

CHAPTER 4: DATA ANALYSIS

4.1 Introduction

In the preceding chapter, I describe the research design used in this study and justify the choices made for sampling, the methods of data collection and data analysis. Also highlighted is that this study is of a critical interpretative nature, therefore an analysis of the empirical and non-empirical data in the broader framework of critical research is relevant to this study (refer Figure 3.1: Typology of design to construct an understanding of the effects of the implementation of the SDA in HEIs). Accordingly, the empirical and non-empirical data form an integrated whole, aimed at constructing an understanding of the match or mismatch between the rationale for the implementation of the SDA and that for staff development in HEIs. The data analysis design was planned to indicate *inter alia* the similarities, understanding, differences and contradictions between the data captured from the participant group (empirical data) and the non-empirical captured data (a theory building, philosophical or conceptual analysis of the literature).

In this chapter I offer a critical interpretative account of the data leading to my understanding of the effects of the implementation of the SDA on staff development in HE institutions that emerged from my literature review and my interaction with the participants in the sample studied. This critical interpretative account of data is presented according to the themes of greatest importance to the aims of the study. A thematic analysis with a coding structure managed by means of a computer data-analysis software package called *Atlas.ti*TM was applied to the data. This thematic analysis was grounded in the hermeneutic circle of interpretation, which enabled me not only to seek understanding and meaning from the textual data but also to give the research participants a voice for their own, personal understanding of and meaning of their statements.

Firstly, an account of the non-empirical data is presented. I acknowledge the critical interpretative nature of this study, presenting the meaning of data as it emerged from a triple hermeneutic level (refer §3.5.2, *Ensuring a critical interpretative level of interpretation*). Next I present the empirical data, consisting of the data derived from the individual participants in face-to-face and telephone interviews and the

documented data collected from the participants, followed by the meaning of the data that emerged from the focus group interaction. I then discuss the empirical and non-empirical data analysis, integrating the non-empirical data with the empirical data to substantiate the similarities and differences between the reasons for the implementation of the SDA and those for staff development in HEIs. Furthermore, I acknowledge the emancipatory intent of critical social research by indicating how understanding emerged at an intra-personal and inter-personal level and the understanding obtained in a group discussion.

In the following section I present the findings of the non-empirical data analysis relevant to the aim of this study.

4.2 An exposition of my meaning attached to the literature (non-empirical data)

The findings of the non-empirical data are presented in this section of Chapter 4. I firstly present a network display generated by *Atlas.ti*TM (Figure 4.1) that gives a snapshot of the aim of my literature review. This presentation should be viewed as introductory to the thematic critical interpretative account of the data that follows.

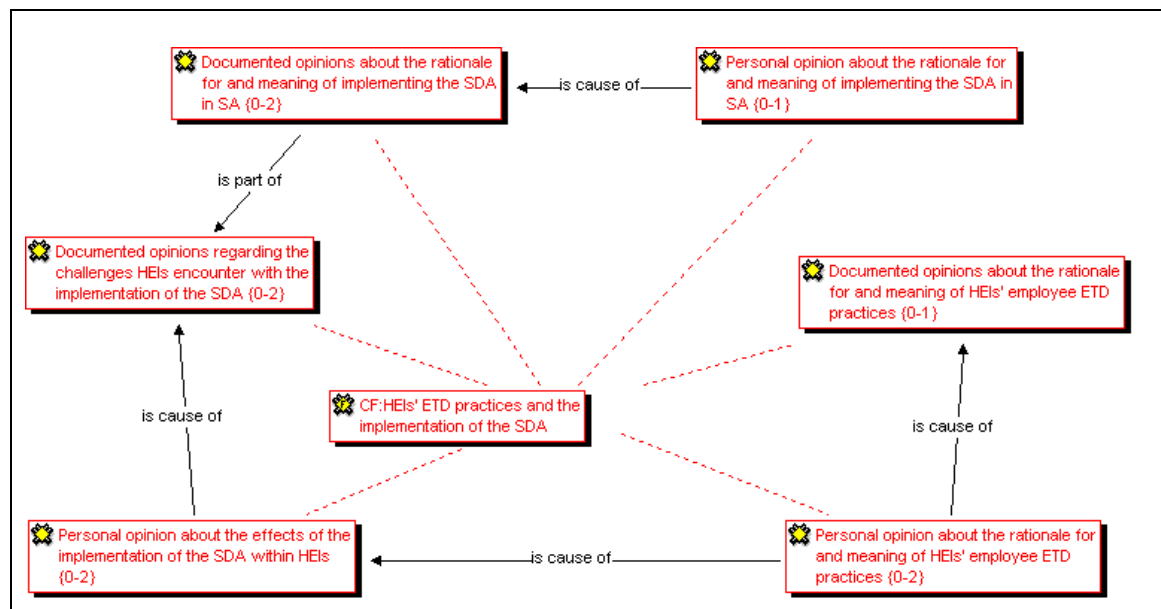


Figure 4.1: Network display depicting the aim of the literature review

Figure 4.1 gives a bird's eye view of the aim of my literature review. The wording in the textbox in the centre of the network view: *CF: HEIs' ETD practices and the*



implementation of the SDA, represents an abridged description of the research aim, namely the match or mismatch between the rationale for and meaning of the implementation of the SDA and HEIs' staff development practices (abbreviated as education, training and development (ETD) practices in the centre block). A limited number of letters could be included in the textbox, otherwise I would have included the full title of the research aim in the textbox. However, the abridged description of my research aim (centre textbox) tells a tale. After assigning (i.e. the *Atlas.ti*TM term describing the linking of text on the software system), Chapters 1 and 2 to *Atlas.ti*TM the aim of my non-empirical data analysis came to the fore. The aim was not to set off the implementation of the SDA against HEIs' ETD practices, but rather to provide my critical interpretative understanding of the match or mismatch between these two factors. The abridged wording in the textbox was consequently chosen at this stage to indicate that the focus is on the meaning of the implementation of the SDA and that of HEIs' ETD practices. For this reason, during my initial data analysis stage I did not attempt to label the ETD practices of HEIs as staff development (the term I prefer as a umbrella term for HEIs' ETD practices) since I endeavoured to search for the meaning that is out there (social reality is "out there" to be discovered) and not only as a re-interpretation of other authors' interpretations. This imply that I endeavoured firstly to give an account of the documented opinions about the implementation of the SDA and HEIs' ETD practices and then to give an account of my own critical interpretation of both. Figure 4.1 illustrates that the focus of my literature research (which consequently elicited meaning for certain themes) originated from the following:

- The documented opinions about the rationale for and meaning of implementing the SDA in SA.
- The documented opinions about the rationale for and meaning of HEIs' employee ETD practices.
- The documented opinions about the challenges facing HEIs with the implementation of the SDA.

These above-mentioned documented opinions, seen against the background of Critical Theory, led in turn to the following:

- Personal opinion about the rationale for and meaning of implementing the SDA in SA.

- Personal opinion about the rationale for and meaning of HEIs' employee ETD practices.
- Personal opinion about the effects of the implementation of the SDA in HEIs.

Figure 4.1 therefore illustrates that the above-mentioned three documented and three personal (6 in total) opinions are interrelated. The arrows linking one textbox with another illustrate the relationship (cause of or is a part of) between them. For example, the documented opinions about the rationale for and meaning of implementing the SDA in SA form part of the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA.

I now present a network display of the findings with regards to each of the aforementioned documented and personal opinions about the rationale for and meaning of the implementation of the SDA in SA (6 in total) with an account of the findings.

4.2.1 Documented opinions about the rationale for and meaning of implementing the SDA in SA

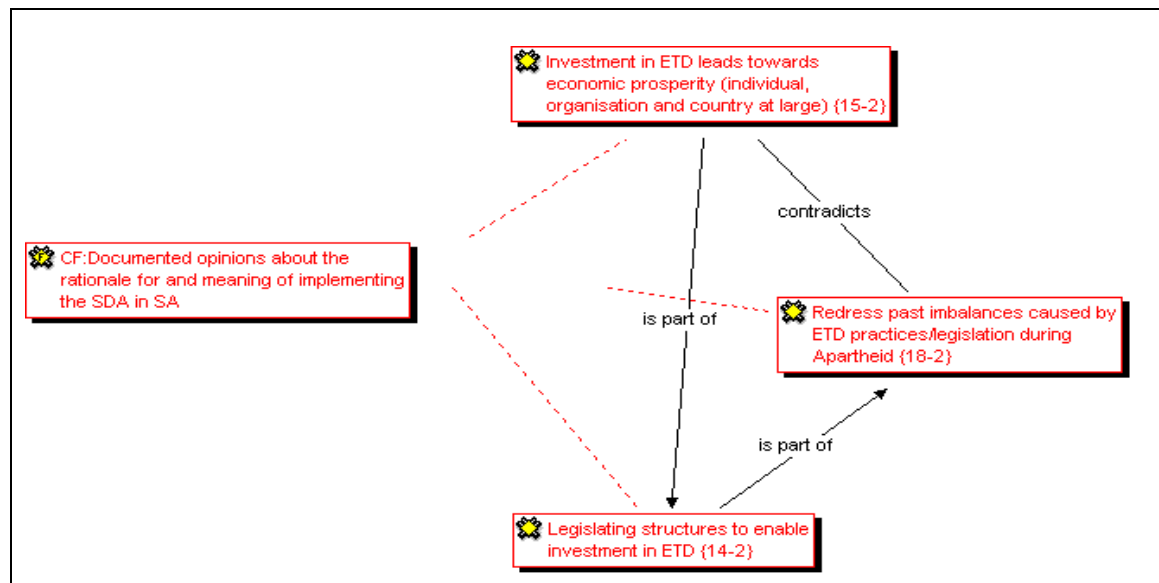


Figure 4.2 Documented opinions about the rationale for and meaning of implementing the SDA in SA

The network display shown in Figure 4.2 illustrates the findings of the documented opinions about the rationale for and meaning of implementing the SDA in SA. The documented opinions were grouped into three interrelated themes which are presented in the textboxes linked to the textbox labelled: *CF: Documented opinions*

about the rationale for and meaning of implementing the SDA in SA. The number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected to substantiate a theme as well as the number of assigned documents from which quotations were selected, are shown in the brackets (e.g. 15-2) of each textbox. The number of quotations assigned to the three themes on *Atlas.ti*TM (45 in total) can be viewed on the compact disk (Public Voice: Outputs). For example, three of the 15 quotations to substantiate the finding that investment in ETD leads towards economic prosperity (individual, organisation and country at large), are as follows:

"There is compelling evidence that points to the strong relationship between investments in human capital (education, training, health, nutrition) and economic growth and development" (Pandor, 2006:1) (P1:31 173-175). The Policy Framework for Education and Training (1996) states: "Unless the types of knowledge and skills available to society are transformed, the apartheid labour market will continue to exist ... and economic development will remain stagnant." (P1:35 186-189). The Green Paper on Skills Development (1997), another draft policy document emanating from the RDP under the auspices of National Economic Development and Labour Council (NEDLAC), refers to "skills" as the "project of employee development ... for economic purpose" (Department of Labour, 1997: Preface) (P1:315 192-195). The SDA states *inter alia* that [its] purposes are: "to develop the skills of the South African workforce – to improve productivity in the workplace and the competitiveness of employers; ... [and] to increase the levels of investment in education and training in the labour market and to improve the return on that investment" (Republic of South Africa, 2004:4) (P1:860 141-145). "The single greatest impediment to economic growth in South Africa is the shortage of skills" (Mlambo-Ngcuka, 2006:7) (P1:863 165-166).

Three of the 18 quotations assigned to substantiate the inference that the SDA were implemented to redress past imbalances caused by ETD practices/legislation during Apartheid, are as follows:

"Policy Framework for Education and Training (1996), states: 'Unless the types of knowledge and skills available to society are transformed, the apartheid labour market will continue to exist'" (P1:35 186:189). "To improve the quality of life of workers, their prospects of work and labour mobility; ... to improve the employment prospects of persons previously disadvantaged by unfair discrimination and to redress those disadvantages through training and education" (Republic of South Africa, 2004:5) (P1:50 294-298). "past skills development practices have not provided the range, diversity.....skills needed (Department of Labour, 2002a:7) (P2:25 191-194).

Three of the 14 quotations assigned to substantiate the inference that Government implemented structures to enable investment in ETD in SA are as follows:

The SDA states *inter alia* that the purposes of the SDA are to be achieved by: "establishing an institutional and financial framework composing – the National Skills Authority (NSA), ... sector education and training authorities (SETAs); ... a skills development levy-financing scheme as contemplated in the Skills Development Levies Act; ... [and] the South African Qualifications Authority [SAQA]" (Republic of South Africa, 2004:5) (P1:337 398-403). The SDA outlines the functions and responsibilities of SETAs (ETDP SETA specific to HEIs) to "develop a sector skills plan in the framework of the national skills development strategy ... allocating grants in the prescribed manner and in accordance with any prescribed standards and criteria to employers, education

and training providers ... [and] to monitor education and training in the sector" (Republic of South Africa, 2004:6-10) (P1:345 437-442). With regard to institutional structures, the SDA requires *inter alia* the "appointment by employers of workplace skills development facilitators" (Republic of South Africa, 2004:26) and that employers should consult with employee representatives on matters dealt with in the SDA (Republic of South Africa, 2004:26) (P1:878 403-407).

I now present the second of the six network displays to illustrate the documented opinions about the rationale for and meaning of the implementation of the SDA in SA.

4.2.2 Documented opinions about the rationale for and meaning of HEIs' employee ETD practices

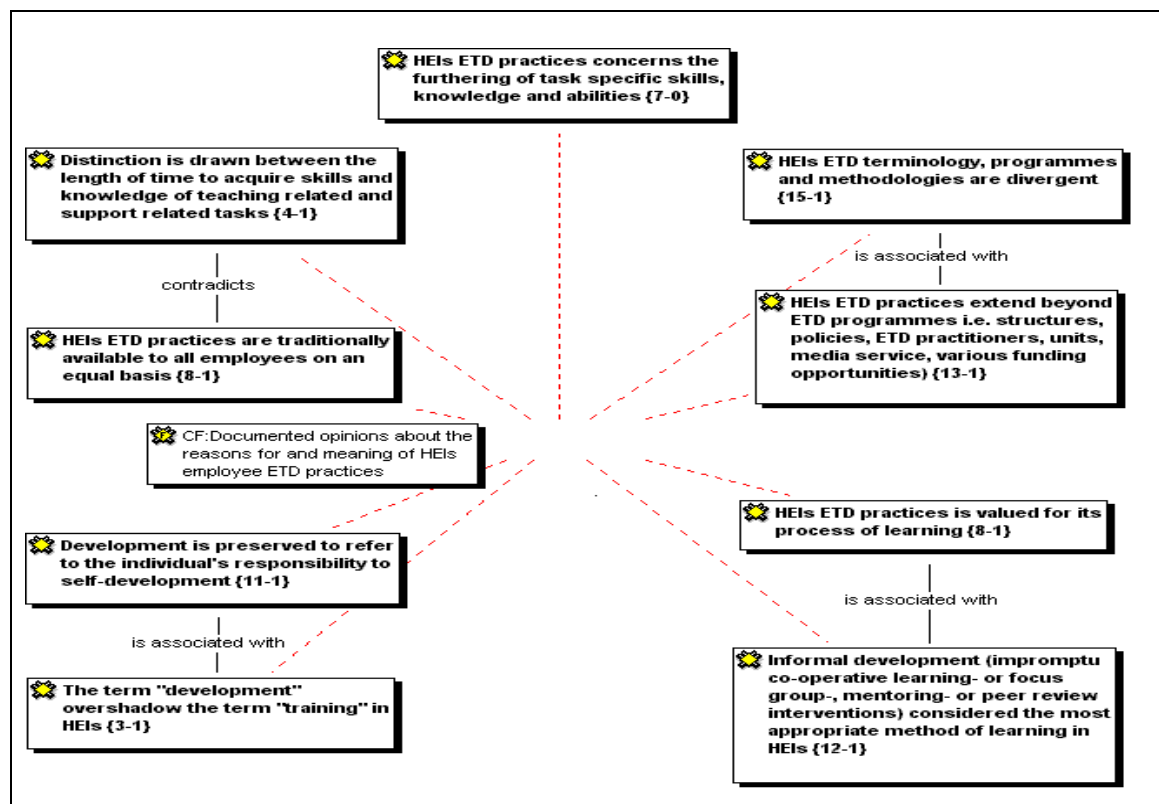


Figure 4.3 Documented opinions about the rationale for and meaning of HEIs' employee ETD practices

The network display shown in Figure 4.3 illustrates the findings of the documented opinions about the rationale for and meaning of HEIs' employee ETD practices. The documented opinions are grouped in nine interrelated themes which are presented in the textboxes linked to the textbox labelled: *CF: Documented opinions about the reasons for and meaning of HEIs' employee ETD practices*. The number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected to substantiate a theme as well as the number of assigned documents from which quotations were



selected, is shown in the brackets (e.g. 4-1) of each textbox. The number of quotations assigned to the nine themes on *Atlas.ti*TM (77 in total) can be viewed on the compact disk (Public Voice: Outputs). For example, two of the 15 quotations to substantiate the finding that HEIs' ETD practices concern the furthering of task-specific skills, knowledge and abilities are as follows:

"A systematic attempt to harmonise individuals' interests and wishes, and their carefully assessed requirements for furthering their careers with the forthcoming requirement of the organisation in which they are expected to work" (Piper and Glatter, 1977:14 cited in Teather, 1979:14) (P1:631 722-725). Wexley (2002:2) and Reid *et al.* (2004:3) refer to training and development as the planned effort by an organisation to facilitate the learning of job-related behaviour (behaviour includes skills and knowledge) on the part of its employees (P2:77 293-296).

Four of the 15 quotations to substantiate the finding that HEIs terminology, programmes and methodologies are divergent, are as follows:

Shore (cited in Teather 1979:77) also notes that most Canadian HEIs have opted for consultations, discussions and guidance from more experienced staff members as the means for staff development. In other words, staff development not only consists of formal, non-formal or associated structures but also includes informal activities (consultations, discussions and guidance) (P1:547 838-846). Nisbit and McAleese (cited in Teather, 1979:38-56) summarise the 1979 position of staff development in British universities as follows: "Initial training: generally available, short (one-week) courses, usually specific to the university, including an induction element. Formal provision for experienced staff to develop their teaching: beginning to grow, still mainly in the form of short conferences for discussion, often in a single discipline, regional or national. Informal provision in universities (often in departments: well established for research, quite extensive for teaching, but not organised, and wide variations). Other aspects (training and supervision for research students, courses in administration): beginning of awareness of a need" (Nisbit *et al.*, 1979:46) (P1:905 799:811). Some authors refer to staff development as an umbrella term, synonymous with terms such as in-service education, staff training or continuous professional development (Gall and O'Brien Vojtek, 1994:1; Greyling, 2001:38; Biggs, 1999:42) (P2:42 264-268). It is of interest to note that Nisbit *et al.* (1979) use the term formal when referring to programmes being structured whereas in the previously mentioned report of Foster *et al.* (1979), the term formal refers to a programme leading to a qualification (P1:906 816-821).

Two of the 13 quotations to substantiate the finding that HEIs' ETD practices extend beyond ETD programmes, i.e. structures, policies, ETD practitioners, units, media service, various funding opportunities, are as follows:

The definitions offered in Teather (1979) suggest that staff development includes the processes, structures and programmes that harmonise individual and institutional interests towards mutual growth (P1: 541 718-720). Kapp (1995: 11) broadens the definition by adding "... all activities, actions, processes and procedures that an institution has developed or uses to enhance the performance and the potential of its human resources". For the purposes of the present study, the latter definition is preferred for staff development in HEIs. (P2:83 364-368).

Three of the 15 quotations to substantiate the finding that HEIs' ETD practices are valued for their process of learning, are as follows:

A recent report by Allen, Blackwell and Gibbs (2003: 66 to 78) notes the trend towards the value of the learning process in staff development (P1:555 1122-1123). Ljubljana (1995:68) specifically reports on the staff development practices connected to learning, where learning is acquired from group discussions, trial and error, reflection, discovery and learning from one another (P1:616 1079-1082). Social activities (i.e. group discussions, trial and error, reflection, discovery, learning from one another or methods of learning previously referred to as co-operative or active learning) are considered key to the process of learning in HEIs. (P1:617 1088-1093).

Three of the 15 quotations to substantiate the conclusion that informal development (impromptu co-operative learning interventions, focus group, mentoring or peer review interventions) are considered the most appropriate method of learning in HEIs, are as follows:

Staff development activities include short informal courses. These take a variety of forms, ranging from scheduled programmes to impromptu events arranged to suit the needs of a particular group or department (p. 25) (P1:545 780-783). Informal development included discussion forums with the aim of deliberating on a certain subject matter. Participation in the discussion forums was not restricted to subject-matter experts (educators), but included members of staff from various stakeholder groups (such as student representatives) (p. 67) (P1:619 1141-1145). Shahnaz *et al.* (2005) report on a case study at the Bowling Green State University (Ohio) on the development needs of 92 departmental chairs. The response rate of 60% to a questionnaire survey revealed that the departmental chairs believed that the most successful training interventions were round-table discussions or off-campus speakers from other higher education institutions (Shahnaz *et al.*, 2005:588) (P1: 623 1217-1222).

Two of the three quotations to substantiate the inference that the term "development" overshadows the term "training" in HEIs, are as follows:

Nisbit and McAleese (1979:48) argue that although the notion of imparting a set of skills to a novice is commonly understood as training or development in industry, this does not hold true for HEIs which regard staff training as a wider approach (P1:897 885-888). Nisbit and McAleese (1979:50) argue that the extensive use of the term "training" is an "unfortunate choice" for describing the professional requirements of teachers in British universities (P1:896 870-880).

Two of the 11 quotations to substantiate the finding that the term development in HEIs is assumed to refer to the individual's responsibility for self-development, are as follows:

Development "shifts" the onus from the trainer to the staff member himself [sic]: "it is his task to develop his own competence and understanding, and it has the connotation of personal growth and maturity" (Nisbit and McAleese, 1979:50) (P1:658 916-919). Staff development activities are provided in-house or external to the institution on a classroom or self-instruction basis (P1:662 789-790).

Two of the eight quotations to substantiate the finding that HEIs' ETD practices are traditionally available to all employees on an equal basis, are as follows:

"Staff development should promote understanding between various kinds of staff and different levels of administration" (Jalling, 1979:209) (P 1: 729 736:739). Bitzer *et al.*

(1998:11) note that staff development units in most SA historically privileged HEIs were established during the late 1970s, but that there was an upheaval in staff development in SA HEIs during the 1990s (P1:544 748-751).

Two of the four quotations to substantiate the conclusion that a distinction is drawn between the length of time to acquire skills and knowledge of teaching-related and support-related tasks, are as follows:

Greenaway and Mortimer (1979:71) argue that although the basic approach of academic development is no different from the development of other categories of staff in HEIs, the time scale for achieving this development differs. For convenience, the present study refers from this point on to the other categories of staff members as support staff members (P1:528 951-955). The development needs of the educator profession are rather differently perceived from those of support staff members. Not only do educators have to take cognisance of the continuing expansion of knowledge and theories in their own disciplines (Nisbit and McAleese, 1979:54) but they are also bound to the lengthy time-span involved in the process of programme and curriculum design, implementation and evaluation (P1:551 986-991).

I now present the third network display of my findings to illustrate the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA.

4.2.3 Documented opinions regarding the challenges HEIs encounter with the implementation of the SDA

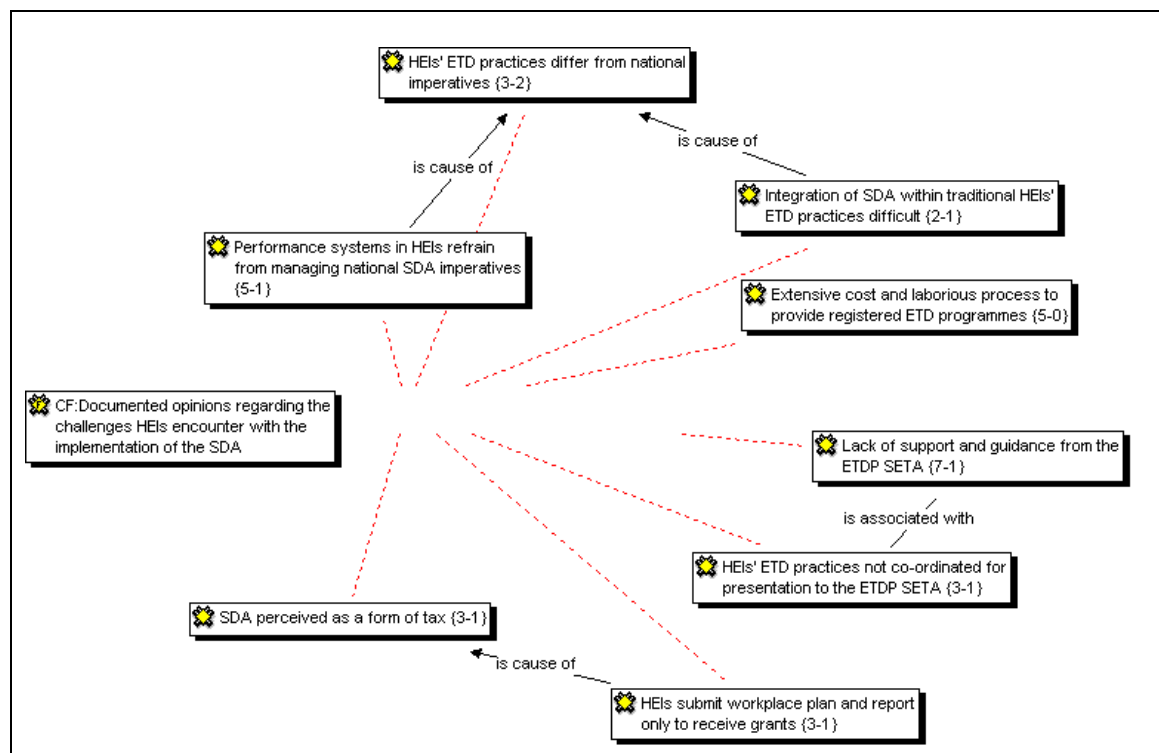


Figure 4.4 Documented opinions regarding the challenges HEIs encounter with the implementation of the SDA

The network display shown in Figure 4.4 illustrates the findings of the documented opinions regarding the challenges that HEIs encounter with the implementation of the SDA. The documented opinions were grouped into eight interrelated themes that are presented in the textboxes linked to the textbox labelled: *CF: Documented opinions regarding the challenges HEIs encounter with the implementation of the SDA*. The number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected to substantiate a theme as well as the number of assigned documents from which quotations were selected, is shown in the brackets (e.g. 5-1) of each textbox. The number of quotations assigned to the eight themes on *Atlas.ti*TM (31 in total) can be viewed on the compact disk (Public Voice: Outputs). For example, one of the five quotations to substantiate the finding that performance systems in HEIs refrain from managing national SDA imperatives is as follows:

Mapesela and Strydom (2004:3), Kapp (1995:9); Bitzer and Kapp, (1998:14), Mofokeng (2002:9), Gilbert and Gibbs (1998:14-19), Gibbs (1998:11-41), Clark and Clegg (2000:38) state that the majority of HEIs implemented a performance management system to manage the requirements for institutional staff development, but refrained from including the broader aims of the SDA as a staff development imperative (P2:94 155-164).

