the same questions are asked with each participant.

4.5.3.2. **Semi-Structured Interview**

This form of interview allows the participants to open up and answer the question on their own terms. The questions are usually specific, which allows the researcher to probe further for answers, in order to gain clarity on specific issues.

4.5.3.3. **Unstructured Interview**

This form of interview enables the participant to respond to the question within their own frame of reference. The questions are open-ended in nature and challenges any preconceived perceptions the researcher may have.

4.5.3.4. **Group Interview**

The participants are guided by a group interviewer to discuss a particular topic. The participants are encouraged to air their views and opinions in response to questions opposed by the interviewer to ensure clarification without any guidance from the group interviewer (May, 2011:132-138).

The interviews were semi-structured in nature. May (2011:135) avers that this permits the respondent to answer the question on their own terms, which provides a better structure for comparability of the data collected. Gillham (2005:70) opines that quality data is obtained because of the balance in structure and flexibility is maintained when conducting interviews. The researcher used a conversational style approach to the interview, to facilitate discussion during the interview, in order to gain relevant information from the respondent’s opinions. Questions were asked regarding the main issues, including skills acquisition and retention; education and training and leadership and management. Each interview lasted an average of 30
minutes, with data collected during the course of the interviews recorded with the permission of the respondents.

4.6. DATA COLLECTION

There are over two hundred technically skilled talents in the Infrastructure and Engineering Department. Sixty two questionnaires were disseminated, in order to achieve a substantial representation of the population sample, around 30%. The questionnaires were distributed between the five units of the Department, from the 6th of June 2012, along with a covering letter stating that they were to be returned by the 8th June 2012. The respondents were all technically skilled staff, at senior, middle and lower levels of the Department, encompassing engineers; technicians; technologists; process controllers; and motor mechanics. These are significant respondents to the study, as they represent many of the scarce and critical skills lacking within the Department. They would be able to supply direct knowledge as to how the skills shortage is affecting them and by extension the service delivery output of the municipality.

In respect of the qualitative approach, semi-structured interviews were conducted with six of the respondents, from 13th to the 27th of June 2012, 5 face–to-face. The interview questions were emailed to the last respondent on 9th of July and returned on the 23rd of July. Four of the interviews lasted an average of 36 minutes, with the duration for the last interview approximately 25 minutes. The interviews produced a favourable outcome, which resulted in insightful, information and facts about the activities within the Infrastructure and Engineering Department and the Nelson Mandela Bay Municipality overall. The information gathered during the course of the interviews was very revealing and could not have been collected using a questionnaire. The data was analysed by extracting and coding the relevant themes, using Nvivo 10 software for qualitative data analysis.
4.7. SAMPLE POPULATION

McIntyre (2005:95) states that sampling may be described as the elements selected to be in the sample. It is utilised when a population is too large to conduct an overall census. A sample is a fraction representative of the total population (David and Sutton, 2004:149). There are two major techniques which may be utilised for sampling - probability sampling and non-probability sampling. Probability sampling entails supplying each individual within the population an equal opportunity of being selected (David and Sutton, 2004:13). Non-probability sampling is the possibility of including every aspect of the population in a sample (Lancaster, 2005:149). Each sampling techniques has different approaches which could be used. Table 4.2 below outlines and describes the approaches.

<table>
<thead>
<tr>
<th>PROBABILITY SAMPLING</th>
<th>NON-PROBABILITY SAMPLING</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Simple Random Sampling:</strong></td>
<td><strong>Systematic or Interval Sampling:</strong></td>
</tr>
<tr>
<td>Used when a complete sampling frame is available.</td>
<td>This sampling is applied when a sampling frame is larger, available and complete.</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Convenience Sampling:</strong></td>
<td><strong>Judgement or Purposive Sampling:</strong></td>
</tr>
<tr>
<td>The subjects are selected by availability.</td>
<td>Used when the subjects are selected according to the researcher’s judgement of the representatives</td>
</tr>
<tr>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Stratified Sampling:</strong></td>
<td><strong>Quota Sampling:</strong></td>
</tr>
<tr>
<td>Utilised when a complete sample frame is available and members of different groups are included.</td>
<td>Employed when the population is divided into subgroups, with subjects selected from each subgroup by</td>
</tr>
</tbody>
</table>

*Source: McIntyre (2005:106)*
For the purpose of this study, purposive or judgement sampling was used. In this approach, the researcher relies on the findings, ingenuity and previous research to obtain the unit of analysis (Welman et al, 2005:69). This is to ensure that a precise representation of the sample population is obtained. The sample population in this study is the technically skilled staff in the Infrastructure and Engineering Department of the Nelson Mandela Municipality.

4.7.1. **Sample Strata**

Table 4.3: **Size of Sample Strata and Response Rate of Questionnaire**

<table>
<thead>
<tr>
<th>DEPARTMENT</th>
<th>PROPOSED</th>
<th>ACTUAL</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NUMBER</td>
<td>%</td>
<td>NUMBER</td>
<td>%</td>
</tr>
<tr>
<td>Roads, Storm Water and Transportation</td>
<td>10</td>
<td>16%</td>
<td>7</td>
<td>16%</td>
</tr>
<tr>
<td>Design and Implementation</td>
<td>10</td>
<td>16%</td>
<td>3</td>
<td>7%</td>
</tr>
<tr>
<td>Water and Sanitation</td>
<td>32</td>
<td>52%</td>
<td>27</td>
<td>60%</td>
</tr>
<tr>
<td>Support Services</td>
<td>10</td>
<td>16%</td>
<td>8</td>
<td>18%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>62</td>
<td>100%</td>
<td>45</td>
<td>100%</td>
</tr>
</tbody>
</table>

Table 4.4: **Sample per Collection Instrument**

<table>
<thead>
<tr>
<th>COLLECTION INSTRUMENT</th>
<th>MAILED</th>
<th>RETURNED</th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>NUMBER</td>
<td>%</td>
<td>NUMBER</td>
<td>%</td>
</tr>
<tr>
<td>Questionnaires</td>
<td>62</td>
<td>86%</td>
<td>45</td>
<td>88%</td>
</tr>
<tr>
<td>Interviews</td>
<td>10</td>
<td>14%</td>
<td>6</td>
<td>12%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td>72</td>
<td>100%</td>
<td>51</td>
<td>100%</td>
</tr>
</tbody>
</table>
4.8. **ANALYSIS OF DATA**

The quantitative data collected was statistically analysed and interpreted with the use of a university appointed statistician. The qualitative data was interpreted through the use of Nvivo 10 software and deductive reasoning. The data is outlined in Chapter 5, in accordance with the sequence of questions in the questionnaire and is presented using charts and tables. The purpose of presenting the results in this format is to ensure the effective analysis of the data and the presentation of findings. Detailed and precise analysis of the data was conducted, to ensure that sufficient information is provided to address the research problem.

4.9. **ETICAL CONSIDERATIONS**

Prior to the collection of data, permission was requested from the municipality in order to commence data collection. This was done in co-operation with the NMMU Faculty of Arts Ethics committee. This was sought through letters issued to the Municipal Manager and Executive Director of the Infrastructure and Engineering Department. Once permission was granted, the legal division of the municipality was also consulted, significantly, as the legal division had to give feedback based on the Protection of Information Bill. A meeting was held with one of the Heads in the legal division, to ensure that the information being sought by the researcher was not confidential. The legal division endorsed the permission granted by the municipality and a letter was sent to the respondents requesting and permitting their participation in the study.

4.10. **RESEARCH ETHICS**

The purpose of research ethics is to ensure that all participants involved in the research process do not suffer any negative consequences. Leedy and Ormrod (2005:101) submit that it is the responsibility of the researcher to ensure that the participants are protected and not exposed to any form of physical or psychological harm. The following ethical issues need to be addressed:
4.10.1. Confidentiality

The municipality and the participants were assured that all data and information collected would be treated with the strictest confidence and no privileged information disclosed. This was prior to gathering the significant information from the participants. This assurance was paramount, as the participant may have been unwilling to give information, due to fear of their names being disclosed.

4.10.2. Anonymity

The participants were anonymous, to protect them and to encourage them to freely express their view, without fear of their names being released or any retribution. The participants were not manipulated or influenced in any way during the research process.

4.10.3. Voluntary Participation

Participants from the inception of their involvement were informed that their participation was on a voluntary basis. If any participant chose not to participate or withdraw from the study, she or he could do so willingly. This is in accordance with the Nelson Mandela Metropolitan University’s Code of Conduct for Researchers.

4.10.4. Integrity and Honesty

It is imperative that the researcher conducts the research with utmost objectivity, honesty and integrity. This is crucial, as any form of falsification of findings and information is deemed unethical. This will put the credibility of the institution and researcher at risk.

4.10.5. Bias

Kumar (2011:375) is of the view that bias is to intentionally conceal information discovered by the researcher during the research. For this study, the researcher strived to remove the possibility of any biased data, even though the possibility of biased data is acknowledged.
4.11. CONCLUSION

This chapter indicates the research design and methodology used in this study. The questionnaire design, its reliability and validity were discussed. The sample population and ethical considerations were discussed in depth. In the following chapter, the analysis and interpretation of the findings will be discussed and presented.
CHAPTER FIVE

PRESENTATION AND INTERPRETATION OF DATA

5.1. INTRODUCTION

This chapter details the findings, analysis and interpretation of the data collected. Data was obtained from the questionnaires distributed, augmented by the interviews conducted at the Nelson Mandela Metropolitan Municipality. The quantitative data obtained from the questionnaires was analysed and interpreted, through the employment of pie charts, bar charts and histograms. The qualitative data from the interviews was analysed using Nvivo 10 software, to ensure sound objective results were realised, relative to the qualitative data. Sixty two questionnaires were distributed among the technical staff of the Infrastructure and Engineering Department, with 45 of these questionnaires returned, although 5 of the completed and returned questionnaires were discarded, as they did not meet the criteria of the respondents falling under the required sample population. As a result, only 40 of the questionnaires, distributed and returned were deemed fit for analysis, and utilised; facilitating a response rate of 65%.

5.2. ANALYSIS AND INTERPRETATION OF QUANTITATIVE DATA

5.2.1. Biographical Data

Figure 5.1: Gender
Figure 5.1 illustrates the gender distribution of the sample population, with 18% female, and the balance of 82% males. This portrays a significant gap in the number of females within this technically skilled industry; based on these findings it appears that this industry sector remains male dominated, with women gradually infiltrating the industry.

![Gender Distribution Pie Chart]

**Figure 5.2: Race**

Figure 5.2 indicates the racial composition of the participants. The most represented group are Black individuals comprising 42%; followed by Coloureds with 30%; Whites at 25% and Indians, at only 3%, being the least exemplified. The White and Indian talents constitute the minority group, with a total representation of 28%, indicating that there are few technically skilled talents within the organisation from these population sectors. The majority group is comprised from Coloured and Black individuals, with a combined representation of 72%, which demonstrates a significant increase in the number of technically skilled talent among these previously limited factions. This is a note worthy improvement, in the context of the pre-1994 quality of education and labour legislations. This is in conjunction with reflecting certain successes attributable to the 20-year strategic framework of the Human Resource Development Strategy for South Africa, whereby a priority target is to ensure equitable education and training, relative to race, gender, disability and geographic location (HRDS-SA, 2010:19). Additionally, this is a positive representation, of the Government’s national objective of developing expertise, capabilities and proficiencies in high level human capital, illustrating tangible results of the strategy,
which is heavily endorsed by the Department of Science and Technology (DST) and the National Research Fund (NRF). The NRF is tasked with and continues to invest in the human capital development of South Africa, in order to improve global competitiveness (DST, 2012:1). The Department of Science and Technology recently allocated R798 million for human resource development initiatives (DST, 2012:1).

Figure 5.3: Age

Figure 5.3 reveals the age range of the respondents, which spanned from 26 years and younger, to 56 years and older. The participants who were 26-years-old or younger comprised 17.5% of the sample population; with another 17.5% between the ages of 26-35 years; the group that was 56 years and older made up 22.5%; with the largest group of respondents, 42.5%, varying between 35 to 55 years. This patently demonstrates that the largest sector in this area of scarce and critical skilled expertise are older, experienced employees, clearly underscoring the necessity for an influx of younger employees; older employees will retire and new, younger artisans will be required to fill the vacancies. This highlights the importance of mentorship programmes, as specified by the respondents during the course of interviews. This will ensure that knowledge and skills acquired by the experienced, aging, retiring and retired professionals will be maintained and gradually imparted to younger talents.
Figure 5.4: Profession

Figure 5.4 portrays the occupational representation of the participants, with 73% engineers; 19.2% process controllers or motor mechanics; and 7.6% either technicians or technologists. There is a major scarce and critical skills shortage in the engineering profession, with the other two disciplines also revealing the need for more educated or skilled candidates to meet demands.

Table 5.1: Positions within the Organisation

<table>
<thead>
<tr>
<th>POSITION</th>
<th>ADMINISTRATOR</th>
<th>MANAGER</th>
<th>SUPERVISOR</th>
<th>SUPERINTENDENT</th>
<th>OTHER</th>
</tr>
</thead>
<tbody>
<tr>
<td>Number</td>
<td>0</td>
<td>8</td>
<td>11</td>
<td>4</td>
<td>13</td>
</tr>
<tr>
<td>%</td>
<td>0%</td>
<td>22.2%</td>
<td>30.5%</td>
<td>11.1%</td>
<td>36.1%</td>
</tr>
</tbody>
</table>

Table 5.1 demonstrates the roles the respondents fill within the Infrastructure and Engineering Department: 36.1% of the technically skilled talent perform other functions; 30.5% perform supervisory roles; 22.2% function as managers; and 11.1% operate as superintendents.
Table 5.2: Departments within Infrastructure and Engineering Department

<table>
<thead>
<tr>
<th>DEPARTMENT</th>
<th>NUMBER OF RESPONDENTS</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Special Assignments and Strategic Operations</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Roads, Storm Water and Transportation</td>
<td>6</td>
<td>15%</td>
</tr>
<tr>
<td>Design and Implementation</td>
<td>3</td>
<td>7.5%</td>
</tr>
<tr>
<td>Water and Sanitation</td>
<td>25</td>
<td>62.5%</td>
</tr>
<tr>
<td>Support Services</td>
<td>5</td>
<td>12.5%</td>
</tr>
<tr>
<td>Other</td>
<td>1</td>
<td>2.5%</td>
</tr>
<tr>
<td>Total</td>
<td>40</td>
<td>100%</td>
</tr>
</tbody>
</table>

Table 5.2 reveals that there are five core Departments within the Infrastructure and Engineering Department. The Water and Sanitation Department was the department with the highest respondent representation, 62.5%; followed by Roads, Storm Water and Transportation, represented by 15% of participants; Support Services was exemplified by 12.5%; Design and Implementation gave 7.5%; and Fleet Management supplied 2.5% of contributors.

Figure 5.5: Years of Employment
Figure 5.5 demonstrates the tenure of participants, with 42% of the respondents having been employed by the municipality for less than 5 years; 10% having worked for a period of 6 to 10 years; 15% have been in positions for durations ranging from 11 to 15 years; and 33% having a minimum of 15 years occupational experience. These statistics portray that a relatively high percentage of the respondents do not have an abundant degree of work experience in the technical industry. Those with minimum 15 years work experience fall within the age bracket of 35 to 56 years (as seen in Figure 5.3), which has the potential for adversely affecting municipality in a decade, as such talent will retire and leave the system, leaving a greater skills chasm.

Table 5.3: Highest Educational Qualification Obtained

<table>
<thead>
<tr>
<th>QUALIFICATION</th>
<th>NUMBER OF RESPONDENTS</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Matric</td>
<td>3</td>
<td>7.5%</td>
</tr>
<tr>
<td>National Diploma</td>
<td>18</td>
<td>45%</td>
</tr>
<tr>
<td>Undergraduate Degree</td>
<td>4</td>
<td>10%</td>
</tr>
<tr>
<td>Honours Degree</td>
<td>1</td>
<td>2.5%</td>
</tr>
<tr>
<td>Masters Degree</td>
<td>1</td>
<td>2.5%</td>
</tr>
<tr>
<td>PhD</td>
<td>0</td>
<td>0%</td>
</tr>
<tr>
<td>Other</td>
<td>13</td>
<td>32.5%</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>40</strong></td>
<td><strong>100%</strong></td>
</tr>
</tbody>
</table>

Table 5.3 illustrates the educational status of the respondents, highlighting the highest educational qualification obtained by each participant. 45% of the respondents have a National Diploma; 32.5% have other certificates; followed by 10% with Undergraduate Degrees; 7.5% having attained a Matric qualification; 2.5% with Honours Degrees; and 2.5 % of the individuals possessing a Masters Degree. These statistics make it unmistakeably evident that majority of the talent lack significant, applicable qualifications, which are required to remain relevant and have a competitive advantage; with 45% of the respondents only possessing a National Diploma, despite numerous years of work experience, apposite and edifying educational qualifications must be encouraged and acquired.
Figure 5.6: Membership of Professional Body

Figure 5.6 shows the percentage of the respondents who are members of a professional body - 68% belong to a professional body and 32% do not.
5.3. ANALYSIS OF SECTION B: WORKERS’ PERCEPTIONS OF TRAINING AND DEVELOPMENT

This section indicates the analysis of findings based on the workers perception of training and development in the department of infrastructure and engineering.

![Bar chart showing workers' perceptions of key parameters](image)

**Figure 5.7: Workers’ Perceptions of Key Parameters**

Figure 5.7 illustrates the respondents’ perceptions of the most important parameters within the organisation; with service delivery being paramount, far exceeding any other consideration within the organisation, in import and relevance. 86.8% view service delivery as very important to the organisation; 50% regard education and training for technical skilled staff as important, the majority of who were between 35- and 56-years-old, as seen in Figure 5.3. Forty seven point three percent of the contributors consider skills development and skills acquisition as very important and 40.5% deem skill retention as very important. The education and training will increase the growth and development of the staff, thereby improving organisational productivity in terms of service delivery.
Figure 5.8: Workers’ Perceptions of Training and Development, in terms of Skills Acquisition, Retention and Development.