Two of the 15 quotations to substantiate the conclusion that HEIs' ETD practices differ from national imperatives, are as follows:

Greyling (2001:3) highlights that "[most] institutions of higher education will battle with reforming and transforming staff development towards national imperatives since conflicts of interest are imminent between the focus of staff development in HEIs and that of national imperatives" (P2:13 137-141). Barry (2000:9) contends that SA organisations are reluctant to integrate their developmental initiatives with the broader aims of the SDA (P2:74 142-144).

One quotation to substantiate the inference that the integration of SDA in traditional HEIs' ETD practices is difficult is as follows:

Reiner *et al.* (2000:2), Greyling (2001:3), Botha (2003:1) and Van der Westhuizen and Maharasoa (2004:39) note the challenges pertaining to the integration of HEI staff development practices with the requirements of the SDA (P2:1 4-7).

One of the five quotations to substantiate the finding that the extensive cost and laborious process of providing registered ETD programmes in HEIs, is as follows:

Fourie (2003:1), Botha (2002:3); Van Niekerk (2004:110) and Layton-Matthews (2004:1) are concerned about the extensive costs and the laborious process involved in registering the workplace learning programmes on the National Qualifications Framework, and also in the accreditation of workplace learning providers (P2:3 13-17).

Two of the seven quotations to substantiate the finding that the lack of support and guidance from the ETDP SETA, are as follows:



The comments of Strydom (2004:292), Van Niekerk (2004:111) and Govender (2003:8) that staff development in HEIs is being hampered by the lack of support and guidance from government through the ETDP SETA, are grounds for believing that there is a break in social capital between the HEIs and the ETDP SETA (P1:857 1892-1896). The government's media briefing on Accelerated and Shared Growth – South Africa (ASGISA) refers to public enterprises being consulted in training and development matters, but it is not clear whether HEIs were included (Mlambo-Ngcuka, 2006:1) (P1:317 217-220).

One of the three quotations to substantiate the finding that HEIs' ETD practices are not co-ordinated for presentation to the ETDP SETA, is as follows:

The ETDP SETA skills adviser structure does not provide for a co-ordinating function so that the HEI-specific needs from the nine provinces can be consolidated for presentation to the ETDP SETA chamber. This implies that as the skills development matters submitted by HEIs are not co-ordinated, they cannot be presented as HEIs' collective needs to the ETDP SETA levy chamber (P1:914 472-490).

For example, one of the three quotations to substantiate the finding that HEIs submit their Workplace Skills Plan and Annual Training Report solely to receive grants, is as follows:

Le Grange (SAUVCA Report, March 2004) argues that the general trend among HEIs is to recover as rebates the skills development levies they have paid, not to further the aims of the SDA (P2:16 152-155).

Two of the three quotations to substantiate the conclusion that the SDA is perceived as a form of tax, are as follows:

Lee (2002:4), Ziderman, (1996:313), as well as Whalley and Ziderman (1990: 377) cautions that industry might view the levy-financing scheme as an additional tax (P1:88 423-424). Cloete (2001:8) argues that private and public organisations are considering the SDA as another tax (P2:8 145-147).

I now present the fourth network display of my findings to illustrate my personal opinion about the rationale for and meaning of implementing the SDA in SA.

4.2.4 Personal opinion about the rationale for and meaning of implementing the SDA in SA

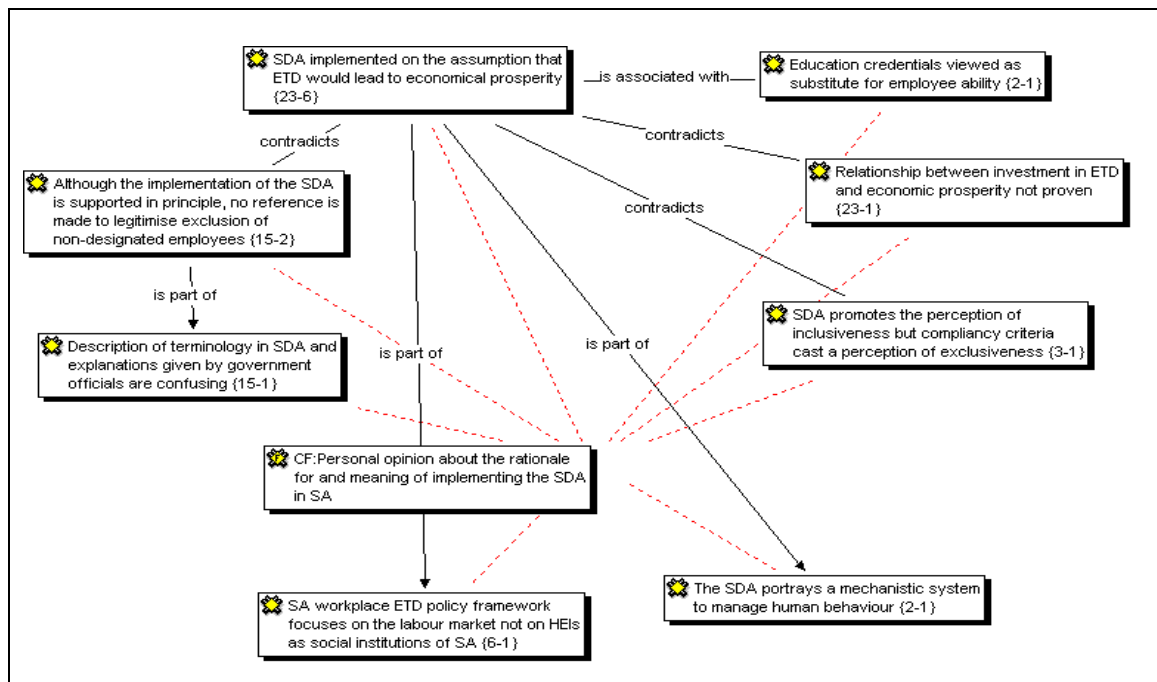


Figure 4.5 Personal opinion about the rationale for and meaning of implementing the SDA in SA

The network display shown in Figure 4.5 illustrates the findings of my personal opinions about the reasons for and meaning of implementing the SDA in SA. My personal opinions were grouped into eight interrelated themes which are presented in the textboxes linked to the textbox labelled: *CF: Personal opinions about the rationale for and meaning of implementing the SDA in SA*. The number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected to substantiate a theme as well as the number of assigned documents from which quotations were selected, is shown in the brackets (e.g. 23-1) of each textbox.

The number of quotations assigned to the three themes on *Atlas.ti*TM (97 in total) can be viewed on the compact disk (Public Voice: Outputs). For example, three of the five quotations to substantiate the finding that the SDA is implemented on the assumption that ETD would lead to economic prosperity, are as follows:

"There is compelling evidence that points to the strong relationship between investments in human capital (education, training, health, nutrition) and economic growth and development" (Pandor, 2006:1) (P1:31 173-175). The Policy Framework for Education and Training (1996) states: "Unless the types of knowledge and skills available to society are transformed, the apartheid labour market will continue to exist and economic development will remain stagnant" (P1: 35 186-189). The Memorandum

of the SDA notes that South Africa's poor economic performance can be attributed to the poor quality and relevance of skills in the workplace as well as the low levels of investment in education and training (P1:312 145-148).

One of the two quotations to substantiate the inference that education credentials are viewed the substitute of employee ability is as follows:

The SDA specifies that providers of workplace learning must be accredited and the programme outcomes achieved should provide workers with qualifications that are recognised nationally in the South African National Qualifications Framework (NQF) (Republic of South Africa, 1998b) (P2:36 233-237). The organisation that employs highly qualified people will outwit and outperform another company (P1:399 1661-1662).

Four of the 23 quotations to substantiate the finding that the relationship between investment in ETD and economic prosperity are not proven, are as follows:

Schultz (1961:1), one of the leading proponents of Human Capital Theory, writes: "Although it is obvious that people acquire useful skills and knowledge, it is not obvious that these skills and knowledge are a form of capital, [or] that this capital is a substantial part of a product of deliberate investment." (P1:784 1569-1573). Lin (1999:29) postulates that the proponents of Human Capital Theory portray the value of investment in education as an ideology for influencing the masses to internalise the values of this theory (P1:611 1546-1548). Livingstone (1997:9) argues: "Human Capital equates workers' knowledge levels with their levels of formal schooling... [to] estimate individual economic returns on learning" (P1:610 1544-1546). It is not clear whether educated people are necessarily more productive or wealthier than uneducated people (Carnoy *et al.*, 2005:4; Livingstone, 2002:1; Baptise, 2001:195; Quiggin, 2000:130; Livingstone, 1997:9) (P1:818 1643-1646).

Two of the three quotations to substantiate the inference that the SDA promotes the perception of inclusiveness but compliance criteria create a perception of exclusiveness, are as follows:

Although the template provided by the ETDP SETAs does not restrict HEIs from planning and reporting on their education and training initiatives for staff members in designated groups only, the criteria used for evaluating the industry plans and reports are based solely on the previously described NSDS targets (percentages) (P1:346 452-456). I informed the Skills Development Committee (SDC) that compliance with the SDA would mean that the University's WSP would also have to demonstrate that a concerted effort was being made towards the workplace learning of designated staff members. Since the majority of the University's planned staff development activities did not meet these criteria, the University's first WSP was a sketchy reflection of its total staff development plan. The members of the SDC responded negatively, arguing that the result of a sketchy WSP would be that the University would receive a WSP grant that would be less than the amount to which the University was entitled. Furthermore, the SDC members stated that it seemed unjust that the "SDA should focus on accredited workplace learning while ignoring the HEI's workplace learning initiatives that had not been accredited" and asked: "Why should the University highlight workplace learning for designated staff members in particular when achieving the institutional goals depended on enhancing all staff members' competencies?" (P2:93 58-76).

One of the two quotations to substantiate the finding that the SDA portrays a mechanistic system for managing human behaviour, is as follows:

I believe that the SDA's focus on preferential treatment for certain staff categories in HEIs is another example of the way in which Human Capital Theory is embedded in the fabric of the SDA, because prioritisation implies that organisations have to implement decision-making systems which by implication manage humans in a way similar to managing the machines in a production chain (Baptiste, 2001:185) (P1:506 551:556). Staff members of the particular HEI are therefore torn away from self-preservation and self-improvement, only to be viewed mechanistically as units in the chain of production (Baptiste, 2001:184; Ritzer and Smart, 2003:180) (P2:9 86-90).

Two of the six quotations to substantiate the inference that the SA workplace ETD policy framework focuses on the labour market and not on HEIs as social institutions of SA, are as follows:

The SA economy is seen as a dualistic economy – a First-World economy based on a skilled labour force and a Third-World economy based on marginalised or unskilled workers regarded as unemployable" (P1:301 167:169). "[T]o increase the levels of investment in education and training in the labour market and to improve the return on that investment" (Republic of South Africa, 2004:4) (P1:890 143-145).

Three of the six quotations to substantiate the finding that the descriptions of terminology in the SDA and explanations given by government officials are confusing, are as follows:

"The organisations that stand to gain the most are those that equip their employees with knowledge, talent, skills and opportunities to deliver and create value. It is such organisations that will establish a culture of lifelong learning and that will ensure sustainable growth in our economy" (Mdladlana, 2003a:1) (P1:302 176-180). The SDA refers to skills as: "to provide employees with the opportunities to acquire new skills" (Republic of South Africa,; 2004:4). (P1:316 209-210). Neither the EEA nor the SDA nor the documentation of the ETDP SETA describes how the previously mentioned percentages should be interpreted. Does it mean that when HEIs prioritise their education and training needs, 85% should be prioritised for black people, and 54% of the 85% should be females and include 4% people with disabilities? Or does it mean that 4% of an institution's education and training needs should be prioritised for people with disabilities (irrespective of race and gender) and 85% for black people, leaving 11% for white people? (P1:539 352-359).

Four of the 15 quotations to substantiate the finding that although the implementation of the SDA is supported in principle by HEIs, no reference is made to legitimise the exclusion of non-designated employees, are as follows:

Authors do not express the belief that education and training should be legislated to ensure the education and training of employees from certain groups, nor that the education and training of employees should be governed by bodies external to an organisation (in this case the HEIs). (P1:523 584-588). The Memorandum of the SDA notes that South Africa's poor economic performance can be attributed to the poor quality and relevance of skills in the workplace as well as the low levels of investment in education and training in the workplace (Memorandum of the Skills Development Act, 1998:46). (P1:861 145-148).

I now present the fifth network display of my findings to illustrate my personal opinion about the effects of implementing the SDA in HEIs.

4.2.5 Personal opinion about the effects of implementing the SDA in HEIs

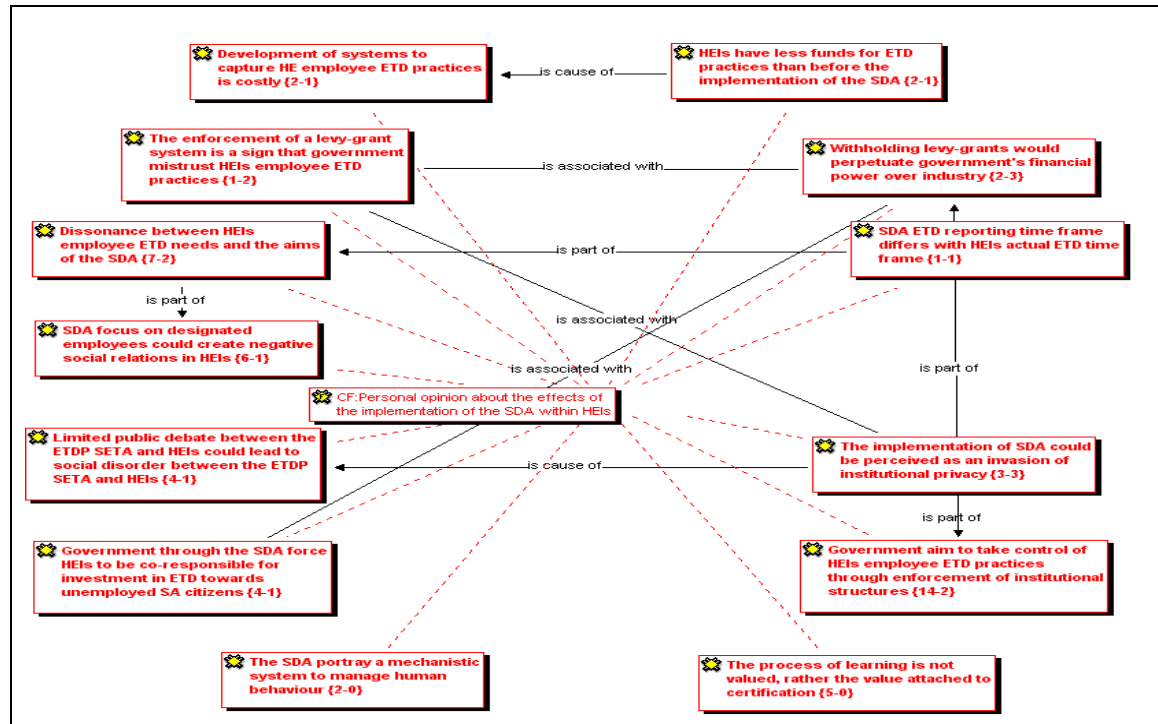


Figure 4.6 Personal opinion about the effects of implementing the SDA in HEIs

The network display shown in Figure 4.6 illustrates the findings of my personal opinions about the effects of implementing the SDA in HEIs. My personal opinions were grouped into 13 interrelated themes which are presented in the textboxes linked to the textbox labelled: *CF: Personal opinions about the effects of implementing the SDA in HEIs*. The number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti™*) selected to substantiate a theme as well as the number of assigned documents from which quotations were selected, is shown in the brackets (e.g. 6-1) of each textbox. The number of quotations assigned to the three themes on *Atlas.ti™* (52 in total) can be viewed on the compact disk (Public Voice: Outputs). For example, three of the six quotations to substantiate that: the SDA's focus on designated employees could create negative social relations in HEIs, are as follows:

HEIs are compelled to invest in the education and training of their staff members, giving priority to people disadvantaged by apartheid (P 1:503 544-546). Consequently, if HEIs can afford to pay only for the development of designated staff members, the development of non-designated staff members would be neglected (P1:504 546-548). It

is questionable whether the government, in its quest for economic prosperity, recognises the value of staff members who did benefit from education and training under apartheid (P1:508 561-563).

Two of the 15 quotations to substantiate the finding that there is dissonance between HEIs' employee ETD needs and the aims of the SDA, are as follows:

The SDA states: " ... To encourage employers to use the workplace as an active learning environment" (Republic of South Africa, 2004:4) and that workers (employees) should be encouraged to "partake in learnerships and other training programmes" (Republic of South Africa, 2004:4 and 16 to 18). Does this mean that government does not recognise development which takes place outside the workplace? This may well be the case, since learnerships and other training programmes are described in the SDA as learning directed towards workplace needs (Republic of South Africa, 2004:4) (P1:917 227-234). HEIs' workplace education and training programmes for staff members should be developed on the basis of unit standards, be accredited on the NQF and be registered with the ETDP SETA. Yet the quality of the education programmes provided by HEIs is assured by the Committee for Higher Education, based on the principle of self-accreditation (Naidoo, 2004:3) (P1:922 615-620).

To substantiate the finding that the enforcement of a levy grant system is a sign that government mistrusts HEIs' employee ETD practices, I quote:

The levy grant system indicates that government seems to mistrust the ability of HEIs to budget and use education and training funds freely (P1:525 601-603).

One of the two quotations to substantiate the finding that the development of systems to capture HEIs' employee ETD practices is costly, is as follows:

The structures established in terms of the SDA indicate that the government realised that achieving the aims of the SDA would not only cost money but would also require structural support (P1:852 592-594).

One of the two quotations to substantiate the conclusion that HEIs have less funds for ETD practices than before the implementation of the SDA, is as follows:

HEIs are compelled to pay a levy of 1% of their payroll. On the basis of compliance (with various criteria as previously described), HEIs would earn a rebate from the ETDP SETA. The levy grant system indicates that government seems to mistrust the ability of HEIs to budget and use education and training funds freely. Therefore, it can be questioned whether the education and training budget of HEIs has not decreased after the implementation of the SDA, because the mandatory grant only equates to 50% of the HEIs' levy amount (Republic of South Africa, 2004:15) (P1:773 599-606).

One of the two quotations to substantiate the finding that withholding levy grants would perpetuate government's financial power over industry, is as follows:

In this way it seeks to monitor the planning and quality of staff development in HEIs on the one hand, and consequently, based on HEIs progress with the latter, to pay a rebate to HEIs on the other hand. (P1:778 444-447).



To substantiate that SDA ETD reporting time-frame differs from HEIs' actual ETD time-frame, I quote:

By implication the HEIs are compelled firstly to plan and report on a prescribed ETDP SETA template their staff development initiatives in a time-frame from 1 April to 28 March annually. (P 1:779 447-449).

Two of the three quotations to substantiate the finding that the implementation of SDA could be perceived as an invasion of institutional privacy, are as follows:

HEIs might view the implementation of the aforementioned structures as an invasion of institutional privacy (P1:761 422-423). Does this mean that HEI management is not, in the eyes of government, fit to manage the education and training of staff members? Or is it merely a matter of government's attempt to govern HEIs' staff development traditions? (P1:762 431-434).

Three of the 14 quotations to substantiate the inference that government aims at taking control of HEIs' employee ETD practices through the enforcement of institutional structures, are as follows:

Employers should consult with employee representatives on matters dealt with in the SDA (Republic of South Africa, 2004:26) (P1:84 406-407). For example, the SDA requires the establishment of an institutional Skills Development Committee to serve as a consultative forum regarding the implementing and reporting on workplace skills plans (Republic of South Africa, 2004:26) (P1:91 426-429). SDA requires *inter alia* the: "appointment by employers of workplace skills development facilitators" (Republic of South Africa, 2004:26) and that employers should consult with employee representatives on matters dealt with in the SDA(P1: 338 404-407).

One of the two quotations to substantiate the finding that the SDA portrays a mechanistic system for managing human behaviour, is as follows:

I believe that the SDA's focus on preferential treatment for certain staff categories in HEIs is another example of the way in which Human Capital Theory is embedded in the fabric of the SDA, because prioritisation implies that organisations have to implement decision-making systems which by implication manage humans in a way similar to managing the machines in a production chain (Baptiste, 2001:185) (P1:506 551-556). Staff members of the particular HEI are therefore torn away from self-preservation and self-improvement, only to be viewed mechanistically as units in the chain of production (Baptiste, 2001:184; Ritzer and Smart, 2003:180) (P2:9 86-90).

Two of the four quotations to substantiate the inference that the government through the SDA compels HEIs to be co-responsible for investment in ETD for unemployed SA citizens, are as follows:

The employer (in this case HEIs) is held responsible and accountable for planning, funding and reporting on the development of staff members (prioritised for designated staff members) as well as for contributing to the skills development of unemployed SA citizens (P1:851 72-75). Imposing a levy grant system and establishing the ETDP SETA and the NQF structure, government intends to make HEIs co-responsible for funding the education and training of not only its employees but also the unemployed population of the country (P1:858 594-597).

Two of the four quotations to substantiate the inference that limited public debate between the ETDP SETA and HEIs could lead to social disorder between the ETDP SETA and HEIs, are as follows:

Parker (2003:1) comments that the ETDP SETA has not established a strong presence or identity in higher education. (P1:854 1861-1862). The workshop held by the ETDP SETA on 19 and 20 June 2003 with all the HEIs is the only instance found in the literature of a national attempt made by the SETA to engage in some kind of dialogue to create an in-depth understanding of the HE sector (ETDP SETA, 2003:12) (P1:855 1862-1866).

I now present the final network display of my findings to illustrate my personal opinion about the rationale for and meaning of implementing the SDA in SA.

4.2.6 Personal opinion about the rationale for and meaning of HEIs' employee ETD practices

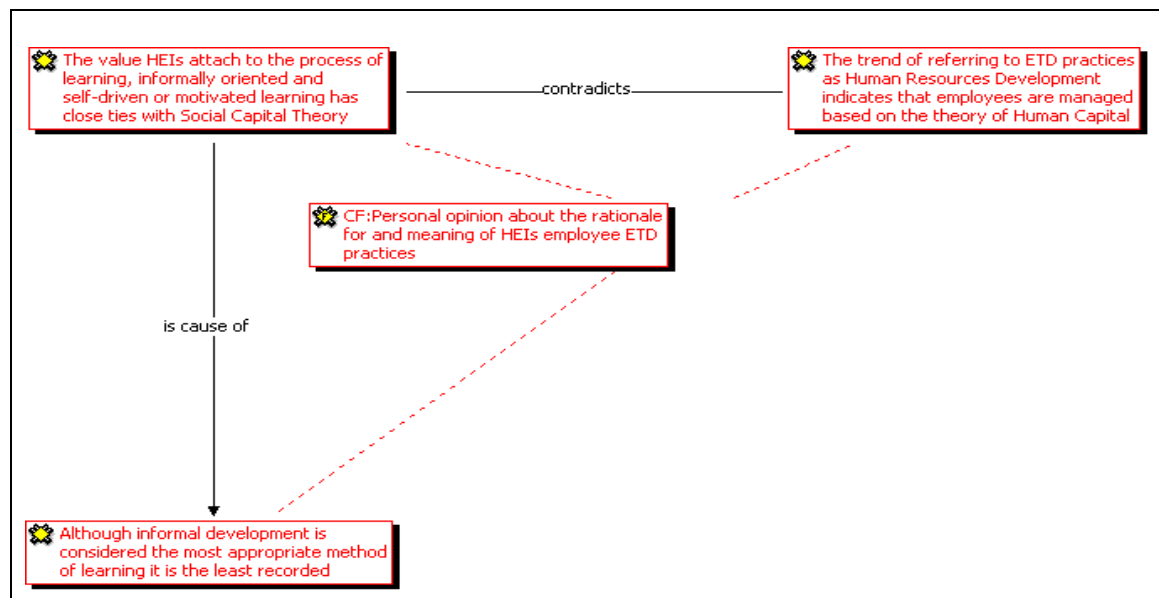


Figure 4.7 Personal opinion about the rationale for and meaning of HEIs' employee ETD practices

The network display shown in Figure 4.7 illustrates the findings of my personal opinions about the reasons for and meaning of HEIs' employee ETD practices. My personal opinions were grouped into three interrelated themes which are presented in the textboxes linked to the textbox labelled: *CF: Personal opinions about the rationale for and meaning of HEIs' employee ETD practices*. The value that HEIs attach to the process of learning, informally oriented and self-driven or motivated learning, seems to have close ties with Social Capital Theory, as can be seen in the following quotation:

Social Capital is regarded as the spin-off, by-product or surplus value of human interaction (Crossley, 2006:286; Svendsen, 2004:11,12 and 18) (P1:843 1749-1750).