Figure 5.8, through the utilisation of a 5-point Likert Scale, where 1 is ‘strongly disagree’ and to 5 represents ‘strongly agree’, portrays that 72.5% of the respondents strongly agree that there is a shortage of scarce and critical skills within the municipality. Forty percent agree that workers have relevant qualifications to perform their tasks; while 17.5% disagree that there are skill retention strategies in the organisation; although another 17.5% agree that there are retention strategies. Thirty seven point five percent of the respondents opted for a neutral response to the effectiveness of retention strategies for workers; with 22.5% disagreeing. Thirty percent of the respondents disagree that the skills development programmes acquire and produce enough skills for the organisation. This affirms the initial assumption that the skills development programmes of the municipality are not producing the required critical and scarce skills for the organisation. It also shows the importance and necessity of relevant training programmes within the municipality, to enhance skills development, curtailing and ameliorating the issue of skills shortages.
Figure 5.9, demonstrates the use of a 5-point Likert Scale, from 1 ‘strongly disagree’ to 5 ‘strongly agree’, depicts respondents’ perceptions of the municipality's education and training strategies and status. 40% of the respondents agree that the training provided is relevant to their profession. Forty two point five percent of the respondents gave a neutral response to the level of training provided, permitting workers to get certifications for their professions. A neutral response, of 40%, was supplied, relative to training programmes encouraging workers to get applicable qualifications for their professions. This highlights the possibility that majority of the workers are not very knowledgeable of training and development programs and its benefits within the municipality. Thirty point seven percent also chose the neutral option regarding the issue of the training programmes provided for workers being standardised and current. Thirty seven point five percent of the respondents agree that there are deficiencies with training in the organisation.
5.4. ANALYSIS OF SECTION C: WORKERS’ PERCEPTIONS OF MANAGEMENT AND LEADERSHIP IN THE ORGANISATION

In this section, the participants were required to indicate where they agree or disagree with specific statements regarding the manner in which the leadership and management of the municipality has addressed the issue of skills shortages within the organisation.

Figure 5.10: Workers’ Perceptions of Management within the Organisation

Figure 5.10, portraying the workers’ perceptions of management, utilising a 5-point Likert Scale, ranging from 1 ‘strongly disagree’ to 5 ‘strongly agree’, illustrates that 40% of the respondents chose a neutral response when asked if management within the organisation is effective. Twenty seven point five percent of the respondents disagree that management is doing enough to maintain skills in the organisation, while an additional 27.5% remain neutral. Thirty percent agree and 30% remain neutral in regard to whether the financial management capabilities of the organisation affect skill retention. Fifty five percent of the respondents disagree that management has been productive in addressing skills shortages. These statistics
and opinions suggest and indicate that the functionality and operations of management within the municipality need to be evaluated and reviewed.

Figure 5.11: Workers’ Perceptions of Managerial Skills Needed in the Organisation

Figure 5.11 illustrates the workers’ perceptions of management skills, employing a 5-point Likert Scale, from 1 ‘not important’ to 5 ‘very important’. 5% of the respondents view financial management skills as very important within the organisation, while 2.5% view it as important. Human resource management skills were deemed as very important by 2.5% and as important by another 2.5%. Twelve point five percent regard marketing management skills as important in the organisation; with 5.2% deeming operations management skills as important; 10% perceiving public relations management skills as important in the organisation. Finally, 10% of the respondents believing purchasing management skills as important and 2.5% assessing it as very important to the organisation.
Figure 5.12: Workers' Perceptions of Leadership in the Organisation

Figure 5.12 depicts the results relative to perceptions regarding leadership within the municipality, using a 5-point Likert Scale, ranging through 1 ‘strongly disagree’ to 5 ‘strongly agree’. Thirty percent of the respondents disagree that the quality of leadership in the organisation is excellent, 35% opting for a neutral response apropos the effectiveness of the organisation’s leadership. Forty five percent disagree that the leadership in the organisation is transparent and accountable and 50% disagree that the leadership style of the organisation is effective. From the workers’ standpoint, it appears that the quality and efficacy of leadership in the municipality requires urgent review, along with assessing the approaches it utilises, to ensure effective transformation and change within the organisation.
5.5. ANALYSIS AND INTERPRETATION OF QUALITATIVE DATA

For the purpose of this study, six interviews were conducted out of the proposed ten. All the respondents stated that there are shortages of skills, predominantly among the technical talent within the municipality. The interviews were semi-structured in nature and all interviews were conducted in the municipality’s premises. All the interviewees indicated that the shortage of skills is a major problem, resulting in slow delivery of services. Open-ended questions were asked, which allowed the respondents to express their perceptions, apropos the extent of skills shortages within the municipality and, by extension, specifically within the Infrastructure and Engineering Department. In annexure G, respondents were allowed to discuss their challenges and outline what they deem the requirements are to facilitate quality service delivery. The motivation for the study, as outlined in the foregoing Section 1.2, was to expose reasons why the Government is battling with the challenges of skills shortages. Each interview was recorded using a tape recorder, then later transcribed by the researcher, through repeated playing of the recorded responses, captured onto a computer as data and coded using Nvivo 10 software, which enabled the identification of relevant themes. The following themes were identified from the data coding:

• Apartheid legislation and progression policy
• Lack of mentorship
• Communication
• Supply chain management policy
• Administrative and political leadership

5.5.1. Apartheid Legislation and Progression Policy

The initial theme highlights the historical impact of apartheid legislation on scarce skills. The second interviewee stated that prior to the democratic era, during the rule of pre-1994 apartheid regime, it was rare to find Blacks who studied technologically advanced courses, like engineering, with the exception of those who studied outside South Africa. The first interviewee stated that it currently remains a major challenge
and disadvantage, as the average age of a registered engineer in South Africa is 55. This response was supplied given when the interviewees were asked:

“What factors have contributed to the scarcity of skills in the municipality?”

The progression policy within the municipality from the year 2000 contributed to the skills shortage. The third interviewee stated that there was a mass exodus of the already limited, scarce and critical skilled technical staff from the municipality. This was due to the policy’s salary grading system, which was not favourable to the technically skilled workers, as compared to their counterparts in the private sector, causing workers to source better opportunities elsewhere. The interviewee stated that:

“If you were a technician and you started in the organisation, started off for example, on a Grade 7 ok! Uuh if you had your BTech, which is now a technologist level you would be only moved 1 Grade higher which is a Grade 8 and the sad thing is with your BTech you’re basically on par with a clerk. Now that became a bit demoralising for a lot of the guys, because also, in terms of the progression policy, you had to gain some years of experience before you could move up a Grade, plus you had to register as a professional engineer or technician with ECSA. Now what you earn a Grade 7 or 8 doesn’t afford you the finance to be able to register because it’s expensive to register. It’s not a cheap exercise and currently the municipality doesn’t fund that registration.”

5.5.2. Lack of Mentorship

Mentorship is an informal process of transferring knowledge, social, capital and psychological support, perceived by the recipient as relevant to work or for professional development (Bozeman and Feeney, 2007 in Mashalla, 2010:1). The second theme identified was the lack of mentors which contributes to the skills shortages and institutes a challenge for training and development. The lack of mentors within the municipality, particularly within the Infrastructure and Engineering Department, has hampered the training and development of technical workers. The fifth interviewee stated that mentorship was also performed through the guise of
learnerships and apprenticeships, as a platform that exposed workers to the practical aspects of their field. The interviewee expressed:

“We’ve not had apprenticeships for the last 20 to 25 years, nothing, so there’s no new blood coming in. No new intake of skilled personnel.”

The first interviewee stated that, concerning the lack of mentors within the municipality, they have requested, on numerous occasions, that the Skills Development Section employ a retired engineer to assist in mentoring technical workers, as there are no structured training programmes to assist, edify or upgrade their skills. The third interviewee also endorsed that majority of the training provided is not technical in nature, but mostly administrative. The first interviewee averred that:

“.....a lot of our training was done in our Design Division. The Municipality Design Division that were all the plans are drawn up. You get skilled in design and drawing and planning, that division many, many years ago, was a total of 20 to 30 people - that division does not exist, zero. It does not exist that’s when Ross was in charge of that division and it started dwindling from 20 to no one and he eventually retired. There’s just no one to assist the technicians.”

The third interviewee stated that because the training needs of technical workers are not met, the workers are sent to companies that provide such training. Thus, there appears to be a problem with the mode of communication.

5.5.3. Communication

Communication is the exchange of information between entities, and may be verbal or non-verbal in nature and context (Mersiya, 2013:1). There appears to be some form of miscommunication between the Skills Development Department and the departments within the Infrastructure and Engineering department. This is illustrated by the dissatisfaction of the technical workers and the failure to fulfil their requirements; further entrenching the lack of significant development for the technical workers. The third interviewee indicated that the Skills Development Department does not carry out a thorough assessment of their training requisites, once presented to them. The fourth interviewee stated that the barriers faced in
training and development are caused by the Human Resource Management Department, which is responsible for skills development. This is because there is a difference in priorities between the Infrastructure and Engineering Divisions and the Human Resource Department, with the latter stating further that inadequate planning and preparation is invested into training and development. The third interviewee asserted that:

“.....Skills Development has not warranted anything useful, because at the end of the day example, we tell them we need our guys to be trained up on project management for example, they will not check with us what type of project management, it could be different kinds of project management for different fields. They would go on their own little tangent, we’ve got 30 companies and not one of them is within the civil or constructing environment for project managing. Eventually, you hitting up against a brick wall you get frustrated and you give up.”

This was the feedback received from the respondents when they were asked to:

“Describe their perceptions of training and development within the municipality?”

The first interviewee indicated that there is an 80% vacancy rate at management level within the Department. As a result, there is no talent available to provide in-house training for the technical employees within the Department, which forces the Department to outsource the training of its technical workers, at a higher cost. This has also raised some challenges in respect of supply chain management policy.

5.5.4. Supply Chain Management Policy

The Supply Chain Management Unit is responsible for supplying the required service providers and ensuring that due process is followed in hiring the proposed companies for training purposes. The challenge that the Department faces, is the company who is the preferred service provider, is not registered on their database. The fifth interviewee declared that:

“All service providers have to be registered on the data base and not everybody out there, who offers training is necessarily registered and especially, in the specialised fields like the automotive industry. If you want a hydraulics course, we struggle 3
years to get a service provider to register on the data base. It’s now eventually the 3rd year it’s registered, because our supply chain management policy says you can’t deal with them if they’re not.”

Three of the respondents indicated that they have been responsible for sourcing training providers due the inability of Skills Development to meet their training needs. However, this results in difficulties as it has to go through the Human Resource Department and Supply Chain Management Section. The third interviewee stated that more training and development would be achieved if the Infrastructure and Engineering Department was permitted to source for its service providers, independent of the aforementioned Departments.

5.5.5. Administrative and Political Leadership

There appears to be a distortion and blurring between the lines of political leadership and administrative leadership within this organisation. Three out of six of the interviewees indicated that there needs to be a clear and precise distinction between administrative leadership and political leadership within the municipality. The distorted leadership roles have hampered the municipality’s service delivery, especially in the Infrastructure and Engineering Department. The fourth respondent indicated that there is a crisis of leadership within the municipality, testifying that:

“Political leadership, they’ve got their own function, the administration should focus on management of the organisation. But we tend to get, we tend to get, is the admin management doesn’t do its function, because I’m nursing the fact that I need to be considered for another contract. I’m not going to say this because I want to have this. As soon as we define what the political leadership must do and let the political leadership do what they are supposed, the admin leadership do what they are supposed to do, the better.”

It has been established that the role of the administrative leadership to manage in the municipality; however, this forms major challenge, as according the first interviewee, 80% of the managerial positions within the municipality are vacant. This is a critical skill, crucial to administrative leadership, as it cannot be productive when there is a deficit of managerial manpower. Two of the six respondents indicated that
the municipality is highly unionised and politicised, which has brought about a lot of political infighting within the municipality’s leadership. The third interviewee stated that the infighting needs to cease, as it affects service delivery. The second interviewee concurred, stating that it restricts them from executing their tasks effectively. Two out of the six respondents indicated that the style of leadership used within the municipality is democratic. Conversely, three of the six respondents stated that political leadership trump administrative leadership decisions, making it more autocratic in nature. The latter respondents indicated that this creates budgetary constraints, specifically for the Infrastructure and Engineering Department. The third interviewee maintained:

“Leadership at the moment is a problem, because every couple of months we have a different Municipal Manager and he of course comes with his own ideas and perceptions and things get reshuffled and changed and within that environment. There’s also struggle between political parties and that also affects us in terms of our jobs. We plan for example, in our environment we’ve got infrastructure’s to upgrade and we plan years in advance to ask for specific needs. The time might come we get the budget and political parties decide otherwise that they need funds for building a community centre or for swimming pool to be built but, we have infrastructure in the ground that’s collapsing and one would think a collapsing building would take more priority than a top structure but they so that also hampers. I don’t think we have strong enough leadership because ultimately if we had a strong enough leadership you would find that a lot more processes will be clearly defined.”

The leadership has also not been managing financial resources adequately, which is a major constraint to service delivery. The fifth interviewee stated that the limited financial resources at their disposal affect the functionality of their divisions, averring that:

“A typical example, our fleet I’ve got over 2500 vehicles, of that there are about 1780 that are critical to service delivery. The fleet needs to be maintained on a regular basis. It’s not being done, the reason being that for us to just break even to replace most of the old vehicles we need at least R20 million per year to buy new vehicles and replace existing vehicles. For the last 2 years I got R2 million I got R2million last year, we have R2million this year and I’ve just got the approved budget we’ve got
R2million for the next 3 years per year. Now what impact does R2million do in a situation like that it’s just a drop in the ocean and that political decision for where the money is being spent is political and not administrative.”

Four out of the six respondents also stated that they are not getting the necessary support from management and leadership when challenges arise. They are forced to manage and address the issues on their own, which is a major difficulty, especially on crucial projects. This is an on-going challenge, with the vacant management positions needing to be filled to satisfy this requisite. This demonstrates that management and leadership have not been productive in addressing the issue of skills shortages in the municipality.

5.6. CONCLUSION

From the findings garnered through the employment of distributed questionnaires and the interviews conducted, it has been demonstrated that there are critical areas in which the municipality needs to re-evaluate, with the purpose of addressing the challenge of scarce skills. Management and leadership are in a critical state and the roles require clear definition, as they have not been effective to date. The municipality also needs to evaluate and adopt new systems, along with communication channels. This is imperative for service delivery, as a loss of efficacy and efficiency occurs when there is the issue of miscommunication between the departments of the municipality.
CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1. INTRODUCTION

The aim of the study is to expose and analyse the factors which have contributed to the scarcity of skills, from the workers’ perceptions, apropos public service institutions in the Nelson Mandela Bay area. This aim was attained through literature review and non-scientific study. This chapter is aimed at integrating the findings and results obtained, through the non-scientific study, in conjunction with making recommendations and offering solutions or remedial actions. The first section of this chapter focuses on the primary findings, based on the workers’ perceptions of scarce skills within the Nelson Mandela Bay Municipality. The method of triangulation enabled the researcher to correlate the quantitative and qualitative data collection process. The second division focuses on the recommendations, based on the findings of the study and highlights further areas of research.

6.2. FINDINGS: WORKERS’ PERCEPTIONS OF SCARCE SKILLS WITHIN THE NMBM

The qualitative aspects of this study indicated the significance of education in addressing the shortage of scarce and critical skills. The study highlighted that the education sector is the initial platform which the municipality should utilise, to attract, develop and retain skills into the municipality, for the growth and development of the organisation. Due to the historical, geographical and social circumstances surrounding the educational environment, this is a major challenge, as the standard and quality of education provided is poor. One interviewee indicated that the system of education does not attract students to the maths and science fields; a primary study requirement for building a career in scientific and technical professions. This limits the potential number of skilled candidates to bridge the skills gap, absorbing them into the labour force. The study also indicated that the quality of management operational within the municipality also hampers the acquisition, development and
retention of skills. This is additionally exacerbated by there being multiple, major vacancies, unfilled by management talent in the municipality, which affects public service provision operations. The study also indicated that there are poor channels and systems of communication between the Skill Development Department, under the Human Resource Department and the Municipal Departments. Four of the interviewees maintained that there is a distinct difference between the skills, training and development needs of the Infrastructure and Engineering Department, compared to those of the Human Resource Department. This is evident in the Department’s incapability to meet the training and development needs of the Department and attract the specific skills required. The study also highlighted that the supply chain management protocol hinders accessibility to quality service providers. This is primarily because all the prospective service providers need to be registered on the database, if not the Department cannot utilise their services.

Finance is another issue that affects the issue of scarce skills within the Departments; the study indicated that the budget provided for each unit of the Department is not sufficient to cater for the operations and projects of the units to run effectively and efficiently.

The study also highlighted the fact that the salary grading system within the municipality is not competitive. The private sector organisations provide better opportunities and salary benefits compared to public service organisations, which resulted in a mass exodus of technical skilled talent, from the municipality to private organisations. This challenge also has a ripple effect on the professionalisation of technical talent, remarkably with registration. The study highlighted that most of the technical skilled talent do not have diverse experience, which hinders their registration potential, as versatility is one of the factors that professional bodies require, including the Engineering Council for South Africa (ECSA). The study showed that the structure of the Infrastructure and Engineering Department does not provide the platform for the technical skilled talent to acquire diverse skills and attain growth. This highlighted the significance of mentorship programmes and its necessity in addressing the issue of skills shortages within the municipality. An interviewee commented that the salaries of the technical staff, does not afford them the opportunity to pay for professional registration costs and fees, which are expensive and are currently, not sponsored by the municipality. It was also indicated
that the municipality does not sponsor the process. This needs to be reviewed and used as a means to attract the required skilled professionals, also enhancing skills development.

An interviewee stated that inadequate planning and preparation is undertaken, concerning the training and development of the technical skilled staff. This reiterates the importance of management and the style used in the administration and coordination of the Department. Management skills are critical to ensuring the achievement of organisational goals, objectives and enhancing productivity. The study also highlights the weak state of leadership within the municipality, with respondents indicating that leadership has not been effective in addressing the issue of skills shortages. The study exposed the issue of indistinct and overlapping roles between the political and administrative leadership within the municipality. An interviewee contended that this has put the state of leadership into a crisis, through the lack of demarcated responsibilities and functions between the administrative and political leadership. It was discovered that this has also affected the allocation of resources within the municipality. Despite these issues the respondents indicated that the style of leadership utilised within the municipality is democratic. The decisions taken by political leadership overrules those of the administrative leadership on issues regarding the organisation, making this autocratic in nature.