Social Capital is 'social' because [it] involves people behaving sociably" and "[it] could be described as a form of 'capital' because [it] refers to a resource that produces action" (Svendson *et al.*, 2004:18; Grootaert and Bastelaer, 2003:2; Gabby and Leenders, 2001:6) (P1: 847 1752-1755). Social Capital Theory refers to an intangible resource which spontaneously accrues during social interaction and serves as the impetus, trigger or motivation to act (Collier, 2003:22) (P1:850 1767-1770).

Three of the seven quotations to substantiate the finding that the trend of referencing ETD practices as Human Resources Development indicates that employees are managed on the basis of the theory of Human Capital, are as follows:

Proponents usually give a one-sided view of Human Capital, based upon the perceived economic benefit as the prime value of this theory, while downplaying human behaviour and the interests of those who participate in education (Baptiste, 2001:198; Quiggin, 2000: 136). (P1:932 1540-1544). Livingstone (1997:9) argues: "Human Capital equates workers' knowledge levels with their levels of formal schooling... [to] estimate individual economic returns on learning." Lin (1999:29) postulates that the proponents of Human Capital Theory portray the value of investment in education as an ideology for influencing the masses to internalise the values of this theory (P1: 933 1544-1548). Lin (1999:29) argues that Human Capital Theory is a capitalist scheme embedded in society, where the dominant class calls for investment to be made in human beings to capture the surplus value generated. Lin (1999:29) comments that the term "capital" in Human Capital Theory is highlighted to refer to certain elements. The first element is the surplus value generated and pocketed by the capitalists, and the second element is the investment by the capitalist, with expected returns in a marketplace (Lin, 1999:29). Therefore, Lin (1999:29) asserts that Human Capital Theory is based on the "exploitative social relations between two classes" (P1:934 1549-1557).

Three of the four quotations to substantiate the inference that although informal development is considered the most appropriate method of learning, it is the least recorded, are as follows:

The learning gained through informal social practices has become pivotal to the learning process in HEIs. However, it is important to note that the case study reports of Allen *et al.* (2003) and Blackwell *et al.* (2003) make no reference to the recording of informal development activities (P1:639 1169-1173). I believe that the absence of recorded informal development opportunities is an indication that the accumulation of learning records is not considered a means towards achieving credentialled qualifications for the purpose of earning external rewards. Otherwise, in my opinion, records of informal development opportunities would have been widely published (P1: 924 1182:1187). Shahnaz *et al.* (2005) report on a case study at the Bowling Green State University (Ohio) on the development needs of 92 departmental chairs. The response rate of 60% to a questionnaire survey revealed that the departmental chairs believed that the most successful training interventions were round-table discussions or off-campus speakers from other higher education institutions (Shahnaz *et al.*, 2005:588). This case study again illustrates that informal development is recognised as a learning strategy, but does not give a clear record of when such events took place or their duration. Similarly, Blackmore *et al.* (2006:373-387) report on an interview survey completed by 18 leaders in academic staff development at universities in the English Midlands, which found that these academic leaders: "learn informally and 'socially', seek and use feedback, usually of an informal kind" (Blackmore *et al.*, 2006: 377). This is yet another example that informal development is recognised as a strategy of development in HEIs. However, no mention is made of recording such interventions nor that such informal learning opportunities were used as a means towards obtaining a qualification (P1: 926 1217-1232).

In this section, I documented the findings of my literature survey (non-empirical data analysis). In the next section I discuss the findings of the empirical data analysis.

4.3 An exposition of meaning emanating from the analysis of empirical data

The findings of the non-empirical data are presented in the previous section of Chapter 4. The contention was furthermore (see §4.1) that the findings of the non-empirical data analysis would be compared to the account of the empirical data analysis. In this section, I therefore offer an account of the empirical data analysis. This account of the empirical data comprises the findings of the data analysis of the individual interactions I had with the research participants and the analysis of the data obtained from the focus group interaction (where applicable). As previously described in Chapter 3 (§3.4 *Research programme*), the data collected from the individual interaction were obtained from interviews (either face-to-face or telephonic) or from documentation received from the research participants (Skills Development Facilitators). I conclude every section with a critical interpretative justification for the match or mismatch between the non-empirical and empirical data analyses.

The data analysis of the section that follows is presented in accordance with the findings of the non-empirical data analysis. The findings of the non-empirical data analysis have been presented as themes (critical interpretative) which emerged from my literature review, in attempt to understand the effects of the implementation of the SDA on staff development in HEIs. I therefore present each theme relevant to the non-empirical data analysis, followed by a network display and account (quotations) of the meaning of the data obtained from my empirical study (interaction with the research participants). The quotations form part of my subjective and selective account (verbatim or an excerpt of the information given to me by the research participants) of the research participants' perceptions of how they manage staff development. My personal narrative has been italicised and reported verbatim in each quotation. I now present the data analysis regarding HEIs' understanding of the reasons for and meaning of the implementation of the SDA in SA.

4.3.1 Documented opinions about the reasons for and meaning of implementing the SDA in SA

The following three themes are presented as relevant to the documented opinions about the reasons for and meaning of implementing the SDA in SA (refer §4.2, Figure 4.2): investment in ETD leads to economic prosperity (individual, organisational and country at large); redresses the past imbalances caused by ETD practices/legislation during apartheid; and legislates structures to enable investment in ETD. I now present the empirical data analysis of each of these three themes. The empirical data analysis is presented by means of a network display generated by *Atlas.ti*™ followed by a discussion of the network display and the account of the findings (quotations) relevant to understanding it. The aim of the presentations is firstly to provide the SDFs' understanding of the rationale for and meaning of implementing the SDA in SA, and secondly to demonstrate whether these three themes have become ingrained in HEIs' employee ETD practices and/or their effects. I now present the first of the three network displays relevant to the rationale for and meaning of the implementation of the SDA in SA.

4.3.1.1 Investment in ETD leads to economic prosperity (individual, organisation and country at large)

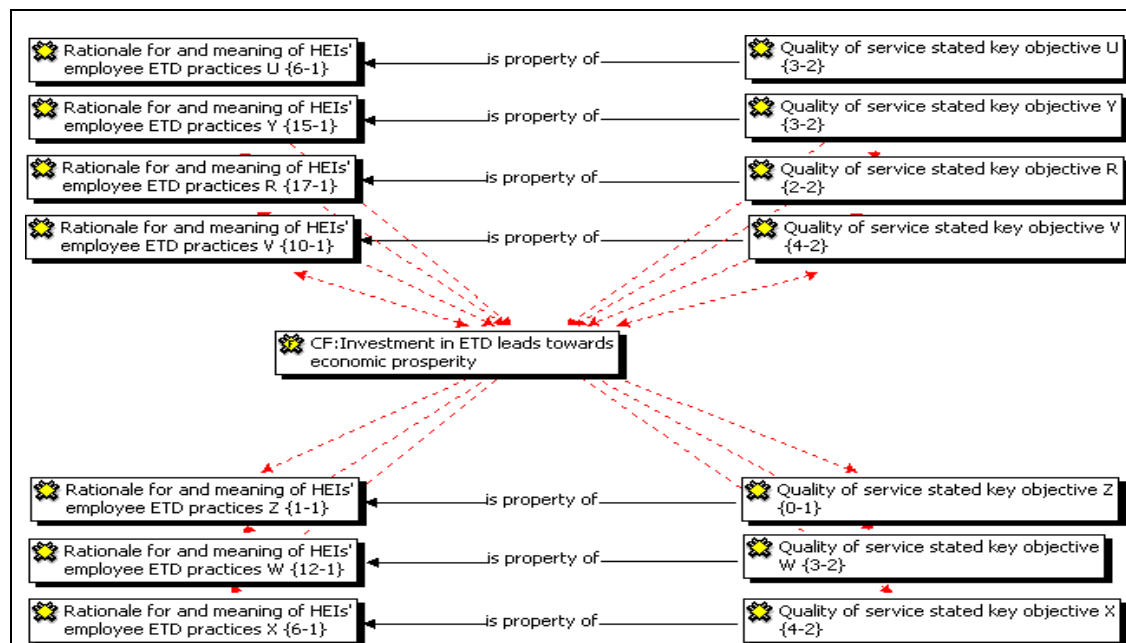


Figure 4.8 Investment in ETD leads to economic prosperity (individual, organisation and country at large)

The network display shown in Figure 4.8 illustrates the number of findings *vis-à-vis* the quotations (segments of text coded in *Atlas.ti*TM) selected and shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate whether the rationale for and meaning of employee Education, Training and Development (ETD) practices in HEIs match or mismatch the rationale for and meaning of the implementation of the SDA (i.e. investment in ETD leads to economic gains for the individual or the country as a whole). The network display illustrates that there are various opinions about the reasons for and meaning of HEIs' employee ETD practices. In addition, service quality is illustrated as a core property of the rationale for and meaning of HEIs' employee ETD practices. It should be emphasised that the number of findings (quotations) selected from each research participant (in the above network display as well as in those that follow) does not represent differences in opinions but only the quotations that contribute to an understanding of the findings. The text assigned to each quotation on *Atlas.ti*TM (in the above network display and those that follow) can be viewed on the compact disk (Public Voice: Outputs). The following quotations selected from each of the research participants are relevant to the understanding of the rationale for and meaning of employee ETD in HEIs:

Human resources development opportunities should be geared towards the strategic goal of retaining, developing and utilising skills at the University (P 1: RD1.6, 60-62). [It] fosters the vision, mission, values and commitments of the University (P 1: RD1.14, 43-44). [It] enhances staff members' employability (P 1: RD1:15, 47-47). It aims to enhance a culture of learning in which continuous learning is nurtured and encouraged in the workplace (P 2: RD2:7, 25-26).

The University regards as essential the provision of opportunities for all staff in respect of their levels of skills and knowledge in order to improve the quality of workplace productivity and staff satisfaction. Staff development (defined as those processes through which the organisation and individuals engage in ongoing learning to meet new challenges and conditions of work) is an integral part of the working life of each member of staff at the University. It is associated with the development needs of the individual, of groups of staff and the achievement of the University's overall strategy. Neither the maintenance of current performance nor the achievement of significant change will be possible without staff who are committed to the University's objectives and who also have the necessary skills to achieve them. To ensure this, the University will continue to support staff development which involves all staff equally as partners in achieving the aims of the University (P 7: UD1:3, 8-21). This entails: helping individual staff members to acquire knowledge and skills which will allow them to carry out their current duties with maximum effectiveness, and thereby contribute to the achievement of agreed objectives; helping individuals or groups of staff to be innovative and creative and to deal positively and productively with the demands placed on them by transformation, organisational change and development; helping individuals develop skills and/or gain qualifications, which will contribute to the development of their work and equip them for their future career; helping individuals to develop skills and expertise, in order to contribute to the development of the University as well as their

own professional and career development; and assisting individuals to gain appropriate nationally and internationally recognised qualifications (P 7: UD1:4, 31-46).

The University regards as essential the provision of opportunities for all employees to improve their levels of skills and knowledge in order to improve their ability and the quality of service to clients both in and outside the University (P22: VD1:1, 7-10). It is critical that the University's staff development policy, procedures and practices should play significant roles in attracting, developing and retaining employees of high quality (P22: VD1:3, 10-12). The central aim of staff development is twofold. Firstly, it is to develop and enhance the knowledge and skills of individual staff members related to their specific work environment; and secondly, to improve the functioning of the institution as a whole (P22: VD1:6, 29-32). Ultimately this is always continuous professional development on the one hand, and on the other hand the idea is ultimately to improve workplace performance, since high-quality workplace performance is what we look for in our individual employees (P23: VT1:4, 40-43).

The policy serves as a mechanism for the integration of training and development interventions into broader performance improvement initiatives and alignment of training with the 2015 Strategic Plan (An Agenda for Transformation) and other human resource policies (P 9: WD1:3, 17-20). To achieve a systematic, outcomes and competency based approach to education, training and development initiatives, directly linked to the requirements and needs of the University as outlined in the Training Strategy, Work Place Skills, the University's Strategic Plan and other related policy documents (P 9: WD1:4, 60-64). The University needs to adapt continuously to the changing environment and client needs to achieve service excellence. This is vital for continuous growth in organisational intelligence and skills levels (P 9: WD1:10, 127-129). Staff Development at the University focuses on three areas: Technical skills needed to do the job better or latest trends in technology which will assist in improved quality service and efficiency or the overall performance of the individual and in turn the unit. Specialised Skills needed for professionals in all fields. Formal development – which is assistance towards studying for a formal qualification (P10: WD2:1, 10-18).

Refers to all training practices that lead to the development of the maximum potential of all staff members and enhances better quality, productivity and more job satisfaction (P12: XD1:3, 68-70). The objectives of this policy are to promote staff excellence, to develop a culture for high quality lifelong learning; to foster skills development in the formal economy for productivity and employment growth, to foster leadership and innovation, to promote opportunities for skills acquisition in development initiatives, to maximise staff's potential and to provide equal training opportunities for the holistic development of all employees (P12: XD1:4, 22-30).

Enhance efficient and effective teaching and learning, research and community service at the University. Provide opportunities to improve skills and acquire new skills to enhance competency levels of all employees in the framework of lifelong learning and continuous organisational improvement (P16: YD1:3, 17-21). Imbue University employees with a sense of a positive career attitude, a professional development ethos and culture of work coupled with accountability and commitment to the vision and objectives of the University (P16: YD1:6, 27-30). The training that we engage in, is aligned and supports the bigger mission of the University being quality- research, community engagement and teaching. Without planning, people take ad hoc, you know, courses, that do not actually contribute towards the business of the institution (P18: YF1:7, 31-35). Our ETD planning is just to make sure, that we're answering the needs that exist. And also then there would be the other leg of it, which is to contribute to the national and the sector needs (P19: YF2:1, 8-11).

It starts from skills programme identification: which skills programmes are needed and then again that also build up to career paths that will also lead ultimately to a qualification (P20: ZF1:17, 118-120).



The above-mentioned quotations (representing the whole group of participants) substantiate the finding that the rationale for and aim of staff development in HEIs are to further the individual's knowledge and skills so as to improve the effectiveness and efficiency of higher education. From none of the above quotations could the conclusion be drawn that the aim of staff development in HEIs is to promote economic prosperity, but instead they substantiate that there is a focus on employee effectiveness and efficiency towards providing a quality service. The following quotations selected from each of the research participants are relevant to the understanding that quality service is key to the rationale for and meaning of employee ETD practices in HEIs:

[T]he main focus [of ETD] would be ... to enhance the core functions of the University which is learning generation via teaching and research and community services. In other words, our internal training would focus on enhancing the quality of our service. *Why quality?* To enhance how we generate knowledge. *And the focus of SDA...* they would look at delivering skilled builders (P 6: RT1:29, 26-31). Definitely, it is for the quality service of the University. Which is one element that makes a difference between the skills development and the staff development in the University (P 6: RT1:32, 46-48).

Essentially, enhancing service quality and achieving economic gain are actually interlinked goals, and cannot be separated. *Why?* If you improve quality, this will result in knowledge gain. In our HE context, it is quality of our academic service that is the overriding motive for staff development (P 8: UT1.10, 23-26). The University has a culture of quality assurance (P27: UF1:43, 276-279).

The University regard as essential the provision of opportunities for all employees to improve their levels of skills and knowledge in order to improve their ability and the quality of service to clients both in and outside the University (P22: VD1:1, 7-10). On the one hand, it is to provide quality relevant interventions, but on the other hand to enhance performance. More so, our quality motive (P24: VF1:40, 140-149).

In terms of the reason for staff development, we at the University feel strongly that the promotion of staff development is to enhance the quality of service delivery and service excellence, allowing for improved performance (P10: WD2:6, 25-29).

To all training practices that lead to the development of the maximum potential of all staff members. *Why?* It enhances better quality, productivity and job satisfaction (P12: XD1:19, 67-70). I think there are a few reasons why I think we're doing that. One, is to make certain that the training and development that we engage in, is aligned to and supports the bigger mission of the University, namely quality research, community engagement and teaching (P18: YF1:8, 30-33).

Considering that the documentation received from the SDFs matched (triangulated) the SDFs interpretation of the rationale and aim of staff development, I decided not to debate this theme further during the focus group discussion. In this section I present the findings related to the rationale of and reasons for HEIs' employee ETD practices. The findings substantiate that the reasons for and aim of staff development in HEIs are to further the individual's knowledge and skills so as to improve the

effectiveness and efficiency of higher education in providing a quality service. This finding resonates with the findings of the non-empirical data analysis in terms of HEIs' ETD practices concerning the systematic attempt to facilitate individuals' learning interests towards institutional requirements (see Wexley (2002) and Reid *et al.* (2004:3) (P2:77, 293-296). Considering that the rationale for and aim of staff development in HEIs are not viewed as economic gains but rather as quality of service, this clearly differs from the rationale for and aim of the implementation of the SDA towards economic gains for the individual, organisation and country at large.

I now present the second of the three network displays, in an attempt to illustrate that HEIs' understanding of the rationale for and meaning of implementing the SDA in SA is to redress the past imbalances caused by ETD practices/legislation during apartheid.

4.3.1.2 Redressing the past imbalances caused by ETD practices/legislation during apartheid

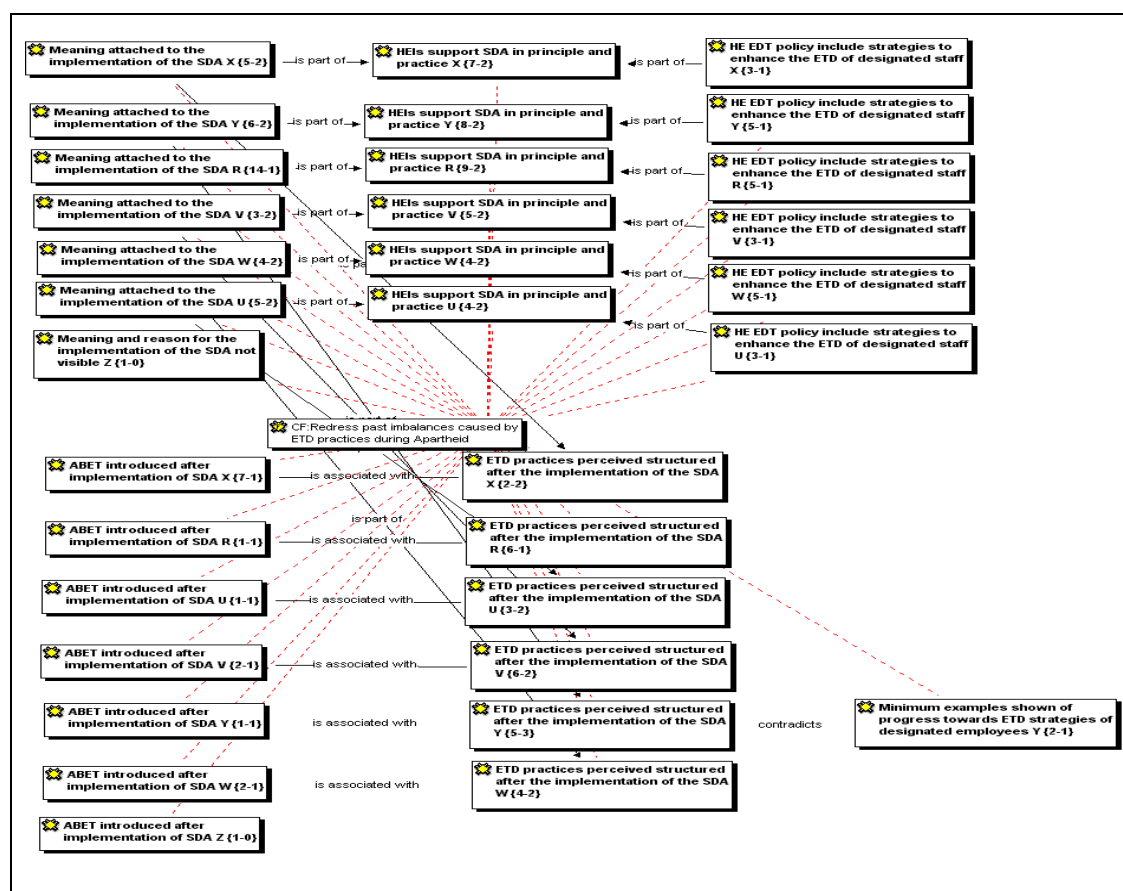


Figure 4.9 HEIs' staff development practices include strategies to redress the past imbalances caused by ETD practices/legislation during apartheid



The network display shown in Figure 4.9 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets, e.g. (6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate the perceptions of the SDFs about the rationale for implementing the SDA in SA. The network display also illustrates that redressing past imbalances is included in the employee education, training and development (ETD) practices of HEIs, and furthermore that HEIs support the implementation of the SDA in practice and principle. In addition, the network display illustrates that HEIs' policy framework includes strategies to enhance ETD for employees from designated groupings, as well as that Adult Basic Education and Training is one the ETD strategies implemented in this regard. Moreover, the above network illustrates that in the midst of implementing strategies towards redress, the ambit of employee ETD practices became more structured after the implementation of the SDA in HEIs. The following quotations selected from each of the research participants are relevant to our understanding that HEIs view the implementation of the SDA as including ETD strategies to redress the past imbalances caused by ETD practices/legislation during apartheid and that the ETD ambit of HEIs became more structured after the implementation of the SDA:

The SDA is located in a history which involves a transition from a society based on division, injustice and exclusion as such (P 5: RF2:1, 26-27). The Affirmative Action clause is clearly to ensure that there is some kind of affirmative action possible. It is broadly based but at least it sets the tone (P 5: RF2:2, 52-67). To improve the prospects and opportunities for persons who find it difficult to be employed (P 5: RF2:4, 95-98). If we look at the Act in a broader context, that is the context that says yes, we come out of a very unfair discriminatory dispensation, there is a lot of inequality we need to redress (P 5: RF2:8, 209-212). I know our employment equity hasn't achieved the required objective (P 6: RT1:22, 178-179). *However, what is the meaning of redress in HE, should it be on a programme or personal level?* It seems on a personal level since the only thing that the WSP wants, what it requires, is that there should be a focus on a designated group and it should be distinct in that regard in the WSP (P21: RF1:26, 230-233). Therefore, the SDA's purpose is to redress the imbalances of the past; the target being meaningful and accredited training that would also include formal qualifications for 85% Blacks, 54% Women, 4% Disabled and Youth. *Does this mean that white males are excluded?* I think on these targets White males are excluded simply because they are perceived as previously advantaged. That is why they are excluded. *But if you look at these targets it does not add up to a 100% and it does not say that white males are excluded.* Yes I do not know how they [DoL] came up with these percentages. It seems as if the percentages given for women and the disabled are included in the 85% for Blacks. Thus in principle it is mainly about prioritisation towards designated groups. Otherwise the SDA would be perceived as discriminating towards white males. But then again why did they [DoL] decide on these percentages, why did they not put a small percentage like for disabled for white males? So it means that they did it deliberately. This is why we started to implement development projects specifically for designated employees at XXX (P32: RT2:18, 116-128).



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The national approach to a skills development strategy as reflected in the consultation document can be summarised as follows: Promotion of Black Economic Empowerment (BEE), and development of skills in the SME sector (P26: UD2:1, 25-32). *Do you think it's fair to exclude non-designated employees?* Hmpff...I think it's realistic to foresee that the SETAs will be emphasising things such as equity to a far greater extent. They will only start to look at how many people from designated groups did we train. Now if you simply do not have the equity representation in your institution that is required [sigh] it means that some of our black staff and other disadvantaged groups will have to be professional students here at our learning centre in order to provide the kind of numbers uhmpff. If these requirements are applied inflexibly and our funding is made conditional upon meeting those targets I foresee a stand-off, I'm not, I don't want to get unnecessarily anxious or angry about it, but there will be a conflict. I don't feel I'm a loner because I think higher education in general will have a problem (P28: UF2:8, 123-134). *Why do you think the Skills Act came into being?* The Skills Development Act essentially promotes the notion of skills development in South Africa from a philosophical point of view – however, on its own it is not powerful enough or practical enough in delineating the mechanisms of skills development. It is vital that the SDA be understood in conjunction with the Skills Development Levy Act (SDLA) for a more comprehensive understanding of the way in which skills development will practically operate in SA. From my own personal perspective, the SDA must also be understood in relation to the National Skills Development Strategy (NSDS) for the full detailed picture to emerge. In my profession and past experience, the SDA and SDLA are often referred to as the "carrot and stick" combination. Together, they serve as both a mobiliser and incentiviser, but on the flip side, also as a punitive measure if not correctly implemented and supported (P37: UT2:1, 4-14). Flowing out of the research work constantly conducted by the Skills Development Unit contained in the Department of Labour, and based on progress made with the National Skills Development Strategy as it cascades into Sector Skills Plans and Workplace Skills Plans, the country should have a clear idea of national progress with regard to employment equity statistics. As such, I would assume that these specific percentages have been stipulated in order to ensure the necessary progress in relation to national objectives. These percentages are in place to narrow the divide between those who were historically advantaged in comparison to those who were historically disadvantaged. These percentages, if implemented and realised in X, should level the "playing field" as seen in our X as far as opportunity and progression are concerned (P37: UT2:2, 16-27).

In terms of employment equity and a few other things, the SETA is trying to bring alignment in a way so your skills match the transformation initiatives. *Why so?* I'm not so sure because if you look at the way that our template has been drafted, the past two years it's left out employment equity completely (P25: VF2:4, 64:68). The SDA legislates workplace education, training and development and it allows employees to gain credits towards a qualification. However, it does not clearly state the responsibilities of SAQA, SETAs, Employers and Learners. Hence the targets set for Blacks, Women, Disabled and Youth are to redress past discrepancies. Previously probably 5% of women were identified for training and that is what we need to lift because women always came second. Hence, we emphasise the development of designated employees in X. (P34: VT2:1, 4-9).

The SDA is about development of skills to ensure that South Africa does not run short in any event (P35: WT1:13, 74-75). *And your institution's view on this?* Our management's view about the SDA is about training the people so that they are able to deliver or reach certain institutional objectives, one being the development of designated employees, but is part of the development strategy towards every employee (P35: WT1:14, 81-82).