6.3. RECOMMENDATIONS

The study proposes a few generic recommendations based on the findings for the national government. This is because the issue of scarce skills is not limited to one sphere of government. It cuts across all levels of government and by extension affects the economic growth of the nation at large. Thus, the necessity to apply the recommendations from the national stand point which will affect all other spheres of government and the industries by extension.
6.3.1 Limitations to the study

There certain limitations which are:

- The use of mailed questionnaires resulted in a slow response rate to the questionnaires in terms of data collection;
- The Protection of Information bill restricted the researchers access to specific information which were deemed to be confidential;
- The protocol that the researcher had to adhere to prior to permission to conduct the study was granted by the municipality.

6.3.2. Standardisation of Education

The South African Government has been faced with numerous challenges emanating from the education sector. These challenges are principally in public schools, at primary and secondary levels, and incorporate elements such as poor educational facilities and shortage of teachers, which have affected the pupils’ learning processes. The system and structure of education needs a major redress and the Department of Education needs to consider outsourcing all vacant teaching positions to other countries. This strategy would encompass both primary and secondary schooling, bridging the teacher shortage gap. The Department of Education should liaise with the Departments of Labour and Home Affairs to formulate a policy at national level, permitting qualified and experienced teachers to come into the sector for a specific duration. The Department of Education also needs to upgrade the standard of education in the Country, nationally to the global standard. The national pass rate in South Africa is 30%, very low compared to the standard in other African countries or overseas. (Oprah Winfrey in Beeld, 2012:1) stated that

“It is also indicative of your standards here that you can pass with 30%. Business people can’t operate successfully if they function with only 30% to 40%.”

This is a clear indication that the national pass rate needs to be upgraded to global standards. This will be advantageous for the students and give them a level platform from which to academically compete with their peers from other countries. The
national curriculum also needs to be reviewed, primarily in relation to maths and science subjects. The performance in these subjects is still very low, with relatively few students registering for these subjects in school. In most countries, mathematics is mandatory for all pupils in primary and secondary school; the option allowing pupils to register for either maths numeracy or mathematics should be reviewed in the national curriculum, as it does not encourage the pupils to undertake careers in the scientific and technical fields, including engineering or architecture, along with being is beneficial for entrepreneurship. This, again, hampers the quest to bridge the gap of scarce and critical skills. The Department of Education should formulate measures attracting pupils and students to future careers in the scientific and technical industries.

6.3.3. Review and Revision of Immigration and Employment Laws

The issue of skills shortages is long term, and not momentary, with the Government needing to be cognisant of this in reviewing its approach to immigration laws. The fastest means for the Government to bridge the gap of scarce skills is by engaging foreign skilled professionals, from other countries. A deterrent for skilled foreign workers is the immigration processes, apropos the requirements for a work permit, perceived as stringent and rigorous. Section 8 of the Employment Services Bill, 2012, decrees that:

“An employer may not employ a foreign national within the territory of the Republic of South Africa prior to such foreign national producing an applicable and valid work permit, issued in terms of the Immigration Act.”

However, in a contradictory edict, for a foreign national to apply for a work permit the individual must have a letter of appointment, with other supporting documentation from the organisation employing them, according to the regulations of the Department of Home Affairs, put in place primarily for the protection of citizens’ interests. The legislation should be amended to create more conducive conditions for the employment of foreign nationals. It is imperative to note that these laws are contradictory, for a foreign national to be employed a work permit is required by the prospective employer, decreed by legislation, which cannot be obtained without a letter of appointment from the employer. With the recent amendment of the
Immigration Act, Number 13 of 2011, foreign nationals require to a permanent residence to be employed, further compounding the challenge of employability for foreign nationals, as to qualify for permanent residence they are required to have a minimum 5-year work permit. The amendment of these laws ought to be made a priority, to ensure the attraction of more skilled talent and guarantee the transfer of their knowledge and expertise. To this effect all foreign scarce skilled workers should be mandated by their employers, particularly in the public sector, to mentor upcoming talent in their disciplines, for the duration they are employed. Thus, transfer of knowledge and expertise is guaranteed, increasing human capital, generating income and fostering the economic growth and development of the Country.

6.4. RECOMMENDATIONS FOR THE NMBM

6.4.1. Revaluation of Management and Leadership

In order for the municipality to perform at optimal level, it needs to have a structured management system in place. This would ensure the effective and efficient operation, on a daily basis. Adequate time should be invested in proper planning and preparation for the execution of tasks, on the premise of achieving municipal and departmental goals. This will assist in addressing the issue of skills deficits, particularly with training and development programmes for skills development within the municipality and will ensure the adequate utilisation of human and financial resources. Managerial skills will help maximise the available resources and prevent financial mismanagement within the municipality, a major challenge. The municipality needs to clearly define the roles and functions of political and administrative leadership, helping co-ordinate organisational activities, regarding projects and reducing any discrepancies and infighting. Leadership is a platform to bring about change within the municipality. Emphasis must be placed on the imperative for the municipality collectively to identify the leadership style most suitable; since the municipality’s sole purpose is the provision of basic public services, participative leadership would be most appropriate approach, as it involves consultation with all relevant stakeholders in the decision making process. It would enable the
municipality to improve its provision of basic services, bringing about transformation in the way and manner in which services are delivered. This would indicate that the municipality is vision driven, focused and organised. The management of the municipality should also consider the re-establishment of a design and planning unit within the Department of Infrastructure and Engineering, as this is a critical aspect of the engineering profession and the majority of engineers in the Department are lacking the skills in this area.

6.4.2. Communication System

One of the major challenges, posing a hindrance to the skills development of technical skilled talent within the municipality, is poor communication. For staff needs to be met sufficiently, good communication is necessary. For communication to be effective there needs to be adequate feedback between the involved parties. The perception of the workers within the municipality is that the Human Resource Department does not do enough to meet their training needs, with communication a feasible avenue to remedy this. To address this issue the municipality needs to formulate and establish proper channels and systems of communication within the organisation, in which adequate feedback is given to all involved parties. This will create order and consensus among all concerned individuals or groups, ensuring the achievement of goals and objectives, vis-à-vis staff development. It will prevent errors and ensure checks and balances for the purpose of accountability and transparency.

6.4.3. Salary Scheme

This is very significant apropos the purpose of attracting and retaining skilled talent. The municipality has made efforts in trying to attract and retain scarce skilled talent. It implemented a bursary scheme for their staff, to encourage furthering their education, with additional 10% salary for scarce skilled staff. Despite the municipality providing these means as a measure to retain staff, it needs to review the pay grades of talent, so as to have a competitive advantage against private organisations. This was one of the issues indicated by the three of the interviewee’s resulting in the exodus of skilled talent from the municipality. This is vital, as it is one
of the major advantages that private sector organisations have over public service institutions. By creating more viable and innovative career development opportunities, it will motivate current employees to renew their commitments to their job functions, thus retaining them and also attract the interest of prospective skilled employees to work for the municipality.

6.5. FURTHER RESEARCH

The researcher would recommend the following areas for future research:

• The importance of management and leadership for skills development in the municipality.
• The significance of communication systems and channels for enhancing training and development in the municipality.
• An evaluation of supply chain management policies in accessing service providers for the municipality.

6.6. CONCLUSION

The study has shown that the factors contributing to scarce skills are not only based on socio-economic issues, but are also due to the internal dynamics of the work environment within the municipality. These factors have further escalated the issue of skills shortages. The South African Government needs to open up the economy, by formulating specific foreign policies to absorb and attract foreign skilled talent. It is insufficient for the Government to focus on policies and strategies to enhance direct foreign investment and address skills shortages, additional measures need to be undertaken, which include. promoting foreign human capital investment, a plausible avenue of addressing skills shortages. This issue will not be resolved immediately, but gradually over time. Despite the global economic meltdown which affected most countries, particularly in Europe and America, it is significant to note that the net worth of these countries’ economies was attained by the absorbing the high influx of foreign skilled professionals into their labour forces. This brought about knowledge transfer; human capital development; economic growth; and development, making these nations the primary stakeholders in the global economy.
BIBLIOGRAPHY


Ref: H/12/ART/PGS-0013  
11 JUNE 2012

Ms O A Oshoniyi  
5 Ikate Elegushi, 
Lekki Phase  
Falomo P O PMB 52112  
Ikoyi, Lagos,Nigeria  
131

Dear Ms Oshoniyi

PERCEPTIONS OF SCARCE SKILLS IN THE DEPARTMENT OF INFRASTRUCTURE AND ENGINEERING: NELSON MANDELA BAY MUNICIPALITY

Your above-entitled application for ethics approval served at the RTI Higher Degrees sub-committee of the Faculty of Arts Research, Technology and Innovation Committee.

We take pleasure in informing you that the application was approved by the Committee. The Ethics clearance reference number is **H/12/ART/PGS-0013**, and is valid for three years, from 06 June 2012 – 06 June 2015. Please inform the RTI-HDC, via your supervisor, if any changes (particularly in the methodology) occur during this time. An annual affirmation to the effect that the protocols in use are still those for which approval was granted, will be required from you. You will be reminded timeously of this responsibility.

We wish you well with the project.

Yours sincerely

Mrs N Mngonyama  
FACULTY ADMINISTRATOR  
cc: Promoter/Supervisor  
HoD  
School Representative: Faculty RTI
ANNEXURE B

LETTER OF REQUEST FOR PARTICIPATION

Department of Political and Governmental Studies
School of Social Science and Public administration
PO Box 77000
NMMU
6031

5th June 2012

REQUEST FOR PARTICIPATION IN RESEARCH

Dear Participant,

I, Oluwaseun Oshoniyi am currently pursuing the degree MA in Public Administration within the department of Political and Governmental studies at the Nelson Mandela Metropolitan University (NMMU). I am conducting a study on the PERCEPTIONS OF SCARCE SKILLS IN THE DEPARTMENT OF INFRASTRUCTURE AND ENGINEERING: NELSON MANDELA BAY MUNICIPALITY. In order to comply with the research requirement for the degree, I am conducting a questionnaire that seeks your impression of scarce skills and its effect within the NMBM.

This study holds the approval of NMBM as well as the ethic clearance from the NMMU. The recommendations of this study will be forwarded to your Head of Department and the study will be available in the NMMU libraries for public scrutiny. Please feel free to ask the researcher to clarify anything that is not clear to you.

You are invited to share your impressions on skill scarcity within the NMBM. Kindly complete the questionnaire which will take approximately 10 to 15 minutes of your time. The completed questionnaire will be collected from your office within two days after it has been administered.

Your participation is voluntary. You can withdraw from the study at any time should you feel that you do not want to continue. Your responses to the questions will be confidential. Responses will at no time be linked to individuals. No identifying information will be included in the final report to be made available to the NMBM. Information collected will be analysed to establish an impression of the implication of scarce skills on service delivery.

You may contact me at 0724532334 or my study leader, Mrs. E. Draai at 0415043808 should you have any concerns or queries regarding this study.

Yours faithfully

Oluwaseun A. Oshoniyi
ANNEXURE C

LETTER TO MUNICIPAL MANAGER

Department Political and Governmental Studies
School of Social Science and Public Administration
PO Box 77000
NMMU
6031
13 March 2012

Municipal Manager
Nelson Mandela Bay Municipality
Attention: Mr. Themba Hani

Dear Sir,

Re: Permission to Conduct Study - Distribution of Questionnaire

I am a postgraduate student of the Nelson Mandela Metropolitan University. I am currently conducting a study entitled ‘Perceptions of scarce skills in the department of infrastructure and engineering: Nelson Mandela Bay Municipality’, as fulfilment for the degree an MA (Public Administration). The objective of the study is to uncover the factors which influence the issue of scarce skills within the municipality and the implications it has on service delivery.

I hereby request permission to distribute a questionnaire to project managers, architects and engineers within the Infrastructure and Engineering department. Participation is voluntary and participants may withdraw from the study at anytime and all the information provided will be treated in the strictest confidence. It will only be used for analysis in terms of the problem statement of the study. Recommendations will be drawn which can be availed to your office.

Ethics clearance for study will be obtained from the University in March 2012 subject to meeting all the university requirements and approval from your office to conduct the study. It is my intention to distribute the questionnaire from April 2012. Should you have any queries regarding the study kindly contact my study leader Mrs. Enaleen Draai via e-mail: Enaleen.draai@nmmu.ac.za, Or Telephone: 041 504 3808.

Yours faithfully

Oluwaseun A. Oshoniyi
LETTER TO EXECUTIVE DIRECTOR: INFRASTRUCTURE and ENGINEERING

The Executive Director
Infrastructure and Engineering Department
Nelson Mandela Bay Municipality

Attention: Mr. Walter Shidi

Dear Sir

Application to Conduct Research

I am a postgraduate student at the Nelson Mandela Metropolitan University. I am currently conducting a study entitled: ‘The implication of scarce skills at the Nelson Mandela Bay Municipality’ as fulfillment for the degree an MA (Public Administration). This study is being conducted under the supervision of Mrs. E. Draai of the Department of Governmental and Political studies (Faculty of Arts). I hereby, request your permission to distribute questionnaires and conduct interviews with Project Managers, Architects and Engineers working at the Infrastructure and Engineering department within the municipality.

Should permission to conduct the study be granted, the interviews will be scheduled for April/May 2012 at a time and place suitable to the participants. The researcher undertakes to adhere to all ethical principles of research; informed consent will be obtained from the managers, supervisors, as well as from each participant. Participants will also be fully informed of the purpose of the study. Participation will be on a voluntary basis and participants may withdraw at anytime, should they so desire.

Copies of the proposal and participant information letter are enclosed for your approval. Should you have any queries, please contact my study leader, Mrs. E. Draai, during office hours at (041) 504 3808 or email Enaleen.draai@nmmu.ac.za.

Yours faithfully,

Oluwaseun. A. Oshoniyi
MA Student
ANNEXURE E

QUANTITATIVE QUESTIONNAIRE

The aim of this questionnaire is to obtain data regarding your perception of the implication of skills shortages within the Nelson Mandela Bay Municipality. Permission has been sought from the Ethics committee at the NMMU and NMBM to undertake this study. Please note that responses are completely anonymous. Kindly answer all the questions by marking an ‘X’ in the space provided. It would take only 10-15 minutes to complete.

Section A
BIOGRAPHICAL INFORMATION:
Please provide the following information by marking ‘X’ in the appropriate block or filling in the blank spaces.

1. Gender
   Male | Female

2. Race
   African | Coloured | White | Indian

3. Age
   < 26 years | 26 -35 years | 35 – 55 years | >55 years

4. Profession
   ______________________________________________________

5. What position do you hold within the organisation?
   Administrator | Manager | Supervisor | Superintendent | Other (specify)

6. In which Section of the Department of Infrastructure and Engineering are you employed?
   Special Assignments and Strategic Operations
   Roads, Storm Water and Transportation
   Design and Implementation
   Water and Sanitation
   Support Services
   Other (Specify)
7. How long have you been employed in this Department?

<table>
<thead>
<tr>
<th>5 years or less</th>
<th>6 to 10 years</th>
<th>11 to 15 years</th>
<th>More than 15 years</th>
</tr>
</thead>
</table>

8. What Educational Qualification(S) Do You Have? (Please Check All Applicable)

- Matric
- National Diploma
- Undergraduate Degree
- Honours Degree
- Masters Degree
- PhD
- Other (Specify)

9. Are you a member of a professional body?

- Yes
- No

If yes, please indicate to which professional body you are registered

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Section B
WORKERS’ PERCEPTIONS ABOUT TRAINING and DEVELOPMENT

1. Please indicate on a scale from 1 (not important) to 5 (very important) by marking ‘X’ against the applicable answer regarding how important or not important the following parameters are to the organization.

<table>
<thead>
<tr>
<th>The following are important parameters in your organisation:</th>
<th>Not Important</th>
<th>Less Important</th>
<th>Unsure</th>
<th>More Than Important</th>
<th>Very Important</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Service Delivery</td>
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<tr>
<td>2 Education and Training</td>
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<tr>
<td>3 Skill Retention</td>
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<tr>
<td>4 Skill Development</td>
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<tr>
<td>5 Skill Acquisition</td>
<td></td>
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</tbody>
</table>
2. Please indicate on a scale from 1 (strongly disagree) to 5 (strongly agree) to which extent you agree or disagree with the following statements regarding skilled workers in the Department of Infrastructure and Engineering by marking ‘X’ against the applicable answer.

<table>
<thead>
<tr>
<th>These are statements regarding skills acquisition, retention and development in the organisation:</th>
<th>Strongly Disagree</th>
<th>Disagree</th>
<th>Neutral</th>
<th>Agree</th>
<th>Strongly Agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>2.1 There is shortage of skills in the municipality.</td>
<td></td>
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<tr>
<td>2.2 Workers in the municipality have relevant qualifications to perform their duties</td>
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<tr>
<td>2.3 There are skill retention strategies in your organisation.</td>
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<tr>
<td>2.4 The retention strategies for workers are effective.</td>
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<tr>
<td>2.5 The current skill development programmes are acquiring and producing enough skills for your organisation.</td>
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<td></td>
</tr>
</tbody>
</table>

3. Please kindly indicate on a scale from 1 (strongly disagree) to 5 (strongly agree) to which extent you agree or disagree with the following statements regarding education and training in your organisation. Mark ‘X’ by the applicable answer.

<table>
<thead>
<tr>
<th>These are statements regarding education and training within your organisation.</th>
<th>Strongly Disagree</th>
<th>Disagree</th>
<th>Neutral</th>
<th>Agree</th>
<th>Strongly Agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>3.1 The training provided by your organisation is relevant to your profession and work.</td>
<td></td>
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<td>3.2 The level of training provided permits workers to get certification in their professions.</td>
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<td>3.3 The training programmes encourage workers to acquire relevant qualifications for their profession.</td>
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<td>3.4 The training programmes provided for workers are standardised and up to date.</td>
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<tr>
<td>3.5 There are deficiencies with training in your organisation.</td>
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</tbody>
</table>
**Section C**
**WORKERS’ PERCEPTIONs ABOUT MANAGEMENT IN THE ORGANISATION**

4. Please kindly indicate on a scale from 1 (strongly disagree) to 5 (strongly agree) to which extent you agree or disagree with the following statements regarding management within your organisation. Mark ‘X’ by the applicable answer.