What is the aim and rationale for staff development in your institution? The main reason is for the institution to reach strategic goals. I mean, they determine where they want to be, and one of the main, well the biggest resource that they have, is the human

resource, or resources, and um, to invest in your people to make sure that they're skilled, so that they can, um, do what they need to do so that you can reach your goals, (P29: XF1:9, 88-93). *And what is the aim and reason for implementing the SDA?* Our staff development is counter to the spirit of the SDA because the rationale of the Skills Development Act, is the upliftment of the people, and mainly focused on the previously disadvantaged in the lower levels. We all know that, if you look at the priorities at the SETA and the NSDS targets, it's not for people to get Master's and Doctorates. If, if we, if we pump the funds in the Master's and the Doctorates again, the people on the lower levels will not have the opportunities (P29: XF1:26, 265-270).

What is the aim and rationale for implementing the SDA? The SDA is about embracing the national imperatives of unemployment and to uplift the literacy level of staff so that they can apply for jobs that would put them in a better financial position than currently. *OK, the aim and reason for staff development in your institution?* The academics are already literate, but there are people in the support staff who are not formally accredited, they need to get certified or get their papers. So the institution as part of the country should make time available so that people attend skills programmes and Learnerships (P36: XT2:14, 81-86).

Does your institution include strategies to enhance the development of designated employees? The expenditure of our institution is lopsided in favour of the, the previously disadvantaged, but the thing is, from my perspective, we're already doing that. It's just a different commitment that we have got, uh, now, and the reporting and all that. But, we are doing what we have been doing all along (P19: YF2:22, 178-183). Skills development must be focused on developing, you know, designated groupings. *Why?* For a reason ... to contribute to the institution. Contributing to the institution is also contributing to a larger community (P19: YF2:67, 56-60).

The above-mentioned quotations substantiate the finding that the SDFs view the implementation of the SDA as the government's strategy to redress past inequalities. The following quotations selected, illustrate that the intention of the SDA is included in the philosophy of ETD in HEIs:

The X comply with government regulatory requirements for a National Qualifications Framework, a strategy for skills development and employment equity (P 1: RD1:1, 34-37). Redress the imbalances resulting from the past (P 1: RD1:2, 48-49). Human resources development should be accessible on an equitable basis, should promote the principles of equity, and should reinforce the aims and objectives of the University (P 1: RD1:3, 63-65). PRINCIPAL'S MESSAGE: ... Ensuring human resources development compliance with government regulatory requirements for a National Qualifications Framework, and a strategy for skills development and employment equity (P 2: RD2:1, 23-31). The University will institute special programmes for the upliftment and development of black, female and disabled persons through affirmative action, in order to enable them to compete on an equal footing for promotion. This is important for skills development. These programmes could include the following: elimination of any discriminatory or potentially discriminatory policy, procedures, rules, regulations, customs and practices with regard to career development. Identification of black, female and disabled staff members who are under-utilised in terms of their qualifications and experience, and correctly placing such persons (P 5: RF2:6, 145-152).

In accordance with the University's equity policy there is a commitment to combating all unfair discrimination by ensuring that relevant development opportunities are made available for staff regardless of race, gender, sex, pregnancy, marital status, family responsibility, ethnic or social origin, colour, sexual orientation, age, disability, religion, HIV status, conscience, belief, political opinion, culture, language and birth, creed,



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employment category, handedness, or state of health (P 7: UD1:6, 23-29).

The staff development policy shall take cognisance of the following sections in that document: Promotion criteria, alternative progression and succession planning Employment Equity Policy (P22: VD1:19, 103:115). This policy also complies with and is aligned to the following significant and relevant South African legislation: South African Qualifications Authority Act of 1995, Skills Development Act of 1998, Skills Development Levies Act of 1999, and the Employment Equity Act (P22: VD1:20, 117-126).

Well, first of all it is to comply with the skills legislation in terms of submission of WSP and ATR, to recover the skills levies, but also to try and see what training and development interventions our employees and managers require and to provide some kind of initiatives towards designated employees (P24: VF1:2, 9-14).

Training initiatives at the University must be aligned to the broader plans and programmes aimed at promoting quality service, equity and empowerment of the designated groups. It is important that the University's Training and Development Policy be aligned to the Equity Plan, Recruitment and Selection Policies to support transformation (P 9: WD1:1, 131-137). The Work Skills Plan must serve in the Training and Development Committee and subsequently be submitted to the ETDP SETA in the format prescribed by the SETA (P 9: WD1:21, 496-502).

Preamble to staff development policy: the Skills Development Act, No. 55 of 1998, was promulgated to improve and develop the skills of South Africa's mainly unskilled labour force and to develop and promote the quality and advancement of education and training in South Africa. The Skills Development Levies Act, No. 9 of 1999, provides for the imposition of a skills development levy at a rate of 1% of the salary bill of an organisation. It is the responsibility of the Staff Development Unit to administer this process (P12: XD1:5, 32-41). To fulfil the compliance requirements of the Skills Development Act and Employment Equity Act; align it to the training needs identified in the Sector Skills Plan of the ETDP SETA (P12: XD1:7, 85-88).

The passing of the Skills Development Act (97 of 1998, as amended), as well as the Skills Development Levies Act (9 of 1999) has introduced an unprecedented opportunity for the increase in skill and productivity levels of the South African workforce (P16: YD1:1, 3-13). To this effect, the University's Skills Development Policy (SDP) must support all relevant employee efforts to further their education, training and development through a Skills Development scheme (P16: YD1:2, 14-16). Support skills that address sector-wide development areas as identified by the ETDP SETA (P16: YD1:8, 38-39).

The above-mentioned quotations show that HEIs not only view the implementation of the SDA as redressing past inequalities but also support the SDA in principle and practice. The following quotations have been selected to indicate that HEIs have implemented strategies to enhance the development of designated employees:

This University gives the highest weight to employment equity candidate[s] (P 5: RF2:15, 231-235). Some of the courses here are available for designated specific people, and others are available to all (P 6: RT1:37, 77-78). *Why are there programmes specific to designated employees?* Some of them [designated employees] would have been appointed on the basis of their potential and as a result we develop them to realise those potentials that we appointed in that particular job (P21: RF1:19, 145-147).

Are there any programmes developed or strategies in place for the development of designated employees? There's another strategy that I haven't mentioned, and that is

special programmes for designated employees. We have over the past five, six or seven years introduced a number of special programmes that were specifically for development purposes for people from previously disadvantaged backgrounds. For example called the GOOT Growing Our Own Timber programme where we focus specifically on black and female academics. We also established here, with grant funding that we got from various donors, a unit that we called the Equity Development Unit, specifically aimed at academics in particular but also at support staff from previously disadvantaged backgrounds (P27: UF1:26, 285-294).

Staff transformation: the redress, equity and contemporary interventions in this institution to transform and improve employee performance, promote individual career paths and achieve the organisational vision and mission (P22: VD1:12, 231-233). We promote career development and employee retention, particularly in respect of designated employees (P22: VD1:13, 255-256). Redress and equity issues will receive adequate attention in the development of employees in order to promote the merits of a multi-lingual, multi-cultural and multi-skilled employees who are productively engaged in the merged multi-campus University environment. This policy will incorporate the principles, procedures and practices of redress and equity as per the Employment Equity Act requirements. Selected staff categories, such as: black people, women and persons-with-disability, will be given due consideration for continuous development, mentoring, coaching and management (P22: VD1:15, 346-352).

To provide opportunities and monitor progress on special projects for previously disadvantaged individuals (P 9: WD1:11, 183-184). Facilitate the identification of recommended accelerated development programmes for employees in accordance with the University's Equity Plan (P 9: WD1:14, 216-218).

I note on this document that your institution provides programmes for designated employees; can you tell my why? If they've put that person [designated employee] on a progression plan, that person might be fast-tracked to do other courses, because they are earmarking the person to move into a certain area. It's not open for any person, it is for designated groups (P31: XT1:7, 74-84). If it is a white male? I'm not sure [giggle]. Because you will find that somewhere somehow it does happen though we may say you know it's only people from the designated groups that are being fast-tracked, but you do find in some areas it is very crucial that they really have to move with the people that they have at that point in time who may not fall in the designated group (P31: XT1:8, 86-91).

Employees with disabilities may apply for assistive devices recommended by the specific institution where they are registered for effective completion of the course of study and which will continue to enhance service delivery. A motivation from the institution where they are registered as well as a medical report must be submitted with the application. The amount will be determined annually (P16: YD1:14, 95-100).

The above-mentioned quotations demonstrate that HEIs support the SDA in practice and principle. The following quotations have been selected to offer an example of the programmes implemented in HEIs to enhance the development of designated employees, e.g. ABET:

Adult Basic Education and Training (ABET) is one of the University's skills development priorities. This programme is managed by the Skills Development Facilitator of the University (P 2: RD2:14, 123-125).

We do have an ABET programme, but I must say to you that we have a very small contingent of permanent staff who need ABET. Our ABET programme has up to about 50 or 60 learners, but 80% of those are not our own staff, so we provide the ABET



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programme for the service providers, such as the cleaning contractors, the gardening contractors ... It's the social responsibility of this institution. And we provide that at our cost, they don't contribute (P27: UF1:20 217-223).

We deal with those projects like for example ABET (P23: VT1:3, 31-32), to the point where they can read your circulars and they can actually assist if the need arises to inform the public about what this institution does and where to go to find whatever (P24: VF1:27, 332-337).

It is the policy of University to introduce and use adult basic education and training (ABET) as a training input at XXX that forms part of an integrated career management process, with a view to empowering and developing individuals and ensuring a better qualified, more productive and developed workforce (P15: XD4:2, 11-16).

We support ABET, but not currently provided in our institution (P33: YT1:1, 3-3).

ABET, Oh yes, yes we have an ABET programme (P20: ZF1:25, 163-164).

Against this background it is clear that HEIs do support the SDA. I now present the quotations to substantiate the finding that HEIs' ETD environment has become more structured since the implementation of the SDA. The following quotations selected are relevant to this understanding:

I would say that firstly I'll start with the staff at the lower levels because when the whole thing kicked off it was discovered from the first plan that development was not taking place at the lower levels and now it's beginning to take place. It's slow and gradual but it's getting there and more structured (P 6: RT1:24, 191-194). *Do you think that is due to the implementation of the Act?* Partially, yes (P21: RF1:8, 62-65). Even if it might have been practised it wasn't formally written but it might have been practised in a way to accommodate the previously disadvantaged people but for now to be formalised like this and for us to have the guidelines, is due to the skills development requirements (P21: RF1:14, 87-91). Now we even have a Skills Development Committee that remains the mechanism for gaining legitimacy for, and assuring the quality of, learning and development at institutional level (P 1: RD1:21, 254-256).

Did the context of staff development change since the implementation of the SDA, if so, tell me about it? I do think it has changed. Um, I would say staff development enjoys a slightly higher priority than what it used to be. I do think the requirements of having a training committee, the requirements of submitting an annual report has created a need for more structures and more consultation and more regular consultation. It's not as though staff development wasn't discussed previously, it's just slightly more formalised and the structures are more formalised because of the legislation (P27: UF1:6, 110-120).

Any changes that you could tell me about that occurred since the implementation of the SDA? In any given instance it was never a case of put you on a skills programme. Now it's managed properly (P24: VF1:26, 327-331). Now, we capture the data. Our data management programme or system is part of the structuring of development at XX. The personal development plan, informing people of the legislation and exactly what type of interventions they should record, and then what training have you completed, what training have you intended to complete, this being the platform for a manager to actually look at and say ok where are my skills gaps (P24: VF1:33, 432-440). Training interventions were happening before the implementation of the SDA (P34: VT2:25, 206-215), but are now structured. I have two committees. The one is called the skills development committee, which is more of a management monitoring committee, very few members, there are very strategically chosen members, who help me to make



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decisions and to ratify what it is that I am doing as an SDF. The other one is a more representative committee called the skills development and training committee. Each member there is specifically tasked to represent their section in terms of skills needs and taking back information in terms of these are the type of interventions that are available at the University (P24: VF1:35, 506-515).

What is the benefit of the SDA? Well, the new policy is very in detail, the new policy is trying to put everything together ... the new policy is rounding everything off a bit (P11: WF1:5, 36-38). Historically, but since 2004, 2005, it's been here now more formally set (P11: WF1:17, 163-163). The benefit of the implementation of the SDA is that there is a drive on development of employees and to operate or enhance us as a learning organisation (P35: WT1:15, 86-88). Yes there are changes regarding the structuring of development in our institution (P35: WT1:16, 92-93).

Tell me about the changes that occurred with regard to your ETD practices since the implementation of the SDA? Well, let me tell you, um, the fact that we get the skills levies now, and that we have the money available, we didn't have that in the past. It's very interesting, while I was cleaning my office now, I found a report in 1995, to say that, for the bulk of 1995 we trained 158 people. Last year [2007] more than 3 000. So, um, since we got the money, and the Skills Development Act made it much easier, because the emphasis is now on skills development. Um, I'm very, very happy to say, it, it really, um, progressed and it really contributed to better opportunities that the Skills Development Act initiated, specifically the levies, the money that is available so that we can use it. It's far more structured, it's, it's, it's highlighted, because it's expected from management to support it (P29: XF1:7, 63-74).

Tell me about the changes that occurred with regard to your ETD practices since the implementation of the SDA? Before the dispensation of skills development, was that, there was training and development, which was, you know, it was not focused on what we needed as an institution, in other words, it was not a driver for development. It was ad hoc, it was people saying, "I would like to do this". But if you look at the impact of that, in the operations, sometimes they would take an MBA, for example, do an MBA, finish, to get another job elsewhere (P19: YF2:6, 32-39). So, you know, with the skills dispensation, one thing that helped us to do, is to start to say, why are we training? You know, and once you're asking that question, you realise, there must be a reason why we're spending so much money on developing people. Why are we developing them? What is the focus? Is it even relevant what we're developing them in? What do we want to achieve out of that? And you know, since 2001 then, that's the thinking that we started to infuse in our institution (P19: YF2:9, 47-53). I think what has changed is, um, the reorganisation or refocus, of existing structures. Because, um, I will tell you now, like I'm saying, spending more than we are claiming, because we have always trained. But we're doing it in a particular way, which was maybe not as organised as we got to be organised when skills development came into, um. Yes, yes, it's more structured (P19: YF2:21, 173-178).

Any changes that you could tell me about that occurred since the implementation of the SDA? Staff development was not something that was taken seriously, as it is now (P20: ZF1:4, 78-79).

The above-mentioned quotations substantiate the conclusion that HEIs do support the implementation of the SDA. Not only have policies been implemented to enhance the development of designated employees, but the examples given also indicate that there has been progress towards the development of designated employees in HEIs and that employee ETD practices in HEIs have become more structured since the implementation of the SDA.



In this section I present the findings (representing the whole group of participants) that HEIs include employee education, training and development (ETD) strategies to redress the past imbalances caused by ETD practices/legislation during apartheid. In addition, the findings indicate that HEIs' employee ETD practices became more structured after the implementation of the SDA. Considering that the documentation received from the SDFs matched (triangulated) the SDFs' experience that HEIs include employee ETD strategies to redress past imbalances and that HEIs' employee ETD practices became more structured after the implementation of the SDA, I decided not to debate this theme during the focus group discussion. This finding illustrates the effects of the implementation of the SDA in HEIs. Firstly, that government managed through the SDA to change HEIs' staff development context to include strategies for redress. The findings of the non-empirical data analysis substantiate that after the first democratic elections in South Africa in April 1994, it became a priority for the new government to transform and reform the education system of South Africa (P2:25 191-194). Programmes should, therefore, be implemented to "improve the employment prospects of persons previously disadvantaged by unfair discrimination and to redress those disadvantages through training and education" (Republic of South Africa, 2004:5) (P1:50 294-298). This illustrates that there is a match between the non-empirical and the empirical data analysis, namely that the implementation of the SDA has already impacted on HEIs' staff development practices to include strategies for redress as envisaged by the government. What should, however, also be noted is that the empirical findings substantiate that HEIs' employee ETD practices became more structured after the implementation of the SDA.

I now present the last of the three network displays in an attempt to illustrate HEIs' understanding that the SDA provides for the implementation of structures to enable employee education, training and development practices.

4.3.1.3 Legislating structures so as to enable investment in ETD

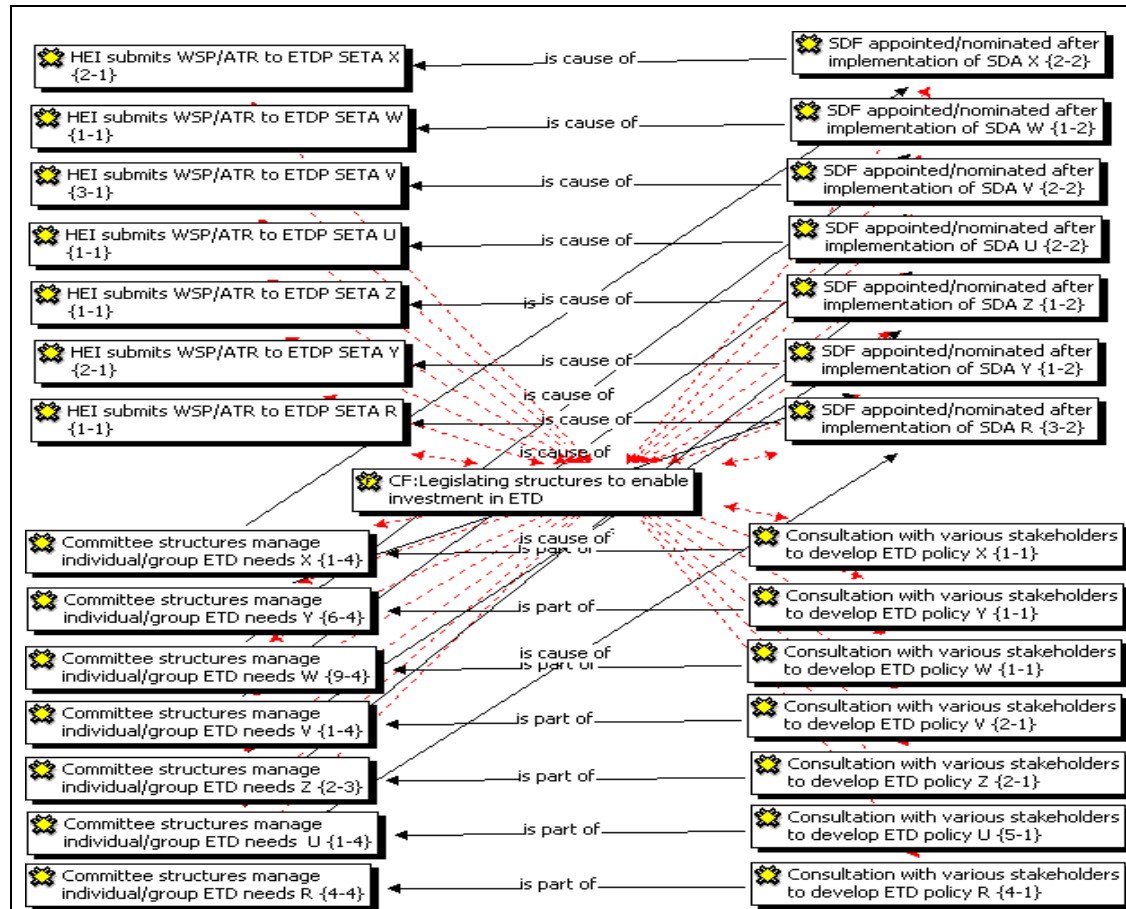


Figure 4.10 Structures are implemented in HEIs to enable employee education, training and development practices

The network display shown in Figure 4.3.1.3 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate that the SDA has been implemented to legislate structures that will enable investment in ETD. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (Public Voice: Outputs). The aim of my empirical research was to ascertain whether HEIs follow the requirements of the SDA with regard to the nomination or appointment of SDFs, the submission of WSPs and ATRs to the ETDP SETA and whether committee structures were implemented to manage employee ETD practices in HEIs. The network display illustrates that in all seven HEIs (the group from which the research participants were drawn) an SDF was either appointed or nominated after the implementation of the SDA and that these HEIs submit their WSPs or ATRs

to the ETDP SETA (shown as: associated with the appointment of an SDF). In addition, committee structures were introduced after the implementation of the SDA and part of these structures has been the introduction of consultation mechanisms regarding ETD practices in HEIs. The following quotations selected from each of the research participants indicate that HEIs submit their WSPs and ATRs to the ETDP SETA:

Do you submit your WSP and ATR to the ETDP SETA? This would include the submission of our WSP and ATR to the SETA (P 1: RD1:1, 34-37).

Tell me about your responsibilities? My responsibilities are surrounding the entire skills development process at the University, which includes planning, implementation, evaluation and reporting on all staff development matters in the institution to the ETDP SETA (P27: UF1:34, 11-14).

Tell me about your responsibilities? My task is to ensure compliance with the skills legislation in terms of submission of WSP and ATR, to recover the skills levies [from the ETDP SETA] (P24: VF1:39, 9-10). In terms of the ETDP SETA we have not just tried to recover mandatory grounds, we have also tried to claim from discretionary grants and we have tapped into what are the SETA targets (P25: VF2:6, 14-17). Our discretionary funds pay for specific development interventions as per ETDP SETA allocations, for example ABET, learnerships or internships [predominantly support or admin employees] (P34: VT2:26, 43-46).

Tell me about your responsibilities? The Work Skills Plan must serve in the Training and Development Committee and subsequently be submitted to the ETDP SETA in the format prescribed by the SETA (P 9: WD1:30, 496-498).

Tell me about your responsibilities? Workplace Skills Plan that needs to be submitted to the ETDPSETA on an annual base (P12: XD1:16, 73-74). My responsibilities are as the SETA requires that I do the skills development and ensure that the implementations do take place and to submit the reports to the SETA. And also facilitate the needs that they identify to ensure that they do take place (P30: XF2:16, 9-12).

Tell me about your responsibilities? Support skills that address sector-wide development areas as identified by the ETDP SETA (P16: YD1:8, 38-39). In terms of the formal side of skills development, it is to prepare the Workplace Skills Plan, and also to report on training that takes place (P18: YF1:6, 11-13).

Tell me about your responsibilities? When the money comes from the ETDP SETA here it used to go to finance and when I wanted to train people, sometimes I would find there's no money. I know, I would know that money came from, because I submitted the WSP, I submitted the ATR (P20: ZF1:31, 301-305).

The above-mentioned quotations substantiate the finding that HEIs submit their WSPs and ATRs to the ETDP SETA. The following selection of quotations demonstrates that HEIs appointed or nominated an SDF (requirement of the SDA) to serve as the link between the HEI and the ETDP SETA:

Are you the Skills Development Facilitator of XXX? I'm the Skills Development Facilitator of the university and my major responsibility is to look at the staff



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development the ... staff development, human resource development of the staff members and skills development initiative, from the SETA side (P 6: RT1:1, 4-8). *Since when?* Since 2003 (P21: RF1:1, 5-5).

Are you the Skills Development Facilitator of XXX? And since when? I have been in this position [Skills Development Facilitator] for five years now. Just short of five years (P27: UF1:1, 4-4). Um, my, the full title of my post is Senior Training Manager and Skills Development Facilitator. So my responsibilities are surrounding the entire skills development process at the University, which includes planning, implementation, evaluation and reporting on all staff development matters in the institution. So, it's provision as well as all the administrative processes surrounding it (P27: UF1:2, 10-15).

Are you the Skills Development Facilitator of XXX? I am. *Since when?* Since I began at the University, which was in 2005 (P24: VF1:1, 4-5). All right. At the moment, Louw, I'm between portfolios so at this point in time actually that question is not totally relevant just to me but what I will do is explain to you how as team leader in HR of training and development what that role entails (P23: VT1:1, 4-7).

Are you the Skills Development Facilitator of X? Ai yes. *Since when?* Since 2003 I am the SDF (P11: WF1:1, 7-7). First in the acting position '98 to 2003, then permanent since 2003 up till now (P29: XF1:1, 11-12).

Are you the Skills Development Facilitator of X? Yes since 2001, since it started, actually long (P18: YF1:1, 7-7).

Are you the Skills Development Facilitator of X? I qualified as the Skills Development Facilitator last year that is 2006. But I've been doing the job without the qualification for just for the experience. *Since when?* This is now my third year (P20: ZF1:1, 7-9).

The above-mentioned quotations show that HEIs do follow the prescriptions of the SDA with regard to the appointment or nomination of an SDF. All seven SDFs were appointed/nominated after the implementation of the SDA. In addition I now illustrate that committee structures were also established in HEIs (after the implementation of the SDA) to manage employee ETD practices:

The Skills Development Committee (SDC) remains the mechanism for gaining legitimacy for, and assuring the quality of learning and development at institutional level (P 1: RD1:21, 254-256). Each and every department, support department and a faculty has got the Human Resources Development Committee with representation from management and unions. Those committees identify collective and fund individual training needs in their faculties or departments (P21: RF1:23, 196-200).

We have a Council Committee established to implement appropriate structures, systems and processes for implementation of our ETD policy (P 9: WD1:26, 168-178). We have portfolio managers accountable for training and development of employees in the faculties (P 9: WD1:27, 187-190), a Directorate for Education Training and Development that conducts needs analysis and that plays an advisory role on redressing of under-performance identified during the performance progress reviews (P 9: WD1:28, 256-263). Our so-called training committee which is required by the legislation and regulations is not called a training committee, it's called the staff development consultative forum and so, you know, it's just a different approach (P27: UF1:4, 28-41). Our Training and Development Committee assists with the development of the Workplace Skills Plan, that informs all employees on the development of the Workplace Skills Plan, implementation and progress on the Workplace Skills Plan and Report (P 9: WD1:29, 343-352).



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At this University our Policy on Staff Training and Development determines that we have to appoint a Training Committee according to the Skills Development Act, to develop a Workplace Skills Plan in support of the University's strategic initiatives and objectives that would provide a blueprint from which co-ordinated and coherent staff development activities in all sectors of the University could proceed (P12: XD1:13, 78-84). In addition, line managers must budget annually for all training opportunities in their division and the Staff Development Unit manages the grants obtained from the skills levy according to set criteria (P12: XD1:12, 134-137).

Our Skills Development Training Committee (SDTC) will, on an annual basis, review the targets, costs and any other elements of the Skills Development Policy that need to be updated or aligned with the needs of the University or requirements of legislation (P16: YD1:9, 42-45). In addition, the Skills Development Training Committee of the University will determine the training needs of the University and record these in the yearly WSP, which will also set annual targets for priority training needs of the University (P16: YD1:11, 54-57).