<table>
<thead>
<tr>
<th>Statement</th>
<th>Strongly disagree</th>
<th>Disagree</th>
<th>Neutral</th>
<th>Agree</th>
<th>Strongly agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>There are questions regarding the management within your organisation.</td>
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<td>4.1 The management in your organisation is effective.</td>
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<td>4.2 The management in your organisation is doing enough to maintain skills.</td>
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<td>4.3 The organisation’s financial management capabilities are affecting skills retention.</td>
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<td>4.4 Management is being productive in addressing skills shortages.</td>
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</tbody>
</table>

5. Please indicate on a scale from 1 (not important) to 5 (very important) by marking ‘X’ against the applicable answer according to the order of importance which of the following managerial skills is most important to address skills shortages.

<table>
<thead>
<tr>
<th>Managerial Skills</th>
<th>Not important</th>
<th>Less important</th>
<th>Unsure</th>
<th>Important</th>
<th>Very important</th>
</tr>
</thead>
<tbody>
<tr>
<td>1 Financial management skills</td>
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<td>2 Human resource management skills</td>
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<td>3 Marketing management skills</td>
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<td>4 Operations management skills</td>
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<td>5 Public relations management skills</td>
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<td>6 Purchasing management skills</td>
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</table>
6. Please kindly indicate on a scale from 1 (strongly disagree) to 5 (strongly agree) to which extent you agree or disagree with the following statements regarding leadership within your organisation. Mark (X) by the applicable answer.

<table>
<thead>
<tr>
<th>The following are questions regarding the leadership in your organisation.</th>
<th>Strongly disagree</th>
<th>Disagree</th>
<th>Neutral</th>
<th>Agree</th>
<th>Strongly agree</th>
</tr>
</thead>
<tbody>
<tr>
<td>6.1 The quality of leadership in your organisation is excellent.</td>
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<tr>
<td>6.2 The leadership in your organisation is effective.</td>
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<tr>
<td>6.3 The leadership in your organisation is transparent and accountable.</td>
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<tr>
<td>6.4 The leadership style of your organisation is effective.</td>
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</table>

7. Any other information or suggestions you would like to add, kindly indicate in section the below:

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

________________________________________________________________________

Thank you for your participation.
ANNEXURE F

QUALITATIVE QUESTIONNAIRE

The questions drafted below are for qualitative semi-structured interviews. The essence of these questions is to obtain relevant information from workers at top level positions, within the Nelson Mandela Bay Municipality. This will assist in gaining perspective on the issue of skills deficit within the municipality.

Specific questions will be asked such as:

1. Describe the role you perform within the municipality?

2. Describe your perceptions of training and development in the NMBM?

3. What are your perceptions of the quality of management and leadership in your organisation?

4. Would you describe the leadership within the municipality as Autocratic, Democratic or Laissez-Faire leadership?
Researcher: Thank you very much for the opportunity to conduct this interview with you.

Participant: No problem.

Researcher: uuum... firstly I would like to know what is your profession?

Participant: ok! I’m a civil engineering technologist, I’ve got my Btech in civil engineering, I specialised in hydraulics

Researcher: oh! Ok what is your position within the municipality?

Participant: I’m currently the assistant director of waste water conveyance and uuummm my job entails me managing uum basically the operations and maintenance of our sewage network system from the point where the warehouse is discharged to reach all the pipe drains, all the pump stations up till it reaches treatment works and then the pale collection or the bucket system was also part of my section. The vacuum taking that we do on conveyance tanks and septic tanks the team also is under my section.

Researcher: sounds like a lot of work and responsibilities

Participant: it is

Researcher: So tell me how many years have you worked with this organisation?

Participant: I’m into my 12th year now, started in 2000 with the municipality, started off as a bursary student and they got their hooks into me and asked me to come. R: oh! Ok. I started working of my bursary from there I progressed after that.

Researcher: uum what is your perception of the scarce skills issue within the municipality?

Participant: ya! scarce skills is actually quite bad at the moment uum over the last actually from 200 when I started. There was a major exodus of skilled engineers, technicians and technologists. R: ok! I’d say from 2001 to 2006 all our skilled
experienced guys left and umm there was a point where for example, our section I had only one technician, no engineers nothing and that puts a lot of pressure on us on the system because services don’t come to a standstill, you’re still required to operate and the way the council manage to fill the gap it still hasn’t reached the point we would like to be but they started I think in 2007 offering bursaries again and that has got a lot of young people now appointed and back into the system but where we are falling short is we don’t have the skilled people to mentor them and a lot of them get frustrated because the duties that they are given or the projects that they’re given aren’t big enough for them to feel they’re getting challenged because there’s no one to mentor them on theta. So that is a problem we’re hoping that over the years now slowly but surely with the world cup having been completed, a lot of people also coming back from overseas we getting some people with experience but not as fast as we would like it that scarce skills on sense. But we also have scarce skills in our technical side with our artisans. That’s the worst of all. Uum.. we’ve advertised 3 or 4 times for artisans we are lucky if 1 person even applies and that pts on pressure cause at ours depo’s we’ve got only one trained artisan and every single pipeline or connection that fails now goes to a contractor nothing is being done in house anymore because we don’t have the resources and to try and fill the gap government speaks about learnerships but they don’t even help you because the guys especially inside council wants us taking guys from outside anyway. Because they also agreed that they’re not being trained from within the move up but we don’t have artisans to also mentor them so it’s like a stale mate we’re not moving forward on it.

**Researcher:** ok just to take you back what do you think caused the exodus of skilled talent to just leave?

**Participant:** Numerous factors, but I also feel at the time when, 2001 when it started happening at that stage the municipality had a policy called progression policy where if you were a technician and you started in the organisation started off for example, on a grade 7 ok! Uuh if you had your Btech which is now a technologist level you would be only moved 1 grade higher which is a grade 8 and the sad thing is with your Btech your basically on par with a clerk. Now that became a bit demoralising for a lot of the guys because also in terms of the progression policy you had to gain some years of experience before you could move up a grade plus you had to register as a professional engineer or technician with ECSA. Now what you earn a grade 7 or
8 doesn’t afford you the finance to be able to register because its expensive to register. It’s not a cheap exercise and currently the municipality doesn’t fund that registration. You’ve got to fund it out of your own pocket. So it’s like a vicious circle, if h cannot afford to register if he doesn’t register he cannot move up he stays stuck and a lot of them end up leaving going to private companies where that was funded by the companies concerned.

Researcher: Are you registered with ECSA?

Participant: I’m registered as a technologist now. I’ve just got to do my final submission now and then I’ll be registered as a professional.

Researcher: ok! So in your opinion would you say that the process of registering with ECSA is stringent or?

Participant: It’s not stringent at the end it’s a good level that they assess you on because ultimately they need to know your competent enough to be able to assess a design, to oversee work on site and for that you cannot just take someone who does not have sufficient experience lives would be at risk. For example, if you approve a design to a building that not adequate. Uum.. ok where were we?

Researcher: ECSA process of registration?

Participant: they need to know that you have the competency to assess a design to identify a problem before its approved. You don’t want to sign something and the building collapses and kills thousands of people. Same with site supervision you need to ensure that they are competent enough to be able to monitor contract on site make sure he’s not taking short cuts and does it according to the design he’s given. So no it’s a fair assessment they do they I don’t think it’s an impossible task at the end of the day.

Researcher: I just want to know what do you think are the factors that have contributed to scarce skills?

Participant: one of the things I told you within our council is the salary grade problem and the progression problem, how a technician can progress. Another factor that can attribute to it is the politics. It becomes frustrating because an engineer studied not to be caught up in a political struggle because someone says start a
project, the project gets put on hold or pulled or funds get shifted away from it. It also gets frustrating to the technicians.

**Researcher:** ok. Another thing that also gets to technicians I would say is that a lot of the time you’re given admin work and not we don’t get what our core function is engineering and for example, I’m my job its rarity if I get to check a design or do something with a calculator which is actually what I’ve studied. Its more finance its more HR, labour relations and that is why a lot of the guys also get frustrated and reach the point where enough is enough and they move on to a private sector were they do design, where they do engineering.

**Researcher:** How do you think it has affected service delivery?

**Participant:** Look here, it does affect service delivery uum.. amazingly enough I don’t know how we’ve managed to continue. Like I said we’ve managed to get a few people in now we’ve started to groom them slowly but surely but the time when we didn’t have people there was that major delay of certain things. For example, design were not assessed as quickly as that would have been uumm.. you could find that maybe a person didn’t asses something as properly as they should because of the huge workloads they had. Then you would have to go back to the drawing board. It had had major effect uumm... service delivery is impacted because projects don’t necessarily start as quick as they should be because people are loaded they cannot do whatever they need to do as quick as they should be.

**Researcher:** to your knowledge are there any retention strategies that he organisation is using to keep the scarce skills?

**Participant:** well currently they have been paying people scarce skills allowance. If you fall within the category its 10% of your annual of course divided monthly but. Even though they’ve offered that, that’s not the reason why a lot of people are staying, you get those really dedicated people who have a passion to help the public who really want to make a difference and that is, is not even because of what we’re getting out of it. It’s not even a reason for validating or I could say that why they stay.

**Researcher:** what is your perception of training and development programmes within the municipality?

**Participant:** training comes with emphasis n your technical side. The problem we’ve got is the training courses that are currently run at the training centre is more for the
admin environment, its more for the office environment. We don’t have courses specific to our technical technicians, engineer’s needs and a lot of the course that they should be going to are done by companies that are not registered in the supply chain process or database. Now the problem comes in we cannot send them on because these companies are not registered with trade world and so the guys also get frustrated because they are here the guys in the private sector technicians are going on this training and that but we, I have to explain to them that guys they are not registered on trade world and we cannot process the payment to them and therefore we cannot send you on that type of training. It’s frustrating to them when they see there’s s much training options outside but we cannot utilise them.

**Researcher:** ok see that, that the problem what efforts have been made to address it?

**Participant:** I think Ms makalima’s section skills development has not warranted anything useful because at the end of the day example, we tell them we need our guys to be trained up on project management for example, they will not check with us what type of project management it could be different kinds of project management for different fields they would go on their own little tangent we’ve got 30 companies and not one of them is within the civil or constructing environment for project managing. Eventually you hitting up against a brick wall you get frustrated and you give up.

**Researcher:** it seems there’s not much reciprocity of help from the skills development?

**Participant:** The question I have is I wonder what they even do? At the end of the day departments are left to fend for themselves basically on skills so the only thing that we do utilise for technicians is report writing course which is formal report writing, a computer course that’s basically it from what they offer.

**Researcher:** what other deficiencies have you noticed a part from the skills development not necessarily doing their job?

**Participant:** when you operate in a municipal environment we need to be business units as such we don’t operate on business principles where the departments are empowered to basically send their guys, train their guys as they see fit. You are forced to work through a department were you get like a push and pull factor. They
get frustrated, if we were given as a department infrastructure and engineering the opportunity to source our service provider to do things according to our needs a lot more could be done for training and staff like that for us we can even utilise the NMMU contact them as them what sort of courses they could put together for our technicians in terms of the, but because like you said the trade world and registration at supply chain is so frustrating.

**Researcher:** Now could you tell me what your perception is of leadership and management in the municipality?

**Participant:** ok! Leadership at the moment is a problem because every couple of months we have a different municipal manager and he of course comes with his own ideas and perceptions and things get reshuffled and changed and within that environment. There’s also struggle between political parties and that also affects us in terms of our jobs. We plan for example, in our environment we’ve got infrastructure’s to upgrade and we plan years in advance to ask for specific needs. The time might come we get the budget and political parties decide otherwise that they need funds for building a community centre or for swimming pool to be built but, we have infrastructure in the ground that’s collapsing and one would think a collapsing building would take more priority than a top structure but they so that also hampers. I don’t think we have strong enough leadership because ultimately if we had a strong enough leadership you would find that a lot more processes will be clearly defined. You won’t have all these side issues being brought in. Uuum.. 2nd to that is people are also brought in at department level, senior level were people should I not say, people are not competent enough for the job but they do not know the full picture for example, I should not go into a job when I do not know how the jobs are performing within my section. I cannot manage people if I don’t know what each one does and how they do it and the problem I find in the senior levels the guys come in but they are not prepared to go back to the floor and find out how things happen and sometimes the demands are unrealistic because of their limited knowledge of how they perform different things and it can be frustration because in principle its I want, I want, I want but, they’re not prepared to aid you and understand the problems your having and the problem.
**Researcher:** uum.. so in your opinion do you think they have been effective in addressing scarce skills?

**Participant:** I don’t think they have been effective because ultimately as part of the allowance a lot of emphasis people think is on money and money is not everything as an engineering technologist. Even though they might find that the, I don’t know if you’ve heard about the task where they’ve re evaluated all jobs nationwide to know what grade you should be at. Task has identified that the engineering sector needs to go up a couple of notches in terms of what their currently paying. That’s been dragged out for so long at the moment I don’t know if the municipality cannot afford to implement that new grading scheme. Like I said money is not everything. Until they can sort out all other external factors, we’re still going to have an exodus. I can tell you the world cup was the scenario where a lot of people, skilled people were needed everybody left the municipality and went to work for consulting engineers and they made millions of rands doing that and they were doing what their core training was. Now the problem comes world cup is over their people my concern is where bringing in young people now we training them up but it’s going to take another project or another world cup or another thing to give exposure and their gonna again leave because there is nothing uumm.. intriguing there to stay. So yah this is a concern of mine. I can tell you it’s frustration, especially with the senior engineering technicians. We are the ones that are really, I’ll be honest with you I’m contemplating leaving because its reaching a point where I’m not enjoying my job anymore because I don’t do engineering. I didn’t study engineering to be HR person, labour, accountant and we’re supposed to be in your position to do strategic planning we don’t get to do that. All we do is putting out fires and it’s not the way we should be operating.

**Researcher:** ok! So in your opinion what would you suggest the management and leadership of the municipality ought to do in order to resolve the situation?

**Participant:** I would say at the end of the day sorting out salaries that would be brilliant cause that one thing that would entice them, the guy a bit of money but that’s not going to keep them money like I said . the 2nd thing they need to do is they need to give us money for filling all our vacancies especially with technical needs because until you have a full staff and you start properly grooming people and ensuring that they need to go through what they need to go through to be able to move up in terms
of levels and to give them that exposure instead of with limited people and now you’re just putting out fires everywhere without the proper training skills. So the one provision vacancies allowing us to get all our positions filled. Uuum.. number 3 is I would say we need to look at sourcing guys who have retired or resign who are sitting without jobs and have all this knowledge out there getting them on a retainer basis for mentoring our technicians and engineers. Why r we paying consultants to do work when there are people within the job that just need to be mentored at the end of the day because that would entice your guys to stay cause their going to get the exposure that they, so that’s another factor that needs to be looked at and as well I said this political in house fighting needs to stop. If we can be taken out of that environment and just allow us do our work and our core function we would retain a lot of guys

*Researcher:* does politics trump business decisions?

*Participant:* Yes, it does because like I said it becomes difficult because sometimes we get forced to do things that is not even in our mandate and our section and unfortunately the ground that we walk on now is such a dicey because we get railed to the wall for any that not as per the rules and regulations. Now the politicians will say they want XYZ. The senior guys will say do it cause they want to retain their jobs and the problem lays with us now. We are forced to do something that we know should not be done by us. There should be other channels followed and it created a problem cause if you do it for A every one gets to hear and it creates a precedence for others. So ya it becomes really difficult to do your job when you’re forced by your boss to do it the politicians are putting pressure on your boss as well.

*Researcher:* thank you very much for your information. I really appreciate it

*Participant:* No problem.
ANNEXURE H

RESEARCH PERMISSION

Attention: Ms Oluwaseun Oshoniyi

Department of Political and Governmental Studies
School of Social Science and Public Administration
NMMU
PO Box 77000
SUMMERSTRAND
6031

Dear Madam

APPLICATION TO CONDUCT RESEARCH

Reference is made to the letter dated 13th March 2012 which was emailed to us on the 30th March 2012.

Infrastructure and Engineering Directorate is hereby granting Ms Oluwaseun Oshoniyi the permission to conduct the research studies, under the heading: The implication of scarce skills at the Nelson Mandela Bay Municipality, in order to assist her toward obtaining her degree (MA - Public Administration).

The permission is granted on the basis that the researcher will adhere to the following:

1. The researcher will adhere to all ethical principles of research.
2. The researcher will observe all Institutional Acts and Guidelines governing the Access to Information.
3. The Researcher will be required to engage Corporate Services Directorate - Human Resources Division at 12th Floor Lillian Diederick Building, formerly known as Brister House Building to align all the findings with the corporate framework, as this framework belongs to the said Directorate.
4. The Researcher will avail the information to the Nelson Mandela Bay Municipality at any given time, if requested to do so.
5. The Researcher will seek permission from the Assistant Director and thereafter the immediate Supervisor of any employees of Divisions within the Directorate, before engaging the employees in the research.
6. The researcher will not attempt to interrupt or interfere with Operations and Operational arrangements of the institution.
7. Employee Participation in this exercise must on a voluntary basis only.
The Participating Employees in this exercise may withdraw at anytime, should they so desire.

SAMWU and INATU unions must be consulted in this exercise as they are employee representatives and are stakeholders in this matter.

10. The information acquired through this exercise will be used for the purpose of this request only.

11. The researcher is prohibited from the act of engaging employees in any way that will have adverse effects on the way that the Municipality is implementing this frame work.

12. Nelson Mandela Bay Municipality reserves the right to terminate the research at any time.

Yours faithfully

BMI MORTIMER ON BEHALF OF
ACTING EXECUTIVE DIRECTOR:
INFRASTRUCTURE & ENGINEERING
ANNEXURE I

EDITOR’S CONFIRMATION

I hereby certify that I, K A Saunders, have edited and amended the foregoing document. I have used the information supplied by the researcher, so absolve myself from responsibility relative to any factual or contextual errors; referencing mistakes or omissions; and any blatant or latent plagiarism contained within the text.

Kathryn Saunders

083 415 2288

katsaund@gmail.com