People in HR responsible for training and development and with union representatives as other stakeholders, I must say all, let me say from the two campuses, are responsible for sort of drawing up and discussing the policies. I remember there was also some independent body, I just forgot the name, that was hired by the University who convened all those workshops that we had (P20: ZF1:21, 36-41).

The above-mentioned quotations clearly demonstrate that committee structures were introduced after the implementation of the SDA. Furthermore, there is also evidence of consultation with various stakeholders as a means to enhance transparency (as regards ETD practices) in HEIs:

Why is there a skills committee? Our Skills Development Committee remains the mechanism for gaining legitimacy for, and assuring the quality of, learning and development at institutional level (P 1: RD1:30, 254-256).

What is the function of the forum? The Staff Development Consultative Forum promotes development opportunities for all staff through the establishment of strategic directions and the development and review of relevant ETD policy. It is advised by relevant university committees, particularly with respect to legal requirements and organisational changes and developments (P 7: UD1:26, 197-202). Our institution is extremely consultative. It's consultative to the point of pain. What I mean by that is, before a policy is introduced, a new policy or an existing policy is revised, it goes through levels of consultation that include a large number of structures at the University before policies are finally approved by the Council of the University. If it relates more to academic matters it would be a Senate decision, but staff development policies go to the Council. So, in that process, the consultation is very wide using intranet, using unions, using staff associations, using structures, I mean we've got structures like the Human Resources Directorate, that's just the people who work in HR, the senior people in HR. Then we've got an HR committee, which represents all facets of University life — academics, management, staff associations, support staff, academic staff, very well represented, and they kind of oversee all HR policies, so it has to go to them then it gets put out to the whole University community then it goes up the ladder, probably a policy would go up to Council eventually through that process. The strategic priorities for this year, they are consulted with the forum, the consultative forum and with the Board (P27: UF1:5, 88-105). Even our two major "unions" are not called unions, but staff associations (P27: UF1:36, 41-51). *Are they registered unions?* Well, first of all the unions as such, staff associations report back to their membership, so that's one



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channel of communication, and then on our website (P27: UF1:37, 80-85).

Is there any consultation regarding staff development as required in the SDA? I must admit, probably because of the roadshows we have been doing over the last couple of years. So when we go on a roadshow we talk personal development, skills development (P24: VF1:36, 26-30). I have two committees. *Why?* The one is called the skills development committee, which is more of a management monitoring committee, very few members, there are very strategically chosen members, who help me to make decisions and to ratify what it is that I am doing as an SDF. The other one is a more representative committee; it is called the skills development and training committee, SDC versus SDTC, and that is a larger committee. Each member there is specifically tasked to represent their section in terms of skills needs and taking back information in terms of these are the type of interventions that are available at the University (P24: VF1:37, 506-515).

Is there any consultation regarding staff development as required in the SDA? Our policies [ETD] it has gone through council level but it has to be negotiated with the unions (P11: WF1:46, 30-31).

Is there any consultation regarding staff development as required in the SDA? I in person wrote the basic staff development policy. Then it was circulated (intervenies), ja let's say so. Actually we started with a strategy, the staff development strategy. From there on we, we drafted the policy. And then it was tabled at the academic committee where all our deans and DVCs sit, as well as the academic support environment, the student development support services, the Academic Development Department, the library, etc. They then took it back to faculties for their inputs, back to their stakeholders for inputs and then after the process everything was approved. It also went to the administration support committee for their inputs, and at the very end it [intervenies] it went to, um, EMC, um, to Senate and to Council. And then, now the implementation, ja, it's communicated, um, via the intranet, quality promotion unit (P29: XF1:29, 119-131).

Is there any consultation regarding staff development as required in the SDA? Yes, the Training Committee, because it's prescribed in their skills development regulations, that's number one. But number two, the value of that committee, is, is, is, very important, because in that committee, what we have done with the approach to forming the committees is that, we have a representative for each one of the occupational levels. So, you have in the one committee a DVC sitting, with a labourer. One for professionals, *one*, yes. Structured in that way, then we have, then we have two unions. Also represented there, just to mitigate, because you have two extremes, you have a labourer who cannot even speak English very well, with a DVC, who is a professor, in the same committee, but, the, the dynamics are such that, the labourer can say what the workers need, without being confrontational, because they're not saying it from a labour point of view, but they're saying from the development point of view. Yes, we, we have made it clear from the beginning, that the committee is not a political committee. It is a developmental committee. So, you know, we discuss needs of people's development against what the institution wants to achieve. And it's structured in that way (P19: YF2:65, 466-482).

Is there any consultation regarding staff development as required in the SDA? When I came here there was nothing. I invited, I remember when this person was here, he tried to form a committee, it couldn't. It was me, this person and a drop in the unions in there and the top management. It's been a struggle. It's been a struggle. It's not well established (P20: ZF1:26, 272-275).

The above-mentioned quotations substantiate the finding that consultation with various stakeholders does take place in HEIs as a means of enhancing transparency regarding ETD practices.



In this section I present the findings (representing the whole group of participants) that HEIs follow the requirements of the SDA regarding the nomination or appointment of SDFs, the submission of WSPs and ATRs to the ETDP SETA and the establishment of committee structures to manage employee Education Training and Development (ETD) practices in HEIs. Considering that all the HEIs had appointed or nominated an SDF, submitted their WSP and ATR to the ETDP SETA and established committee structures to manage employee ETD practices, I decided not to debate this theme during the focus group discussion. This finding illustrates the effects of the implementation of the SDA in HEIs, namely that the government managed through the SDA to change HEIs' staff development context, not only to include strategies for redress as explained in the previous section, but also to accomplish the appointment/nomination of SDFs and the establishment of committee structures to manage HEIs' employee ETD practices and the submission of WSPs and ATRs to the ETDP SETA. This finding clearly matches the non-empirical data analysis presented to substantiate that the government implemented structures to enable investment in ETD in SA (see Figure 4.2 and the quotations presented: P1:337, 398-403; P1:345, 437-442 and P1:878, 403-407).

In this section I present the findings of the empirical data analysis to substantiate whether HEIs perceive the implementation of the SDA as follows: that HEIs should invest in ETD towards the economic prosperity of the individual, organisation and country at large; that HEIs should implement ETD strategies to redress past imbalances caused by apartheid; and lastly, that HEIs should implement various structures not only to enable investment in ETD practices but also for redress. The data analysis presented not only substantiates that the SDFs perceptions are in accordance with the aforementioned reasons and aims of the SDA but also that HEIs support the SDA in principle and practice. This means that HEIs have appointed SDFs, that HEIs WSPs and ATRs are submitted to the ETDP SETA, that committee structures are put in place according to the prescriptions of the SDA and that various programmes have been implemented to enhance the development of designated employees in HEIs. Furthermore, the effect of the implementation of the SDA in HEIs is that ETD practices have become more structured. However, the mismatch that should be noted between the aims of the SDA and the aims of staff development in HEIs is that the documented opinions about the rationale for and meaning of implementing the SDA differ from the aim and rationale for staff development in HEIs.



The aim of the SDA is to invest in ETD as a means towards prosperity (individual/country as a whole) whereas the aim and reason for staff development in HEIs are to enhance efficiency and effectiveness in the context of quality service. Furthermore, the SDA prioritises the development of designated employees under the banner of redress, whereas HEIs prioritise the development of all employees under the banner of institutional efficiency and effectiveness with regard to providing a quality service.

To further substantiate the match or mismatch between the rationale and aims of the SDA and that of HEIs I now present the data analysis of the rationale for and meaning of HEIs' employee ETD practices in the next section.

4.3.2 Documented opinions about the rationale for and meaning of HEIs' employee ETD practices

Nine interrelated themes emerged from the non-empirical data analysis with regard to the rationale for and meaning of HEIs' employee ETD practices. The nine themes are presented in the textboxes linked to the textbox labelled *CF: Documented opinions about the rationale for and meaning of HEIs' employee ETD practices*. The nine themes displayed are: development is assumed to refer to the individual's responsibility for self-development; a distinction is drawn between the length of time to acquire skills and knowledge of teaching-related and support-related tasks; HEIs' ETD practices are traditionally available to all employees on an equal basis; HEIs' ETD practices concern the furthering of task-specific skills, knowledge and abilities; HEIs' ETD practices extend beyond ETD programmes (i.e. structures, policies, ETD practitioners, units, media service, various funding opportunities); HEIs' ETD practices are valued for their process of learning; HEIs' ETD terminology, programmes and methodologies are divergent; informal development (impromptu co-operative learning, focus group, mentoring or peer review interventions) is considered the most appropriate method of learning in HEIs; and the term "development" overshadows the term "training" in HEIs.

I now present the findings of the empirical data analysis relevant to each of the above-mentioned nine themes. The first of the nine network displays that I now present illustrate that development in HEIs refers to the individual's responsibility for self-development.

4.3.2.1 Development is assumed to refer to the individual's responsibility for self-development

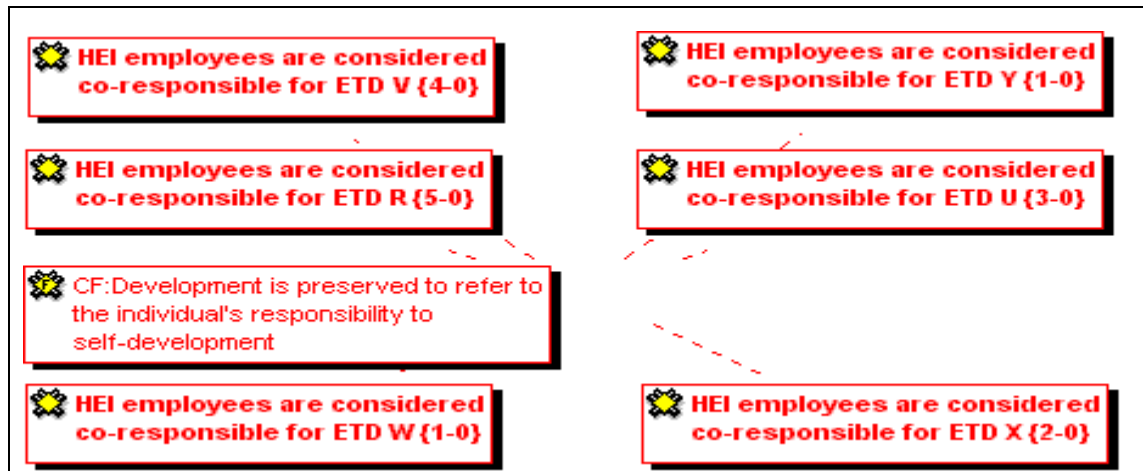


Figure 4.11 Development in HEIs refers to the individual's responsibility for self-development

The network display shown in Figure 4.3.2.1 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six out of the seven research participants (the letter R, U, V, W, X or Y in the textbox represents an SDF) to substantiate that development in HEIs refer to the individual's responsibility for self-development. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs).

The following quotations selected from each of the six research participants are relevant to the understanding that development in HEIs is assumed to refer to the individual's responsibility for self-development:

[S]taff members are encouraged to seek opportunities to upgrade their skills and the competencies that are relevant to their current occupations, as well as their career plans (P 1: RD1:8, 203:217). Determining training needs depends on a positive work relationship between line managers and staff. This relationship is enhanced by the spontaneous communication between the staff member and the line manager (P 2: RD2:3, 208-222).

Each member of staff has a responsibility for reflecting on the evolving character of their work and future career aspirations and identifying their own development needs (P 7: UD1:14, 105-107). Discussing with their Head of School/Department/Office/Unit, Manager, Supervisor or Appraiser the development needs arising from their own reflection, relating them to the needs of the School/Unit/University and establishing priorities; seeking out and participating actively in forms of staff development and training which will help them meet agreed needs (P 7: UD1:24, 105-113). Employees are responsible for driving their own ongoing development – either in the form of

enrolling for qualifications, and/or registering for short courses and skills programmes. As such, both the employee and manager are responsible for the development process (P37: UT2:16, 140-148).

At University, the philosophy, approach and principles underpinning the implementation of staff development are those of reflective practice on the part of individual staff members. Encouraging critical, reflective practice in every individual at University is crucial. This means that staff members reflect on their own needs (personal and professional) and are directly involved in the identification of their individual developmental needs. Furthermore, staff are encouraged and supported to take ownership of their continuous personal and professional development (P22: VD1:11, 133-143). This policy promotes self-development in the following ways: engage in scholarly and personal research into new strategies to improve their own practice. Attend relevant formal and non-formal courses or developmental opportunities for enrichment purposes or to address any shortcomings and gaps in their own practice. Receive development after evaluation of their individual practices P22: VD1:25, 305-312).

All employees are expected to take responsibility and initiative for their training and development (P 9: WD1:17, 318-320). University expects members of its staff to take responsibility for their individual effectiveness, personal and career development (P12: XD1:10, 115-116). There are ample opportunities ... it's more the responsibility of the individual (P29: XF1:35, 328-330).

The above-mentioned quotations substantiate the finding that development in HEIs refers to the individual's responsibility for self-development. Considering that the documentation received from the SDFs matched (triangulated) the SDFs' opinion that HEIs refer to the individual's responsibility for self-development, I decided not to debate this theme during the focus group discussion.

In this section I present the findings (representing the whole group of participants) relevant to the understanding of the rationale for and meaning of HEIs' ETD practices that development in HEIs refer to the individual's responsibility for self-development. This finding matches the findings of the non-empirical data analysis. For example, Nisbit and McAleese (1979) argue that development "shifts" the onus of learning to the staff member (P1:658, 916-919; P1:662, 789-790).

I now present the second of the nine network displays relevant to the reason for and meaning of HEIs' employee ETD practices. This network display illustrates that HEIs draw no distinction between the length of time to acquire skills and knowledge of teaching-related and support-related tasks

4.3.2.2 A distinction is not drawn between the length of time to acquire skills and knowledge of teaching-related and support-related tasks

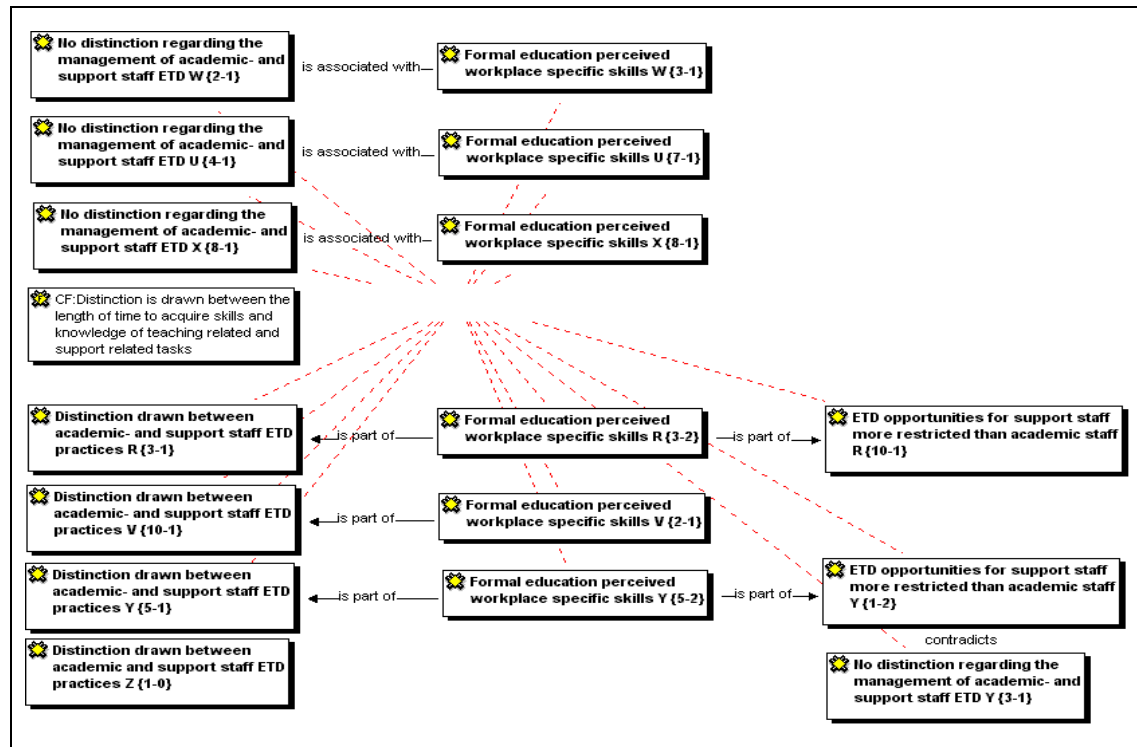


Figure 4.12 HEIs draw no distinction between the length of time to acquire skills and knowledge of teaching-related and support-related tasks

The network display shown in Figure 4. 12 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate that three of the seven HEIs drew no distinction between academic- and support staff ETD practices. However, not one of the SDFs drew attention to a distinction between the length of time to acquire skills and knowledge of teaching-related and support-related tasks. The four HEIs who did draw a distinction between academic and support staff practices, imputed it to opportunities for support staff being more restricted than those for academic staff. This is part of the understanding that formal education is perceived as a workplace-specific skill for academics, so it is managed in such a way that academics have support for the furthering of their academic qualifications, which is not given in the case of support staff. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). For example, the



following quotations selected from each of the research participants substantiate the finding that there is no difference in the management of academic and support staff programmes:

Is there any difference between academic and support staff ETD practices that you experience? No, Funding for conference attendance for support services staff will be considered, subject to "The Guidelines for Funding for Training for University Departments and for Individual Staff Members to Attend Externally Provided Short Courses" and the following criteria: the beneficiaries are staff in grades 1 to 17 who have no other possible source of funding; the conference is directly related to the work the staff member is employed to do in the University's and/or to the individual's development plan (P 7: UD1:18, 355-386). *It is interesting to note that there are no differences mentioned between academic and support staff regarding ETD practices. How so?* For our support staff, similarly we encourage them to attain qualifications that are job-related and most of them study off campus, because they can't attend classes and we're a classroom-based University, not a distance education institution. So, support and academic staff attainment of qualifications, that's our first strategy (P27: UF1:11, 159-163).

Is there any difference between academic and support staff ETD practices that you experience? No, Louw, we prefer that people [academic and support staff] take formal qualifications internally but we don't hold them to it. They apply to us but there might be a range of things; there might not be a suitable supervisor that we would allow them to go externally but it must be specifically linked to their job (P11: WF1:20, 169:182). *Is there any difference between academic and support staff ETD practices that you experience?* No, even conferences for non-academics, they still go (P11: WF1:23, 202-202)

Is there any difference between academic and support staff ETD practices that you experience? No. All opportunities are available for all staff who wish to attend free of charge (P29: XF1:21 285-285). *Is there any difference between academic and support staff ETD practices that you experience?* No, people get to attend workshops outside. That would be for academics and non-academics (P30: XF2:2, 44-45). And also the administrator groups, they go to their own conferences (P30: XF2:3, 55-56).

Is there any difference between academic and support staff ETD practices that you experience? No difference between academic and support staff regarding the management of opportunities. HR caters for academic needs, for administrative needs, as well as for your support staff and when we talk support staff we're talking a combination of both, that's why we're trying to stay away from this academic non-academic categorisation because if you look at somebody who is dealing with research, the research unit, they are considered to be non-academic and yet they relate directly to supporting academic issues. On the other hand if you look at our physical support staff they are non-academic classified but they do not contribute to the academic nature as such yet they support the intervention and physical infrastructures (P23: VT1:10, 100-109).

The above-mentioned quotations demonstrate that the four SDFs do not perceive a difference between academic and support staff with regard to the availability of ETD opportunities. However, the following quotations are selected from three SDFs with regard to a difference between the academic and support staff, relating to the availability of ETD opportunities:



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X do you experience a difference in the availability of ETD programmes between academic and support staff? The University Council makes funds available for the subsistence and travel expenses of staff who attend approved congresses and conferences abroad but not for support staff (P 4: RD4:2, 4-13). If you look at the position of academics and other categories of staff there is a difference. *Why?* Academics have a lot of funding opportunities (P 5: RF2:14, 242-244). [However], academics are fulfilling the core business of the University and as a result they have more opportunities and additional funds for training than the support staff (P32: RT2:1, 5-7).

X do you experience a difference in the availability of ETD programmes between academic and support staff? In terms of the administrative staff, unfortunately very rarely are they exposed to training and development outside of the institution. Rarely. So they would attend more of the generic type courses that are run by HR. Soft skills. People development, people skills (P24: VF1:20, 238-242). If anything at all I find it totally unequal – what's the word... equity does not even come into play. Then on the other hand, the focus is more on the teaching staff and not necessarily on the support and admin staff. So if a department head has to submit something and say I have ten employees in my section, seven of them are lecturing staff, three of them are admin and support staff, they probably would, if there is a small budget allocated it's leftovers to the admin and support, the majority of that budget is definitely utilised, if anything at all it is retained until that person comes up with a need. It's not utilised by the admin person who goes up and says but I would please, please like to attend this particular conference. You're immediately told wait your turn (P24: VF1:34, 454-468).

X do you experience a difference in the availability of ETD programmes between academic and support staff? Yes slightly, because preference will be given to academic staff who are upgrading their qualifications in their fields of study and administrative staff acquiring qualifications relevant to their positions (P16: YD1:19, 148-150). We have a broad training policy, and then, um, then we have a specific skills development policy. And we have a teaching development policy. And we have a research policy. So there are various funding windows for the different categories of staff (P19: YF2:23, 186-188). [More funds are available for academic employees.]

The above-mentioned quotations give the impression that there is a difference between academic and support staff regarding the availability of ETD opportunities. However, the last quotation only notes a slight difference in priority. In other words, academic employees are given preference over support staff with regard to enrolling for formal education. During my interview with the SDF I did not feel it necessary to ask any follow-up questions because I had the impression that the difference merely concerned the prioritisation of opportunities; not the perception that academics have more opportunities than support staff or vice versa. The conclusion that can be drawn from the above quotations is that the majority of HEIs do not distinguish between academic and support staff members with regard to the availability of ETD opportunities. However, opportunities for support staff are more restricted than those for academic staff. This is partly the reason why SDFs perceive formal education in workplace-specific skills for academics as follows:

For academics doing a master's or doctorate degree it is part of their task since they use their knowledge and skills gained from empirical research in their task context



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(P32: RT2:3, 16-18). The minimum requirement for a lecturer is a master's degree but they can move towards a senior lecturer automatically because their promotion requirements are in their hands. Thus for academics it is more aligned to their jobs than for support staff. In essence the research that they do which could lead to attaining a formal qualification is also work-related (P32: RT2:4, 20-24).

The development opportunities that we provide are first of all the attainment of academic qualifications, particularly for academics. That is, the matter of their work is they need to improve their qualifications. So, our objective is to ensure that all of our academic staff have got PhDs (P27: UF1:9, 138-141). Attainment of academic qualifications and we support that in a number of ways; our preference is for people to study at this University but if there's a specialisation not offered here, then we use other universities as well (P27: UF1:10, 148-151). *And if all academics are on sabbatical, who will remain to do the job? We buy out the time of the academic to enable them to go on sabbatical. So it might be a junior black female staff member who hasn't yet qualified for a sabbatical, then we pay for a replacement for her for six months where she can complete a master's or a PhD and there's funding (P27: UF1:27, 297-312).* Formal education (or the pursuit and completion of full qualifications are traditionally more the domain of academics in the sense that it is a core and integral part of their job as tutor, lecturer, professor, etc. As such, the achievement of qualifications is directly expected and required of academics. This remains one of the major draw cards of a higher education environment in terms of being attractive to job-seekers (P37: UT2:11, 95-112). I believe that it is essential for individuals to fully understand that what makes you competent in one capacity or role, does not necessarily make you competent in another. This is particularly true when an individual moves from a functional or specialised role (or in the HE context, an academic role) into a management role. In the context of the academic role, qualifications are naturally essential. In the context of a management role, the required management/leadership competencies can be attained via skills development interventions and/or workplace mentoring/coaching initiatives (P37: UT2:12, 121-127).

Formal education is more work related to academics than to support or admin employees. Doing actually more than one PhDs is actually part of the job of being an academic. They learn from their experience and then mentor others. This is one way of demonstrating our quality service delivery foci. Another thing is how do you demonstrate knowledge creation if there are no publications and presentations, which in essence are part of or the outcome of formal or informal research? Thus research is part of academic's task, hence could lead or is part of a formal education programme. However, once academics leave their profession or advance to a managerial position, they get trapped in that job description, that is where short courses become important (P34: VT2:2, 13-33).

Education is very specific, because we are a learning institution. We do take on people that are not there yet, not whole people so to speak, so for senior academics the minimum qualification would be a master's if they do not have it they could go internally or externally because it is part of their assignment (P11: WF1:18, 166-169). *Does it differ with regard to support staff?* No. Formal education is workplace-specific skills to a certain extent [she referred to support employees in this context]. Formal education is part of career development, however not necessarily as a part of placement for support staff. However for academics it is a requirement since it is part of their task environment (P35: WT1:3, 16-20).

Well, broadly, the, biggest one that the institutional view, if I can say it like that, is the qualification bettering of staff. But they do see it, especially for academic staff (P29: XF1:3, 137-142). *Qualifications, is it a skill for academics?* Oh, ja, ja, ja (P29: XF1:4, 144-145). It beefs up, you know, the profile of that lecturer. And then I think that's the most important measure that they use because I know for sure that they are all pressurised to do a lot of research and to publish (P31: XT1:6, 41-44). For academics, formal study is rather part of their job, their research that could lead to acquiring a



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qualification, is in fact part of their job. While for support staff it is only stated as a kind of minimum requirement when appointed. Not a requirement after employment (P36: XT2:4, 16-19).

Career progress for academics, to us, it's a skills need [he referred to a qualification]. You see, to us it's a skills need, so we, we, we, we would fund that. We have these benchmarks from the Department [Department of Education], how are we going to meet them? (P19: YF2:28, 273-278) *For non-academics also?* Everybody. Uh, everybody, yes. If you anticipate movement, of people, and we cannot restrict that. Yes, yes, we do, because sometimes people get restructured, to totally new areas, and they need to be, uh, developed in formal education. Because, you see, take for example, I, under me I've got people in the exams. These people started off with Standard 10s. But they kept on studying, with our institution, and some of them are doing master's now. Either Public Admin or HR, you know. But now, the dilemma that we're sitting with is, now this person has got a master's, but is still doing, they are still at a job level 11, for example. Is it really fair, when there's a lecturer we recruit from outside, a lecturer's position, we recruit, why can't we develop these people? If we're going to receive skills development only for short learning programmes, we're missing the point, because our business is higher education. Our people need higher education for them to, um, run higher education (P19: YF2:29, 288-308).

The above-mentioned quotations demonstrate that formal education is a work-specific skill for academics. In reflecting on what these SDFs said, I felt it made sense, hence decided to pursue this theme during the group interaction with the SDFs. During the focus group discussion I questioned the five SDFs to find out whether there was reason to believe that certain categories of employees were deprived of development and also why formal education was regarded a work-specific skill for academics. With regard to the first question, the answer was as follows:

I haven't come across in any of your institutions that non-designated employees are excluded nor that there is a differentiation between academic, administrative and support staff with regard to the availability of programmes. Do you concur with my interpretation? Yes, from all SDFs (P 1:7 121-123).

My understanding, based on the above-mentioned findings, is that although HEIs support the implementation of the SDA in principle and practice, there is no indication that non-designated employees are excluded from HEIs' employee ETD practices. As regards the perception that formal education was considered a work-specific skill of academics, the answer was as follows:

Academic staff can easily find ways to enrol for formal education since it is part of their task. *Why R?* In the first place in terms of career progression, although minimum qualification requirements is bound to a certain academic position, they could more easily advance to a more senior academic position based on the completion of formal qualification, which is not so in the case of support employees. *Why?* Support staff members are appointed based on a minimum qualification requirement and experience determined for that position and that is where the formal education requirement ends.

Whereas academic positions progress *ad hominem*. In other words they could be promoted to a more senior academic position the moment that they fulfil the requirements attached to a certain academic position. Obviously the qualification level progresses to a more senior academic position. However, for me the most outstanding reason why formal qualifications are more related to the academic task concerns subject-specific knowledge. Doing research forms an integral part of broadening the subject-specific knowledge of the academic. Therefore, you would find that the university might sponsor an academic to complete a full qualification at another HEI, or even abroad in exceptional cases (P 1:5, 87-13).

My understanding, based on the above-mentioned findings, is that formal education is considered a work-specific skill for academics but not for support staff in HEIs.

In this section I present the findings (representing the whole group of participants) relevant to the documented opinion that there is no distinction between the length of time to acquire skills and knowledge of teaching-related and support-related tasks. The findings substantiate that there is no a distinction between the length of time to acquire skills and knowledge of teaching-related and support-related tasks. This finding is in stark contrast to the non-empirical data analysis. For example, Greenaway and Mortimer (1979) as well as Nisbit and McAleese (1979) argue that the length of time for achieving development differs between academic and support staff (P1:528, 951-955; P1:551, 986-991). In addition, the findings substantiate that formal education is generally perceived as a work-related skill for academics, but not for support staff. This finding questions the prevailing theory of who should bear the cost of education. Marginson (1993:49) comments that those who invest in higher education might be rewarded with “higher earnings,⁸⁸ and therefore there is no obvious reason why the rest of the community should be expected to meet their study costs”. Hence, it is generally accepted that the individual should bear the costs of formal higher education (Johanson *et al.*, 2004:27; Flanagan *et al.*, 1998:10). Similarly Hlavna (1992:3) contends it is neither equitable nor cost-effective to expect taxpayers to subsidise the attainment of qualifications. It seems that the aforementioned motivation that the individual should bear the cost of formal higher education does not apply to academic employees in HEIs, because the attainment of academic qualifications by academic staff seems to be a natural part of their task to push forward the frontiers of knowledge. HEIs should, therefore, bear the cost in this regard.

⁸⁸ Margison's (1993:49) theory of earnings in this context may also refer to intrinsic and not only to extrinsic rewards.

I now present the third of the nine network displays to illustrate that HEIs' ETD practices are traditionally available to employees on an equal basis.

4.3.2.3 HEIs' ETD practices are traditionally available to all employees on an equal basis

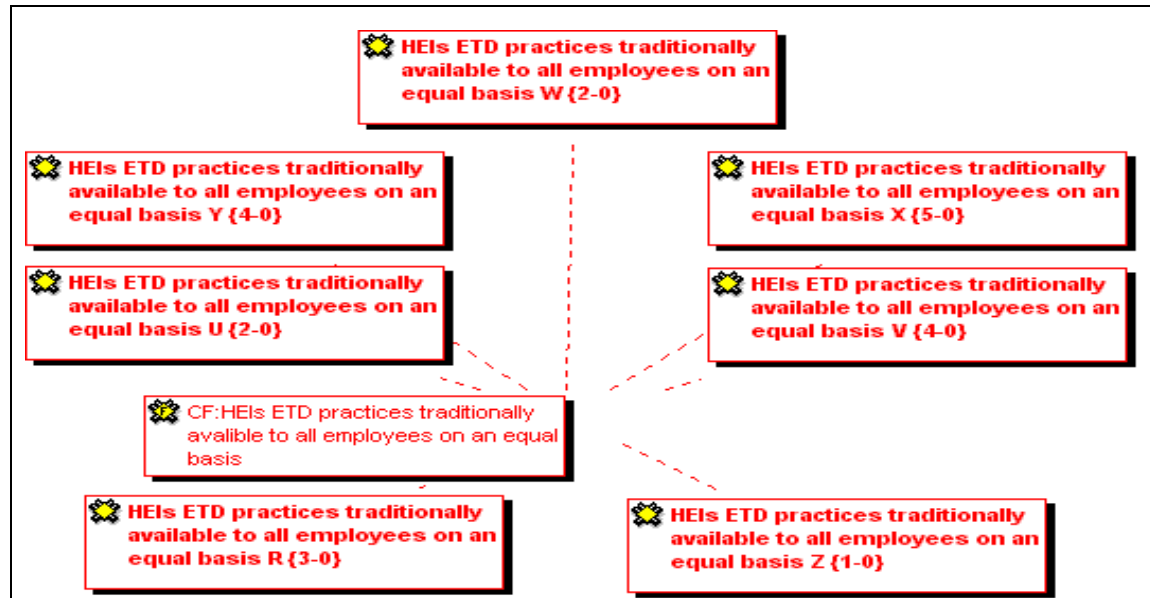


Figure 4.13 HEIs' ETD practices are traditionally available to all employees on an equal basis

The network display shown in Figure 4.13 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate the understanding that HEIs' ETD practices are traditionally available to all employees on an equal basis. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that in all seven HEIs (the research participant group), ETD practices are traditionally available to all HEI employees on an equal basis. The following quotations selected from each of the research participants are relevant in this regard:

Since when have these management and support mechanisms been traditionally available to staff members in this institution? Staff members eligible for training refers to employees appointed for 15 hours or more per week and for 11 or more consecutive months [this implies that there is a performance contract with the staff member] (P 3: RD3:3, 24-26). There has always been a policy in that regard in terms of training and development, and the only thing that could have happened now lately is that it could have been reviewed (P21: RF1:7, 59-62). It has always been there (P21: RF1:9, 68-68).



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Since when have these management and support mechanisms been traditionally available to staff members in this institution? Maybe there is slightly more emphasis now. But I'm not convinced that it is the result of the SDA, you see, because of the business that we're in (P27: UF1:24, 269-271). So, universities by their very nature are very particular about development. Has the SDA changed the way we operate at all? Fundamentally I don't think so, no. In terms of providing us with some easier mechanisms I would say yes. Yes. The unit standards system and the accreditation, the, the, the provider accreditation system has definitely helped us a little bit, but, but the fundamental orientation in principle I would say nothing has really changed (P27: UF1:25, 271-281).

Since when have these management and support mechanisms been traditionally available to staff members in this institution? The University regards as essential the provision of opportunities for all employees to improve their levels of skills and knowledge in order to improve their ability and the quality of service to clients both in and outside the university (P22: VD1:2, 7-10). It's for everybody. All XX employees including your contract staff, your temporary staff, volunteer staff interns (P23: VT1:11, 113-114). *For what reason?* I guess that the higher education institution like XX believes that they have always been doing continuous professional development so that there was no reason now to formally institute or instruct managers and employees to actually now take on what we call training and development, and career development (P24: VF1:12, 166-171). For as long as far as I know (P24: VF1:19, 235-235).

Since when have these management and support mechanisms been traditionally available to staff members in this institution? I think it's history, staff development has always been part of our institution (P11: WF1:3, 20-20).

Since when have these management and support mechanisms been traditionally available to staff members in this institution? Was it implemented since the implementation of the SDA? No. No, no. Not. We've done that, we've done that when I joined the institution, it was like that, ja, it was like that. It developed, um, as I said, due to the better funding, better opportunities. But nothing, ja, the structure didn't change (P29: XF1:6, 235-239). I've started here, um, 13 years ago, 1994, and since then, already, all staff had the opportunity to do training in all environments (P29: XF1:15, 59-60). It was there historically on the campus (P30: XF2:10, 141-153).

Since when have these management and support mechanisms been traditionally available to staff members in this institution? All permanently employed staff of the University are eligible to be considered for staff development assistance. All contract employees will be assisted on a case-by-case basis up to a maximum amount to be determined on an annual basis by the SDTC (P16: YD1:18, 144-147). *Since when?* That has been around since the inception of the University, I'm sure (P19: YF2:19, 162-162). Continuing education. All of them, have always offered, you know, either short courses, um, I mean, HR has been training people in policies for an example (P19: YF2:20, 167:169). But I would say, the, the, especially development courses, and cont ... you know, have, the need has been there forever (P19: YF2:43, 346-349).

Since when have these management and support mechanisms been traditionally available to staff members in this institution? You don't have to be exclusive or say this person is entitled for skills development. I think everybody is entitled to have skills enhanced and it been historically so (P20: ZF1:3, 68-70).

The above-mentioned quotations substantiate that employee ETD is a historical function in HEIs and opportunities are available to all employees on an equal basis. Considering that the documentation received from the SDFs matched (triangulated) the SDFs opinion that employee ETD is a historical function in HEIs and that



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opportunities are available to all employees on an equal basis, I decided not to pursue this theme during the focus group discussion. Instead, during the focus group discussion I questioned the six SDFs to find out whether there was equality between academic and support employees in HEIs with regard to the funding of ETD opportunities. The answer was as follows:

Because of the nature of Higher Education I suppose, what affects the core business, academic and teaching staff is given more support (P 1:5 87-113).

Our support staff are very neglected. There is no career pathing for them [support staff]; another reason why there are restrictions on development is because production is more important than training and development for them [management]. But to make matters worse it is a case of support staff who want to qualify themselves with something that asks for extra money; nobody is prepared to [provide funds] because that job has a ceiling. For academics, promotions are actually in their own hands. They can move from a junior lecturer to a senior lecturer (P 1:5 87-113). But if somebody wants to study internally, they don't have strict rules. No one has to approve it because it is a benefit of Higher Education Institutions. However, there is a restriction on undergraduate study, because staff cannot study during working hours [does not apply for HEIs that provide distance education]. For us it is also restricted to job function. It's a benefit, as much as it is job related. We find our selves with people with qualifications in areas where we cannot employ them and we find that we have a whole lot of people who are doing the wrong [body language pointed to inverted commas] qualifications and because of the type of qualification you have to go and practise and do your articles and we are not in the position to offer that (P 1:4, 66-85).

My understanding, based on the above-mentioned findings, is that there is reason to believe that there is a difference in the ETD approach to academic and support staff in HEIs. Although it has been previously substantiated that ETD opportunities are available to all HEI employees, this finding indicates that the development of support staff is more restricted than that of academic staff.

In this section I present the findings (representing the whole group of participants) relevant to the understanding of the rationale for and meaning of HEIs' ETD practices that employee ETD is a historical function in HEIs and opportunities are available to all employees on an equal basis. This finding matches the findings of the non-empirical data analysis. For example, Jalling (1979) (P 1: 729, 736:739) and Bitzer *et al.* (1998) (P1: 544, 748-751) argue that staff development is a historical function in HEIs and opportunities are available to all employees. However, the empirical findings in this study indicate that development of support staff is more restricted than that of academic staff.

I now present the fourth of the nine network displays relevant to illustrate that HEIs' ETD practices concern the furthering of task-specific skills, knowledge and abilities.

4.3.2.4 HEIs' ETD practices concern the furthering of task-specific skills, knowledge and abilities

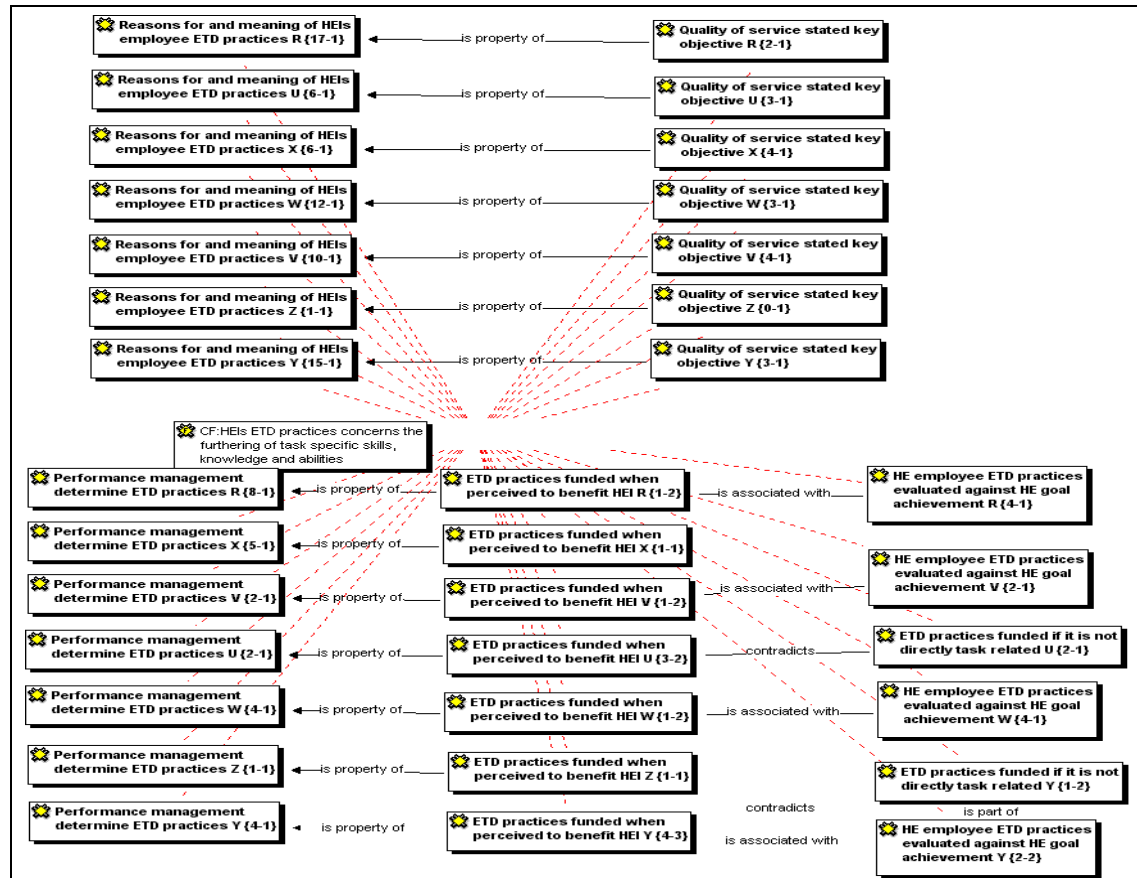


Figure 4.14 HEIs' ETD practices concern the furthering of task-specific skills, knowledge and abilities

The network display shown in Figure 4.3.2.4 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate that HEIs' ETD practices concern the furthering of task-specific skills, knowledge and abilities. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that the quality of service is one of the predominant reasons for and meaning of HEIs' employee ETD practices (to promote task-specific skills, knowledge and abilities). The network display furthermore illustrates that ETD practices are determined and managed in the context of performance management in HEIs. ETD practices are, therefore, not only

funded when perceived as benefiting HEIs but are also evaluated against their perceived benefit to the HEI (illustrated as in association with). Two of the HEIs (U and Y) mentioned, however, that ETD practices would be supported even if they were not perceived as benefiting the HEIs.

The following quotations selected from each of the seven research participants are relevant to the understanding that HEIs' ETD practices concern the furthering of task-specific skills, knowledge and abilities towards the provision of quality service:

What is the purpose of staff development in your institution? Human resources development opportunities should be geared towards the strategic goal of retaining, developing and utilising skills at the University (P 1: RD1.6, 60-62). Enhancing staff members' employability (P 1: RD1:15, 47-47). It aims to enhance a culture of learning in which continuous learning is nurtured and encouraged in the workplace (P 2: RD2:7, 25-26). In other words, our internal training would focus on enhancing the quality of our service. *Why quality?* To enhance how we generate knowledge (P 6: RT1:29, 26-31). Definitely, it is for the quality service of the University.

What is the purpose of staff development in your institution? The University regards as essential the provision of opportunities for all staff in respect of their levels of skills and knowledge in order to improve the quality of workplace productivity and staff satisfaction. *Why quality?* If you improve quality, this will result in knowledge gain. In our HE context, it is the quality of our academic service that is the overriding motive for staff development (P 8: UT1.10, 23-26). Staff development (defined as those processes through which the organisation and individuals engage in ongoing learning to meet new challenges and conditions of work) is an integral part of the working life of each member of staff at the University. It is associated with the development needs of the individual, of groups of staff and the achievement of the University's overall strategy. Neither the maintenance of current performance nor the achievement of significant change will be possible without staff who are both committed to the University's objectives and in possession of the necessary skills to achieve them. To ensure this, the University will continue to support staff development which involves all staff equally as partners in achieving the aims of the University (P 7: UD1:3, 8-21). To help individual staff to acquire knowledge and skills which will allow them to carry out their current duties with maximum effectiveness, and thereby contribute to the achievement of agreed objectives.

What is the purpose of staff development in your institution? The University regards as essential the provision of opportunities for all employees to improve their levels of skills and knowledge in order to improve their ability and the quality of service to clients both in and outside the University (P22: VD1:1, 7-10). The central aim of staff development is twofold. Firstly, it is to develop and enhance the knowledge and skills of individual staff members related to their specific work environment; and secondly, to improve the functioning of the institution as a whole (P22: VD1:6, 29-32). Well, ultimately, remember it is always continuous professional development on the one hand, secondly the idea ultimately is to improve workplace performance, high-quality workplace performance is what we are looking for in our individual staff employee (P23: VT1:4, 40-43). The University regards as essential the provision of opportunities for all employees to improve their levels of skills and knowledge in order to improve their ability and quality of service to clients both in and outside the University (P22: VD1:1, 7-10). On the one hand it is to provide quality-relevant interventions, but on the other hand, to enhance performance. More so, our quality motive (P24: VF1:40, 140-149).



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What is the purpose of staff development in your institution? Staff development at the University focuses on three areas: the technical skills needed to do the job better or latest trends in technology which will assist in improved quality service and efficiency or the overall performance of the individual and in turn the unit. Specialised skills needed for professionals in all fields. These are skills related to the particular specialisation. Formal development – which is assistance towards studying for a formal qualification, immaterial whether it is an undergraduate or postgraduate qualification (P10: WD2:1, 10-18). In terms of the reason for staff development, we at the University feel strongly that the promotion of staff development is towards enhancing the quality of service delivery and service excellence, allowing for improved performance (P10: WD2:6, 25-29).

What is the purpose of staff development in your institution? The objectives of this policy are: to promote staff excellence, to develop a culture for high quality lifelong learning; to foster skills development in the formal economy for productivity and employment growth, to foster leadership and innovation, to promote opportunities for skills acquisition in development initiatives, to maximise staff's potential and to provide equal training opportunities for the holistic development of all employees (P12: XD1:4, 22-30).

What is the purpose of staff development in your institution? Enhance efficient and effective teaching and learning, research and community service at the University. Provide opportunities to improve skills and acquire new skills to enhance competency levels of all employees in the framework of lifelong learning and continuous organisational improvement (P16: YD1:3, 17-21). Imbue University employees with a sense of a positive career attitude, a professional development ethos and culture of work coupled with accountability and commitment to the vision and objectives of the University (P16: YD1:6, 27-30). The training and development that we engage in, is aligned and supports the bigger mission of the University being quality – research, community engagement and teaching. Without planning, people take ad hoc, you know, courses, that do not actually contribute towards the business of the institution (P18: YF1:7, 31-35). Our ETD planning is just to make sure that we're answering the needs that exist. And also then there would be the other leg of it, which is to contribute to the national and the sector needs (P19: YF2:1, 8-11). It enhances better quality, productivity and job satisfaction (P12: XD1:19, 67-70). I think that, there's a few reasons why I think we're doing that. One, is to make certain that the training and development that we engage in, is aligned and supports the bigger mission of the University being quality research, community engagement and teaching (P18: YF1:8, 30-33)".

What is the purpose of staff development in your institution?

It start from skills programme identification, which skills programmes are needed and then again that also building up to career paths that will also lead ultimately to a qualification (P20: ZF1:17, 118-120).

The above-mentioned quotations demonstrate that the purpose of HEIs' ETD practices concerns the furthering of task-specific skills, knowledge and abilities towards providing a quality service. However, in order to achieve the quality service, HEIs implemented or are in the process of implementing performance management systems as a means of managing employees towards achieving this goal. The quotations selected are relevant to this understanding:

By what means are the ETD needs of individuals determined? Human resources development initiatives will be based on a thorough needs analysis in the performance



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management process (P1: RD1:11, 110-113). It is the responsibility of line management to approve the developmental needs of the staff members, as identified by means of the performance management process (P1: RD1:23, 122-124). The procedure for determining a staff member's training and development needs varies according to the outcomes that the individual or department aspires to or should achieve (P2: RD2:9, 182-184). If the above communication is effective and efficient, the performance review will also become part of the mutual commitment to new performance objectives (P2: RD2:10, 269-276). The outcome(s) of the intended programme are directly aligned with the performance output agreement of the applicant (P3: RD3:4, 45-46). So we have got strategies in place for one we have got the performance management system ... then that's where training come in, that's where the training need is identified (P21: RF1:22, 185-195). Each and every faculty and support division do have their own objectives, their own strategic objectives. So based on that there will be a way or there is a way that they use to identify or specifically the collective training needs for that particular division (P21: RF1:24, 206-209).

By what means are the ETD needs of individuals determined? The University has the right to expect that each member of staff, as part of the individual's contractual obligations, will, in collaboration with the line manager, participate in the University's performance management processes which include the opportunity for appropriate ongoing support, undertaking an annual review of the individual's past development and identification of plans for the future (P7: UD1:16, 118-130).

By what means are the ETD needs of individuals determined? The employee development cycle should begin with recruitment and selection, followed by induction/orientation, training and practice, and should culminate in an annual performance appraisal (P22: VD1:14, 288-290). In fact there is no measurement at this point in time given the fact that we have only just merged two years ago we're only just putting into place performance management systems (P23: VT1:8, 89-91).

By what means are the ETD needs of individuals determined? Training needs must be identified: through the Skills Audit Project; at the beginning (planning phase) of the performance management cycle; during progress reviews of the Performance Management System (P9: WD1:13, 442-448). Personal Development Plans and Accelerated Development Programmes must be reviewed on a quarterly basis as part of the quarterly review of the employee's performance. Progress must be discussed between the employee and his/her supervisor (P 9: WD1:19, 394-397).

By what means are the ETD needs of individuals determined? We monitor and identify, by means of a Performance Management Process and other review procedures, areas of their work that could be assisted by training and development activities (P12: XD1:14, 107-109). When I refer to the process, and I refer to the performance management, um, appraisal (P29: XF1:2, 93-97). And that is actually captured in a performance management development system (P29: XF1:11, 44-47). The process works like that, that every line manager has a discussion with every staff member, to determine key performance areas, to identify the individual's training needs, put it in a personal development plan (P29: XF1:12, 48-51).

By what means are the ETD needs of individuals determined? We use the performance management system to acquire skills gaps that are identified through performance (P18: YF1:3, 15-17). Recognition for us, should be through performance. *Why?* What we do is performance manage. And if a course or a, uh, intervention has assisted the person to do better in their work, it will show through performance, you know. So, we reward performance, we don't reward attainment of qualifications *per se* (P19: YF2:45, 438-445). Currently we don't have an effective performance management system. However, some would report, it all depends on the line manager (P33: YT1:8, 38-39).



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By what means are the ETD needs of individuals determined? It's start from skills audit on performance management. I do that, I do that. It all starts from there, doing the audit, skills analysis all that I'm responsible for (P20: ZF1:19, 100-101).

The above-mentioned quotations demonstrate that all seven HEIs have implemented a system of performance management, not only to manage employees towards achieving certain institutional goals but also to determine ETD needs. ETD practices are, therefore, shown to be funded only if they are to the benefit of the particular HEI. The following quotations are relevant to this understanding:

Is there an overall budgetary provision for the different strategies? Yes, remember staff development initiatives are only sponsored [provided by external ETD providers] when it is to the benefit of X. However, staff members are entitled to free internal training where possible, and should be allowed to attend development opportunities, wherever possible, in normal working hours (P 1: RD1:9, 104-107)

Is there an overall budgetary provision for the different strategies? The need for any particular type of training should be justified by reference to the individual's personal development plan (P 7: UD1:20, 335-338). Both University-wide and School/Service-related [needs] will take precedence (P 7: UD1:21, 340-342). However, as far as the organisation's Bursary Policy is concerned, when it comes to formal qualifications, the employee can only obtain financial support for enrolling for qualifications that are directly job relevant. This has resulted in a perception that the organisation does not allow individuals to grow out of their jobs. However, having said that, the organisation is responsible for ensuring competence in current jobs as first priority in order to ensure survival and competitiveness. Furthermore, the organisation has a limited pool of funds from which to finance employee development – and as such, it has the right to specify current job relevance as a criterion (P37: UT2:41, 63-70).

Is there an overall budgetary provision for the different strategies? If the focus is on research and development it's not just a case of go to conferences. You have to have a strategic purpose to go to that conference. Your purpose must either be so that next year I can deliver a paper in there. So our budgets are very tight in that respect (P24: VF1:22, 218-222).

Is there an overall budgetary provision for the different strategies? The University will create and make accessible on an ongoing basis meaningful opportunity for all employees' training, education and development. Training must be aimed at developing the competencies required for effective job performance with emphasis on immediate on the job application of acquired competencies (P 9: WD1:35, 81-97).

Is there an overall budgetary provision for the different strategies? Yes, however, we believe the employer should not unreasonably withhold support in any form required by the employee with a view to inadvertently result in the disadvantaging of that employee's rights to education, training and development as envisaged in the policy framework and this document but your training needs must be prioritised towards the needs of the institution (P17: YD2:2, 25-28).

Is there an overall budgetary provision for the different strategies? It must be job related. I'm sure they won't just attend a course that is not worth it (P20: ZF1:20, 237-238).



The above-mentioned quotations demonstrate that the majority of the participating HEIs fund employee ETD programmes when these programmes are related to the employee's task. In addition, I present the quotations that demonstrate that HEIs' employee ETD practices are evaluated against the HEIs' goal achievement:

Is return on investment measured in some way at your institution? After completing the approved development programme, the learner is required to forward a detailed report to his/her line manager as well as evaluate the programme on the performance and development management system (P 2: RD2:10, 269-276). The priorities are based on the current job. The University as a whole needs to deliver, it has got objectives that it needs to achieve so therefore priority is given to the current job (P21: RF1:44, 131-134). [Therefore] it is required to put the outcome of what he/she learned into his or her performance management contract. We do have this function but it is not fully utilised. Hence, in a way, there is a gap between what the person gained from a learning programme and how he or she is implementing it. There is no proof, only an assumption that they would apply their new skill or knowledge in their work environment (P32: RT2:13, 69-74).

Is return on investment measured in some way at your institution? No, not really. *What do you mean not really?* We only ensure that events are cost-effective (P22: VD1:16, 258-268).

Is return on investment measured in some way at your institution? Return on investment – we are far from it. I would love to be in a situation when I could say I mean even now I give people an approval letter that the application was approved, go and make your arrangements, we would like your plan of how you would come back and transfer knowledge. In-house training, we give evaluation forms in terms of the facilitator but we take it and we file it. If I'm honest that's a real weak area and that what bothers me with the audit. If I look at the self-evaluation forms it was sore because it highlighted a lot of weak areas and it comes down to capacity (P11: WF1:26, 271-279).

Is return on investment measured in some way at your institution? We discuss needs for people's development against what the institution wants to achieve. And it's structured in that way, that's all we do (P19: YF2:70, 481-482).

The above-mentioned quotations demonstrate that although performance management systems are in place to determine ETD needs, the return on investment in ETD is not determined.

The documentation received from all the SDFs matched (triangulated) the SDFs opinion that HEIs' ETD practices concern the furthering of task-specific skills, knowledge and abilities towards providing a quality service. In other words, employee ETD programmes are funded when these programmes are perceived as benefiting the HEI. In addition, HEIs implemented performance management systems as a means of managing employee ETD practices but do not measure the return on this investment. I therefore decided not to pursue this theme during the focus group discussion.

In this section I present the findings (representing the whole group of participants) relevant to the understanding of the rationale for and meaning of HEIs' ETD practices that HEIs' ETD practices concern the furthering of task-specific skills, knowledge and abilities. This finding matches the findings of the non-empirical data analysis. For example, Piper and Glatter (1977:14) argue that "staff development is a systematic attempt to harmonise individuals' interests and wishes, and their carefully assessed requirements for furthering their careers with the forthcoming requirements of the organisation in which they are expected to work" (P1:631 722-725). Similarly Wexley (2002:2) and Reid *et al.* (2004:3) refer to training and development as the planned effort by an organisation to facilitate job-related learning (P2:77, 293-296).

I now present the fifth of the nine network displays relevant to illustrate that HEIs' ETD practices extend beyond ETD programmes.

4.3.2.5 HEIs' ETD practices extend beyond ETD programmes, i.e. structures, policies, ETD practitioners, units, media service, various funding opportunities

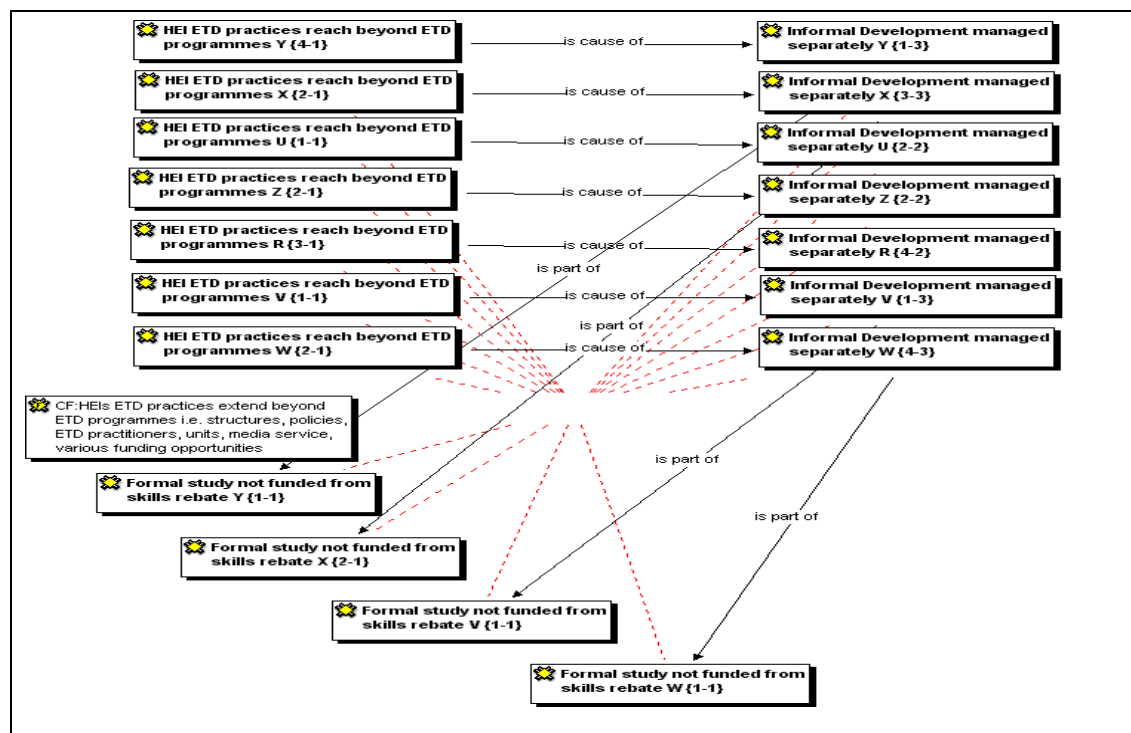


Figure 4.15 HEIs' ETD practices extend beyond ETD programmes

The network display shown in Figure 4.15 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g.



6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate that HEIs' ETD practices extend beyond ETD programmes. Consequently, their ETD practices include structures, policies, ETD practitioners, units, media service and various funding opportunities. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The aim of my empirical research was to ascertain whether the context of staff development is perceived as being bound to programmes or whether various structures exist to enable a culture of learning in HEIs. The above-mentioned network display illustrates that in all seven participating HEIs, their ETD practices extend beyond mere programme (ETD) delivery, and include various policies and various ways of managing and funding employee ETD opportunities. In addition, the network display illustrates that as a consequence of ETD practices extending beyond programmes, informal development is managed separately from non-formal or formal development in HEIs. The following quotations selected from each of the research participants are relevant to the understanding that ETD practices extend beyond ETD programmes:

What support mechanisms are available to staff with regard to ETD practices? The Department of Education presents these programmes exclusively for academics (P 2: RD2:12, 81-82). We have Internal IT programmes, which appear in the Department of Information Technology computer training programme catalogue (P 2: RD2:13, 232-234). The University has appointed staff to deliver training services (P 6: RT1:30, 131-133). There are different policies in the staff development umbrella of the University, like for instance we do have development that falls under the conditions of employment [study benefit], another one is human resource development that includes conference attendance as well, there are specific policies and specific funds that pay for development such as conference attendance as well (P21: RF1:55, 45-53).

What support mechanisms are available to staff with regard to ETD practices? Well our centre is the official body charged with the promotion of training across the University. It is the function of the centre to support and foster the individual and departmental training and development initiatives identified in the University (P 7: UD1:25, 152-155). Another structure is the staff training centre which is called the Centre for Learning, Teaching and Development and we have a constituted board in terms of our policy (P27: UF1:46, 67-70).

What support mechanisms are available to staff with regard to ETD practices? HR would take care of the generic needs of that individual but let's just say that that staff member needs maybe um, a combination of facilitation skills as well as research skills maybe, and as well as specific expertise in their area of focus. Let's just say it's a history lecturer then what we would do is undertake to allow the dean to actually conduct or to identify those specific needs for the specialisation area but we will take care of the other generic needs in terms of for example how research is handled. We've got a research unit so that dean and that individual will contact the research department and say specific training is needed here, or they'll send them to outside-type training for research (P23: VT1:24, 74-84).

What support mechanisms are available to staff with regard to ETD practices? We have



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portfolio managers (P 9: WD1:31, 187-203). They are accountable for the training and development of employees in their portfolio. Then we have the Directorate: Education Training and Development which conducts needs analysis/skills audit, updates/revises in-house training programmes and facilitators of training (P 9: WD1:32, 256-270).

What support mechanisms are available to staff with regard to ETD practices? Our bureau for staff development (P29: XF1:30, 11-11). Then the Centre for Continuing Professional Development is responsible for all the training that must take place in the institution, we compile the workplace plan, we collate all the training needs (P29: XF1:31, 21-25).

What support mechanisms are available to staff with regard to ETD practices? We have a teaching development policy, which talks to the development of teaching and learning directly, where you for an example have, uh, assessment, would typically be done by these people, you know, assessment training of assessors, would typically be done by this department, because it has direct impact on teaching and learning (P19: YF2:68, 194-203). Yes, staff development, we actually have a whole department that looks at staff development (P19: YF2:83, 148-150).

What support mechanisms are available to staff with regard to ETD practices? Staff development includes bursaries also. I'm only responsible for skills development (P20: ZF1:40, 88-90). Staff development also covers employees' dependants (P20: ZF1:41, 94-96).

The above-mentioned quotations substantiate the finding that staff development extends beyond the availability of programmes. It therefore includes not only the separate departments responsible for developing and presenting programmes, but also the various funding mechanisms and policies that are in place to enable employee ETD practices. What came as rather a surprise (since it was an issue that was not interrogated as such, but that emerged as the discussion progressed) however, was that all the SDFs mentioned that informal development is managed separately from non-formal and formal development in HEIs. The following quotations selected are relevant to this understanding:

X you mention that funds for attending conference or workshops are kept separate from your skills funds, could you explain this? Maybe it's because lecturers do have the opportunity to generate funds for conferences and workshops whilst the non-academics, we don't have the opportunity. So automatically you can't use skills funds for conferences for support staff. I think our reliance on skills funds for skills programmes is about 80%. So that is why we cannot fund conferences from the skills fund. *Do you think it is fair not to use the skills funds for conference attending of support staff.* No, I think it would be fair if it was open across the board (P32: RT2.16, 90-109).

We also have a very strong mentoring programme which obviously is different from courses. A department or a school or a unit will ask us for example, help us set up a mentoring scheme in our school. Then we'll provide a workshop over a number of days broken up into shorter sessions for the whole school to introduce the concept of mentoring. *Would there be a policy in this regard?* No. It's driven by the school and generally there is no cost involved (P27: UF1:19, 204-217).

Deans and directors budget and pay conference fees, transport, travel and



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accommodation from faculty or divisional budgets as allocated by central finance. *Why?* Because conference funds, mentoring or coaching activities are managed at departmental level and as we all know, academics generate their own funding to attend conferences. *But why?* I think it is because subject-specific knowledge is not always written in books, it's about sharing of knowledge at conferences (P34: VT2:10, 98-99).

Then there are overseas conferences, there is a separate budget. *What do you mean?* Oh, our conference funds are an additional fund to the skills fund. They [she pointed to a academic person] use their funds at their own discretion (P11: WF1.txt - 11:10, 109-110). The ones that don't reflect [on their WSP/ATR] are the overseas conferences. I put generally conferences on the ATR since there is a lot of conference attendance (P11: WF1:21, 191-193). But with the sabbaticals, the academic departments work around it in terms of getting in extra help like postgraduate assistance but there is no specific strategy because there are too many development activities going on in this institution, you cannot keep track of it (P11: WF1:25, 214-217).

The conferences; they fund out of the money that they raise as departments and then they fund themselves and you know they travel because we feel that with the skills money we will try and have our priorities as an institutions and then we will take care of those priorities like for instance right now research is the most important priority in the institution. So millions have been put into development support in that regard [She referred to discussions and mentor support in this context] (P31: XT1:3, 48-82).

I don't know if it is because this is a XXX university or what, they will organise their development activities there ["there" refers to in faculties and academic departments], organise it for themselves there. They don't feel like they have to ask HR for funds when they go to conferences, they go to overseas... workshops there, they just do it on their own there. (P20: ZF1:6, 171-176).

The above-mentioned quotations demonstrate that informal development is managed separately from formal and non-formal development. Informal development is, furthermore, closely related to the academic task (but is not exclusive to academics) as a means of sharing and generating subject-specific knowledge. Funds for informal development, as stated above, are therefore left in the hands of academics to utilise as they deem fit. The significance of this finding is that in only one of the HEIs was informal development recorded (and only to a certain extent) for WSP or ATR purposes. This indicates that informal development in general is not captured in the WSPs or ATRs of HEIs.

Apart from informal development practices, such as mentoring, coaching, attending conferences or workshops, being managed separately (in terms of funding) in HEIs, the following selected quotations demonstrate that formal development is also budgeted for separately in HEIs:

[F]ormal study is funded via bursary window, thus staff could easily enrol for study at this XX. It is only in exceptional cases where staff get funds for formal study via the skills fund to study at other HEIs (P 6: RT1:35, 120-123).

[If] somebody's doing a PhD in a branch of physics which is highly specialised and the



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equipment is not available at this University, then we'll pay for them to go somewhere else. And then for our support staff, similarly we encourage them to attain qualifications that are job-related and most of them study off campus, because they can't attend classes and we're a classroom-based university, not a distance education institution. So, support and academic staff attainment of qualifications, via our bursary fund (P27: UF1:45, 154-163).

We have decentralised budgets as requested by executive deans or directors. Then we do have Department of Education subsidies for postgraduate studies and publishing trust funds [bursary fund] (P34: VT2:3, 37-46).

Formal study is only [funded] from the bursary fund. It comes out of a separate fund, not the skills development fund (P35: WT1:4, 24-25).

Formal education we take it is not funded through the skills funds [rather bursary fund] since it takes a lot of money (P30: XF2:6, 57-65). If that lecturer is required to supervise a PhD student and that lecturer has not a PhD, then that lecturer would apply for bursary funding which is still part of development (P30: XF2:7, 79-82).

If the person studies at another HE institution we fund that from the skills development fund. However, if the employee attends study with us, that comes from our internal benefit funds (P33: YT1:6, 29-31).

The above-mentioned quotations substantiate the finding that formal study is funded separately from skills funds. Considering that the documentation received from the SDFs matched (triangulated) the SDFs opinion that HEIs' ETD practices include structures, dedicated facilitators, policies, units responsible for the development and presentation of staff development initiatives, and lastly various funding windows to support employee ETD opportunities, I decided not to pursue these themes during the focus group discussion. I decided, however, to pursue the reasons why informal development, albeit also managed separately from non-formal or formal development, is not reflected in the WSPs and ATRs of HEIs. I present these findings in the following section.

In this section I present the findings (representing the whole group of participants) relevant to the understanding of the rationale for and meaning of HEIs' ETD practices that HEIs' ETD practices extend beyond ETD programmes. It includes structures, policies, ETD practitioners, units, media service and various funding opportunities. This finding matches the findings of the non-empirical data analysis. For example, Teather (1979) suggests that staff development includes processes, structures and programmes (P1: 541, 718-720). Similarly, Kapp (1995: 11) argues that staff development includes all the activities, actions, processes and procedures that an institution has developed or uses to enhance the performance and the potential of its human resources (P2:83 364-368). The mismatch that should be noted between the aims of the SDA and the aims of staff development in HEIs is however that the SDA

gives prominence to investment in ETD programmes (refer §4.3.1.3) whereas staff development in HEIs is considered a means towards institutional and individual effectiveness and efficiency.

I now present the sixth of the nine network displays relevant to the rationale and meaning of HEIs' employee ETD practices. The following network display illustrates that HEIs' ETD practices are valued for their process of learning.

4.3.2.6 HEIs' ETD practices are valued for their process of learning

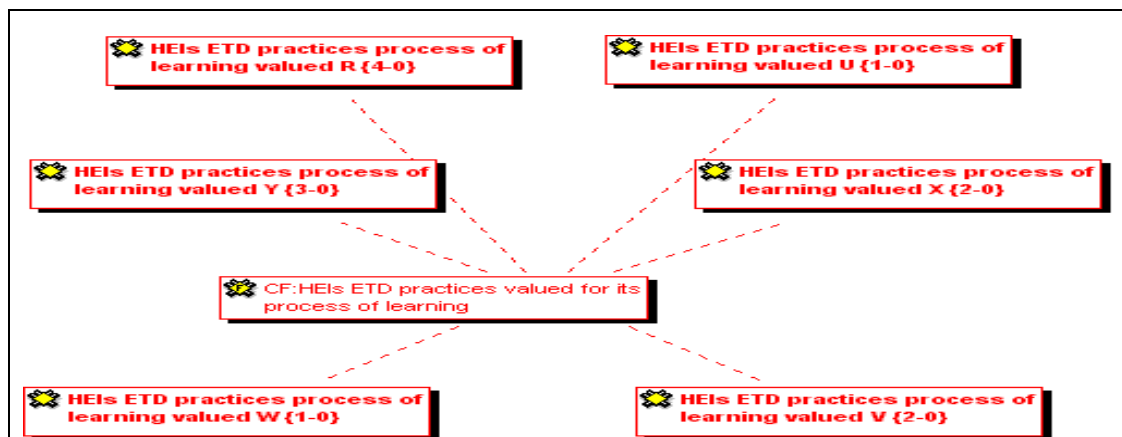


Figure 4.16 HEIs' ETD practices are valued for their process of learning

The network display shown in Figure 4.16 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six of the seven research participants (the letter R, U, V, W, X and Y in the textbox represents an SDF) to substantiate that HEIs' ETD practices are valued for their process of learning. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that in six of the seven participating HEIs, the process of learning is considered essential to employee development. The remaining SDF from the seventh HEI was not available during my empirical data capturing. The following quotations selected from each of the research participants demonstrate this understanding:

Definitely the process, the process is the more valuable, the paper is only the confirmation (P32: RT2:12, 68-69).

Learning in itself is a process that cannot be placed in a linear or static box. The credentials that a person receives after completion of a learning intervention and/or qualification is only as good as the depth and meaning of the learning and insights gained in the actual process. It is in the process of learning that an individual



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assimilates new concepts and insights, and undertakes reflection and self-evaluation. In the absence of high-quality experiential and relevant learning, the attainment of credentials just for the sake of receiving a certificate or commendation, becomes meaningless (P37: UT2:21, 197-204).

The process of learning is valuable together with the application of learning on the job to improve performance (P34: VT2:28, 77-78).

We concentrate rather on the process of learning since hopefully it will lead to change in behaviour and performance improvement (P35: WT1:8, 43-44).

The process of learning is more valuable than the credentials, however there are employees that demand a certificate or declaration of competency after completion of a short course (P36: XT2:9, 55-57).

The process of learning is more important as it addresses the development growth of employees' needs attained through reflection and discussions with peers. Thus the process of learning is more important than the paper (P33: YT1:12, 55-57).

The above-mentioned quotations substantiate the conclusion that HEIs value the process of learning, not necessarily the certification that the person receives after completing a programme.

Considering that six HEIs value the process of learning but not the certification that the person receives after completing a programme, I decided not to include these themes during the focus group discussion.

In this section I present the findings (representing the whole group of participants) relevant to understanding the reasons for and meaning of HEIs' ETD practices, namely that HEIs value the process of learning but not the certification that the person receives after completing a programme. This finding matches the findings of the non-empirical data analysis. For example Allen, Blackwell and Gibbs (2003: 66 to 78) note the trend towards the value of the learning process in staff development (P1:555 1122-1123). Similarly, Ljubljana (1995:68) specifically reports on the staff development practices connected to learning, where learning is acquired from group discussions, trial and error, reflection, discovery and learning from one another, hence considering the process of learning in HEIs as essential to learning in HEIs (P1:616 1079-1082; P1:617 1088-1093).

I now present the seventh of the nine network displays relevant to the reasons for and meaning of HEIs' employee ETD practices. This network display illustrates that HEIs' ETD terminology, programmes and methodologies are divergent.

4.3.2.7 HEIs' ETD terminology, programmes and methodologies are divergent

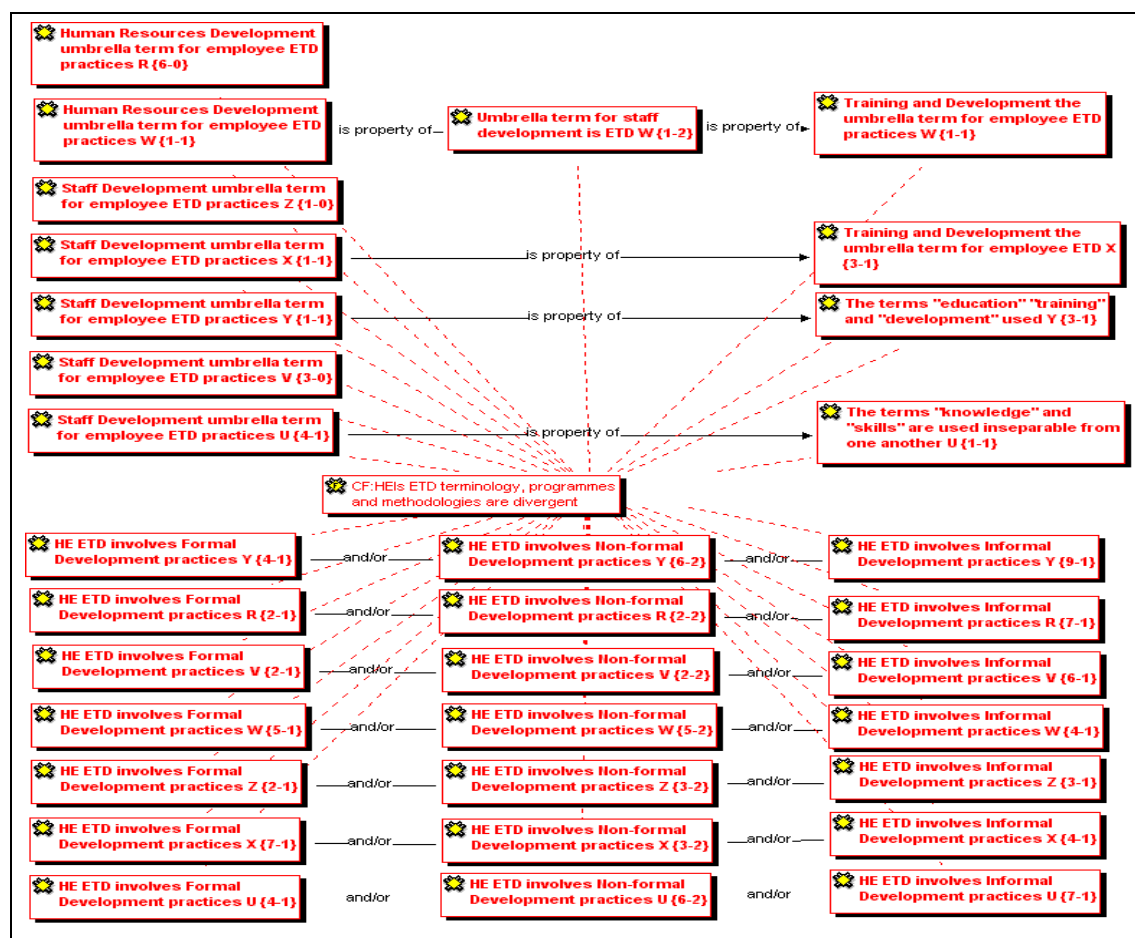


Figure 4.17 HEIs' ETD terminology, programmes and methodologies are divergent

The network display shown in Figure 4.17 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate that HEIs' ETD terminology, programmes and methodologies are diverse. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The aim of this part of my empirical research was to ascertain whether HEIs conform to certain ETD terminology (i.e informal, formal or non-formal) or not. The network display illustrates that among the seven participating HEIs the terminology, programmes and methodologies of learning applied in HEIs are divergent. As illustrated in the above network display, employee ETD programmes are, however, categorised into three distinct categories – formal, non-formal and informal



programmes (refer §2.3.3). The following selected quotations demonstrate that in two of the HEIs the umbrella term for employee ETD is Human Resources Development whereas at the remaining four HEIs this is referred to as staff development:

What is the general term used in your institution to refer to the education, training and development of staff members? Human Resources development is the broad term that refers to the development of human resources by means of training and education (P 1: RD1:7, 80-82). *Why Human Resources development?* It's human resource development because it covers the whole aspects of development as in education and training development. Human resources development is the umbrella of human resources development of the institution (P21: RF1:4, 12-16).

What is the general term used in your institution to refer to the education, training and development of staff members? We are moving towards changing it now to the term human resources development. *Why?* We are calling it human resources development ... that is the trend in terms of benchmarking (P11: WF1:4, 21-25).

What is the general term used in your institution to refer to the education, training and development of staff members? Staff development. Hence our policy is called the Staff Development Policy (P7: UD1:1, 4-10). Staff development (defined as those processes through which the organisation and individuals engage in ongoing learning to meet new challenges and conditions of work) is an integral part of the working life of each member of staff at the University. It is associated with the development needs of the individual, of groups of staff and the achievement of the University's overall strategy (P7: UD1:2, 10-21). *Why?* We have chosen not to use the word skills development. The reason is, in a higher education context our staff by and large, and particularly our academic staff, are not very comfortable with the notion of skills development, because, as far as they are concerned as professionals and as academics, skills belongs to a different realm than the type of work and the nature of the work that they do. And the association of skills generally tends to be associated more with levels of work related to more manual skills, more practical, rather than intellectual cognitive kinds of work that focus on processes of learning (P27: UF1:3, 19-26). Academic would rather prefer the term knowledge development and they are comfortable with staff development, I mean, they see, the concept of development is not a problem. Development, growth You see, the nice thing is that terminology like staff development is comfortable for everybody, nobody is uncomfortable with that, whereas if you had chosen skills development — and we try as far as possible not to, I mean, higher education institutions typically are quite strongly divided between support staff and academic staff (P27: UF1:4, 28-41).

What is the general term used in your institution to refer to the education, training and development of staff members? Staff development. Our policy states that it is critical that the university staff development policy, procedures and practices play significant roles in attracting, developing and retaining employees of high quality (P22: VD1:4, 10-12). *What is the general term referred to in your institution?* Staff development (P24: VF1:4, 21-22). We did devise what we call yes a staff development policy (P24: VF1:5, 34-34).

What is the general term used in your institution to refer to the education, training and development of staff members? The popular term is Staff development. *Why?* I think Staff Development in a sense that they are aware to be developed (P30: XF2:11, 21-25).

What is the general term used in your institution to refer to the education, training and development of staff members? You know strangely enough it's not even called skills development. They talk of either organisation development, or ETD. Or yes, staff development, we actually have a whole department that looks at staff development



(P19: YF2:18, 143-149).

What is the general term used in your institution to refer to the education, training and development of staff members? It's education ... general, staff development. Staff development, yes (P20: ZF1:2, 16-16).

The above-mentioned quotations demonstrate that the terms used to refer to employee ETD practices are diverse. The following selected quotations furthermore demonstrate that employee ETD opportunities are also diverse:

What are the different strategies that your institution considers as education, training and development initiatives? Education that refers to the acquisition of knowledge and understanding about principles, systems and theories in relation to a broad subject area. It may take the form of formal learning as in attaining qualifications at an accredited secondary or tertiary education institution (P 1: RD1:18, 88-92). Formal courses as a higher education institution obviously. It's part of the benefit as well (P21: RF1:35, 110-112).

What are the different strategies that your institution considers as education, training and development initiatives? To help individuals develop skills and/or gain qualifications, which will contribute to the development of their work and equip them for their future career (P 7: UD1:11, 39-41). To assist individuals to gain appropriate nationally and internationally recognised vocational and educational qualifications (P 7: UD1:12, 45-46).

What are the different strategies that your institution considers as education, training and development initiatives? Employee development opportunities, include formal education (VD1:10 70-89).

What are the different strategies that your institution considers as education, training and development initiatives? The University will create and make accessible on an ongoing basis meaningful opportunity for all employees' training, education and development (P 9: WD1:6, 81-83). According to the new conditions of service, staff can study at the University and they will only contribute towards the cost of 1 yearly module. If they wish to study at another institution, they will be allowed to do so if it is not offered at the University and the University will pay 75 % of the fees towards their studies and they would also qualify for the recommended study and examination leave set out (P10: WD2:2, 19:-24). The policy states quiet clearly that you are allowed a certain amount of time off for training and development and for formal qualifications ...if you have a masters or a doctorate ... because we are a learning institution, we make that clear in our policy to say that you have the opportunities for formal qualifications (P11: WF1:7, 87-96).

What are the different strategies that your institution considers as education, training and development initiatives? It is the policy of the University that staff members will be allowed a discount on tuition fees. An amount equal to the sum of the application fee and annual registration fee is debited (P14: XD3:1, 12-16). The biggest one that the institutional view, if I can say it like that, is the qualification bettering of staff (P29: XF1:13, 138-140).

What are the different strategies that your institution considers as education, training and development initiatives? The costs covered by the study assistance scheme (subject to annual review by the SDTC) are (a) registration fees (b) 100% of class fees will be granted to a staff member subject to availability of funds (P16: YD1 16:12, 73-83). You see, the reason we do that, is that, we don't strictly only fund short learning programmes, skill programmes, we also fund qualifications. Full qualifications, where a



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person, for a staff member, studying say, with another institution. When they study with us, it's an automatic bursary (P19: YF2:12, 76-80).

What are the different strategies that your institution considers as education, training and development initiatives? Ok, you are professors, you are improving your qualifications, you are attending workshops there, but then again here [are people] that need qualification, so let's come together we want to develop you (P20: ZF1:12, 215-225).

The above-mentioned quotations demonstrate that HEIs' ETD programmes are diverse. As such, the above quotations refer to formal qualifications forming part of the ETD diversity in HEIs. The following quotations have been selected to demonstrate that HEIs' employee ETD practices also consist of the initiatives categorised as informal development:

What are the different strategies that your institution considers as education, training and development initiatives? Mentorship (P21: RF1:10, 113-113). It involves conferences, seminars, workshops that are, how can I say, not considered structured programmes (P21: RF1: 13, 105-105). There are specific policies and specific funds that pay for the conferences (P21: RF1: 16, 51-53). Conferences for lecturers have always been there and workshops and mentorship also (P21: RF1:36, 112-113).

What are the different strategies that your institution considers as education, training and development initiatives? Workshops, seminars and other [round table] activities (P7: UD1:7, 152-160). A fourth strategy that we have used extensively is coaching. We have probably in any given year up to thirty people mainly in leadership positions, but also academics and support staff who need coaching to perform in their jobs. And that coaching is, we've got a team of internal trained coaches and we also contract external executive coaches to provide that coaching (P27: UF1:16, 186-191). Attendance of conferences and presentations at conferences. Both of those are kind of intrinsically part of academics' work, attending and presenting papers, and that is also supported (P27: UF1:17, 194-196).

What are the different strategies that your institution considers as education, training and development initiatives? Coaching, mentoring (P22: VD1:8, 39-39). A variety of staff development opportunities should be offered to all employees based on appropriateness and suitability including the following (P22: VD1:17, 270-284): workshops, conferences and seminars, peer learning and assessment action/group research mentoring and coaching, on-the-job-training. So we're not actually necessarily the training providers, but in certain instances we do actually provide the training, like mentoring (P24: VF1:3, 18-19). If you're an academic you would go to conferences, but remember if the focus is on research and development, it's not just a case of go to conferences. You have to have a strategic purpose to go to that conference. Your purpose must either be so that next year I can deliver a paper there (P24: VF1:18, 217-221). On-the-job training (P24: VF1:25, 322-327). We perceive mentoring and coaching as both relevant to all staff being academic, admin and support staff. Mentoring is used to nurture, motivate and stimulate employees to undertake ETD or CPD, whilst coaching for example is predominantly done by line managers, supervisors, team leaders or peers, hence to coach employees what to do on the job (P34: VT2:8, 82-86).

What are the different strategies that your institution considers as education, training and development initiatives? The policy states quite clearly that you are allowed a certain amount of time off for short-term interventions like mentoring, coaching (P11: WF1:7, 87-86). For conferences they become very strict, you must present a paper, it falls under development but if there has been a sudden need to attend workshops



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overseas, we need now to develop something to manage it (P11: WF1:16, 158-160). Mentoring is viewed as important to yes both academics and support staff because we would lose the skills that the retiring academic or support staff members have if their experience is not shared (P35: WT1:9, 49-51). The 3% made available is for people going on workshops, subject-related (P11: WF1: 9, 107-108).

What are the different strategies that your institution considers as education, training and development initiatives? Coaching and mentoring (P13: XD2:3, 238-238). Then, across all borders, workshops, conference attendance and seminars (P29: XF1:16, 159-166). Mentoring or coaching is perceived as development for support staff in their performance. Academics are used to the concept of mentoring to help students, as in counselling and guiding (P36: XT2:10, 61-63).

What are the different strategies that your institution considers as education, training and development initiatives? They might use that [departmental funds] to send people to conferences, or to, you know, workshops, or, you know, to training which is not controlled. Development side is more, it's actually for me, it's an easier one. Because it's the one that says, um, especially our academics ... So that's where we, we include things that are related to teaching, learning, research, um, you know, discussion groups, mentoring action research, postgraduate supervision discussions. That would classify as informal development (P19: YF2:31, 321-333). The development might not be accredited, but they are essential (P19: YF2:32, 335-337). *Why?* I will tell you why, for me that's part of development (P19: YF2:34, 353-360). It's a skill. Because they go there, and they come back and translate those skills to our students, otherwise they stay outdated, and I pay for them to attend those things (P19: YF2:35, 363-365). It is more relevant to academics who are dealing with work-based learning (P33: YT1:13, 62-63).

What are the different strategies that your institution considers as education, training and development initiatives? The opportunity to participate in mentoring and coaching less experienced employees (P22: VD1:18, 337-339).

What are the different strategies that your institution considers as education, training and development initiatives? They go to conferences, they go to overseas ... workshops there, they just do it on their own there (P20: ZF1:9, 198-199). And I believe there's on-the-job training (P20: ZF1:32, 127-127).

The above-mentioned quotations demonstrate that the ETD strategies used in HEIs are diverse. As such, the above quotations refer to conferences, workshops, mentoring, coaching, round-table discussions and many non-accredited and unstructured development initiatives (categorised as informal development) as part of the ETD programme diversity in HEIs. The following quotations selected furthermore demonstrate another ETD strategy, categorised as non-formal development:

What are the different strategies that your institution considers as education, training and development initiatives? Training refers to the acquisition of skills and competencies by means of structured (curricular) courses or programmes that are not necessarily accredited (P 1: RD1:17, 84-86). Some of them will always be there, priority courses, there have always been soft skills courses in the institution (P21: RF1:34, 108-110).

What are the different strategies that your institution considers as education, training and development initiatives? We've got an incredibly wide spectrum that we consider as part of staff development. Um, and some of those are non-formal, not formally accredited courses such as supervisory training, stress management (P27: UF1:7, 122-



126).

What are the different strategies that your institution considers as education, training and development initiatives? Credit-bearing and non-credit-bearing short learning courses, oh there are many themes that they address (P22: VD1:17, 270-284).

What are the different strategies that your institution considers as education, training and development initiatives? We constantly revise programmes and needs come up all the time, you've just seen something like research-writing skills and those are all programmes offered here, facilitated either by one of us, that's our first choice, if we have the expertise. It's those programmes that are structured but not necessarily accredited (P27: UF1:13, 169-172). We do contract quite a lot of private providers to come and provide some of our training and development programmes here (P27: UF1:14, 175-176).

What are the different strategies that your institution considers as education, training and development initiatives? Employee development opportunities, include [non-formal]: SAQA/NQF unit standards linked short courses and qualifications. Assessment programmes. Curriculum/programme design and development courses. Instructional design and learning. Outcomes-based education (OBE) and training courses. Quality Assurance programmes. Recognition of Prior Learning (RPL) workshops. Research methodology, supervision and related skills programmes. Learning theories and teaching methodology courses. Action Learning and Research programmes. Facilitation of learning programmes. Facilitation of multi-gender, multicultural and multilingual groups of learners. Peer learning and assessment. action research programmes. Empowerment of women in the workplace programmes (P22: VD1 22:10, 70-89). [She referred to the latter programmes as non-formal courses (P22: VD1:17, 270-284).

What are the different strategies that your institution considers as education, training and development initiatives? Then, under training we look at short programmes up to five days, more structured skills development, not always assessment linked to it (P11: WF1:14, 153-154). Development can take various forms. We look at development as a mixture, of up to six-month courses where it fits into your career pathing; it could be short and long-term programmes so it adds to your portfolio, something that you can put up in your CV (P11: WF1:15, 154-158).

What are the different strategies that your institution considers as education, training and development initiatives? Our managerial programme for HODs. It is credit bearing, um, the curriculum is designed, it is built or derived from a specific leadership strategy, in the institution. Um, so, ja, it was very thoroughly designed, so that is a specific category. *It's credit bearing?* Um, yes, on a NQF level we, we, um, pitch it, pitch it, no, no, no, we pitch it on a level 6, a, level 7 (P29: XF1:17, 168-179). *How many of these programme you were talking about are accredited training?* It could be I don't think its more than 20% (P30: XF2:14, 89-91). For example, specifically a programme that's a gap in your need to be a secretary, the, remember the modules, or the outcomes, or the competencies that you need to prove as a secretary, but you still need to do shorthand, if you attend a shorthand training programme. (P29: XF1:18, 203-209).

What are the different strategies that your institution considers as education, training and development initiatives? Skills development assistance may be granted for the duration of the specific course (P16: YD1:15, 127-128). Courses may be short courses that are not accredited but structured, you know outcomes-based (P16: YD1:16, 135-135). A course must be completed in the maximum period of the prescribed duration thereof. Once this time period has expired, staff development assistance will not be renewed, unless mitigating circumstances are identified by the SDF or beneficiary in writing (P16: YD1:17, 138-141).

What are the different strategies that your institution considers as education, training and development initiatives? I know that they have got a medical background which is

applicable in the hospital there, but then they've got people here, they are working with people here and they have to manage people, they need to go on courses (P20: ZF1:10, 203-204). And in that I've been able to help them with skills programmes, some of them are doing, like I say, starting with skills programmes like customer care (P20: ZF1:24, 149-152).

The above-mentioned quotations clearly demonstrate that HEIs' employee ETD strategies include non-formal development programmes. As such, the above mentioned quotations refer to courses that are structured but that may or may not be accredited (categorised as non-formal development) and that are part of the ETD programme diversity in HEIs.

Considering that the documentation received from the SDFs matched (triangulated) the SDFs' opinion that HEIs' ETD practices are divergent, I decided not to pursue this theme during the focus group discussion.

In this section I present the findings (representing the whole group of participants) relevant to understanding the rationale for and meaning of HEIs' ETD practices, indicating that HEIs' ETD practices are divergent. This finding matches the findings of the non-empirical data analysis. For example, Shore (cited in Teather 1979:77) notes that most Canadian HEIs' staff development consists of formal, non-formal and informal activities (P1:547 838-846). Some authors refer to staff development as an umbrella term, synonymous with terms such as in-service education, staff training or continuous professional development (Gall and O'Brien Vojtek, 1994:1; Greyling, 2001:38; Biggs, 1999:42) (P2:42 264-268).

I now present the penultimate network view relevant to the rationale for and meaning of HEIs' employee ETD practices. This network display illustrates that informal development (impromptu co-operative learning interventions, or focus group, mentoring or peer-review interventions) is considered the most appropriate method of learning in HEIs.

4.3.2.8 Informal development (impromptu co-operative learning interventions or focus group, mentoring or peer review interventions) is considered the most appropriate method of learning in HEIs

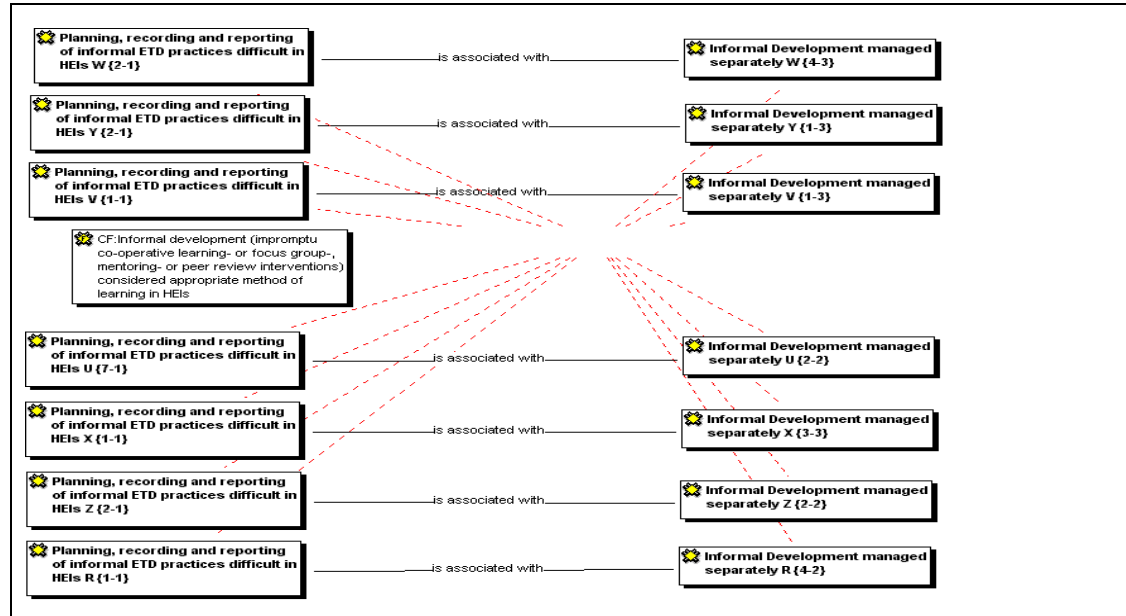


Figure 4.18 Informal development (impromptu co-operative learning interventions or focus group, mentoring or peer review interventions) is considered the most appropriate method of learning in HEIs

The network display shown in Figure 4.18 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate that informal development (impromptu co-operative learning interventions, or focus group, mentoring or peer-review interventions) is considered the most appropriate method of learning in HEIs. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The following quotations selected from each of the seven SDFs substantiate the view as far as staff development in HEIs is concerned that informal development is the most appropriate method of learning in HEIs:

What are the different strategies that your institution considers as education, training and development initiatives? Informal development involves conferences, seminars, workshops that are, how can I say, not considered structured programmes (P21: RF1: 13, 105-105). There are specific policies and specific funds that pay for the conferences (P21: RF1: 16, 51-53). Conferences for lecturers have always been there and workshops and mentorship also (P21: RF1:36, 112-113).



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What are the different strategies that your institution considers as education, training and development initiatives? Workshops, seminars and other [round table] activities (P7: UD1:7, 152-160). A fourth strategy that we have used extensively is coaching. We have probably in any given year up to thirty people mainly in leadership positions, but also academics and support staff who need coaching to perform in their jobs. And that coaching is, we've got a team of internal trained coaches and we also contract external executive coaches to provide that coaching (P27: UF1:16, 186-191). Attendance of conferences and presentations at conferences are kind of intrinsically part of academics' work, attending and presenting papers, and that is also supported (P27: UF1:17, 194-196).

What are the different strategies that your institution considers as education, training and development initiatives? Coaching, mentoring (P22: VD1:8, 39-39), workshops, conferences and seminars, peer learning and assessment action/group research mentoring and coaching, on-the-job-training (P24: VF1:18, 217-221). On-the-job training (P24: VF1:25, 322-327). We perceive mentoring and coaching as both relevant to all staff being academic, admin and support staff. Mentoring is used to nurture, motivate and stimulate employees to undertake ETD or CPD, whilst coaching for example is predominantly done by line managers, supervisors, team leaders or peers (P34: VT2:8, 82-86).

What are the different strategies that your institution considers as education, training and development initiatives? The policy states quite clearly that you are allowed a certain amount of time off for short-term interventions like mentoring, coaching (P11: WF1:7, 87-96). For conferences they become very strict, you must present a paper, it falls under development but if there has been a sudden need to attend workshops overseas, we need now to develop something to manage it (P11: WF1:16, 158-160). Mentoring is viewed important.... we would lose the skills that the retiring academic or support staff members have if their experience is not shared (P35: WT1:9, 49-51).

What are the different strategies that your institution considers as education, training and development initiatives? Coaching and mentoring (P13: XD2:3, 238-238). Then, across all borders, workshops, conference attendance and seminars (P29: XF1:16, 159-166). Mentoring or coaching is perceived as development for support staff in their performance. Academics are used to the concept of mentoring to help students, as in counselling and guiding (P36: XT2:10, 61-63).

What are the different strategies that your institution considers as education, training and development initiatives? We include things that are related to teaching, learning, research, um, you know, discussion groups, mentoring action research, postgraduate supervision discussions (P19: YF2:31, 321-333). The development might not be accredited, but they are essential (P19: YF2:32, 335-337). *Why?* It is more relevant to academics who are dealing with work-based learning (P33: YT1:13, 62-62).

What are the different strategies that your institution considers as education, training and development initiatives? The opportunity to participate in mentoring and coaching (P22: VD1:18, 337-339).

What are the different strategies that your institution considers as education, training and development initiatives? They [academics] go to conferences, they go to overseas ... workshops there, they just do it on their own there (P20: ZF1:9, 198-199). And I believe there's on-the-job training (P20: ZF1:32, 127-127).

The above-mentioned quotations substantiate the inference that informal development is considered the most appropriate method of academic staff development in HEIs. In addition, they substantiate the inference that informal development is predominantly visible in academic employees' development. As the Chapter 4

findings of all seven SDFs indicate that informal development is considered the most appropriate method of academic staff development in HEIs, I decided not to obtain more information in this regard during the focus group discussion. I did, however, decide to find out why informal development is difficult to capture on the WSPs and ATRs of HEIs. I present these findings in §4.3.5.1.

In this section I present the findings (representing the whole group of participants) relevant to understanding the rationale for and meaning of HEIs' ETD practices, namely that informal development is predominantly used as a means of academic staff development in HEIs. This finding matches the findings of the non-empirical data analysis. For example, informal development includes discussion forums with the aim of deliberating on certain subject-matter. Shahnaz *et al.* (2005) report on a case study at the Bowling Green State University (Ohio) on the development needs of 92 departmental chairs. The departmental chairs believed that the most successful training interventions were round-table discussions or off-campus speakers from other higher education institutions (Shahnaz *et al.*, 2005:588) (P1: 623 1217-1222).

I now present the last network view relevant to the reasons for and meaning of HEIs' employee ETD practices. The network display illustrates that the that the term “development” overshadows the term “training” in HEIs

4.3.2.9 The term "development" overshadows the term "training" in HEIs

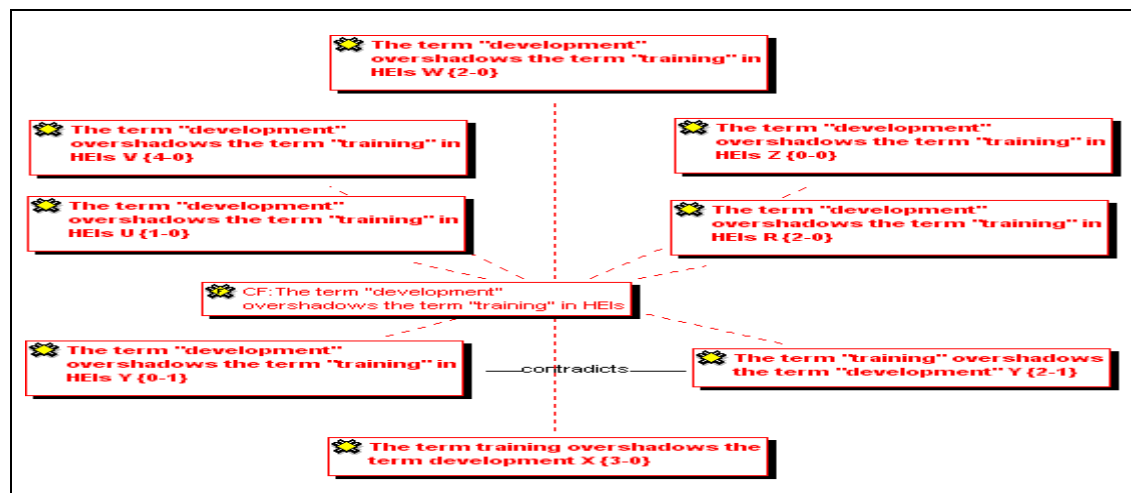


Figure 4.19 The term "development" overshadows the term "training" in HEIs



The network display shown in Figure 4.19 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate that the term “development” overshadows the term “training” in HEIs. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that in five HEIs the term “development” overshadows the term “training”. In two of the remaining HEIs, the terms development and training are, however, used inseparably whereas at the last HEI the term “training” overshadows the term “development”. The following quotations selected from each of the research participants substantiate the finding that the term “development” overshadows the term “training” in HEIs:

[D]evelopment is the main focus ... would be anything that would enhance the core functions of the University which is learning generation via teaching and research and community services (P 6: RT1:28,26-29).

In the higher education context, our staff by and large, and particularly our academic staff, are not very comfortable with the notion of skills development, because, as far as they are concerned as professionals and as academics, skills belong to a different realm than the type of work and the nature of the work that they do. And the association of skills, generally tends to be associated more with levels of work related to more manual skills, more practical, rather than intellectual cognitive kinds of work that focus on processes of learning (P27: UF1:35, 19-26).

Employee development is regarded as a legitimate form of work activity. All employees are eligible for some form of equitable development opportunity and participation in a given year. High standards and quality of employee development will realise the vision and mission of the University (P22: VD1:22, 162-170). Employee development encompasses five interlinked areas of work: ability to work with students; personal career development; ability to design, implement and modify a curriculum; ability to contribute to institutional development and research (P22: VD1:23, 220-223). Staff development opportunities: The term refers to all courses, programmes, interventions and actions which are offered to employees to promote and improve individual and team competencies (P22: VD1:24, 227-229).

Staff development at the University focuses on technical skills needed to do the job better or latest trends in technology which will assist in improved quality service and efficiency or the overall performance of the individual and in turn the unit (P10: WD2:5, 10-13). We prefer to use the term development at our institution because the term refers to holistic growth (P35: WT1:17, 96-97).

The above-mentioned quotations substantiate the finding that the term “development” overshadows the term “training” in some HEIs. The following quotations, however, substantiate the finding that in two of the HEIs the term “development” or “training is used inseparably from or synonymously with each other.



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University Skills Development Policy (SDP) must support all relevant employee efforts to further their education, training and development through a skills development scheme, of which the objectives are to enhance efficient and effective teaching and learning, research and community service at the University (P16: YD1.:29, 14-23). The X is obliged to avail to the employee support in financial and other forms in the amount required for the completion of the agreed and stipulated programme/s of education, training and development (P17: YD2:4, 37-39).

To help individual staff to acquire knowledge and skills which will allow them to carry out their current duties with maximum effectiveness, and thereby contribute to the achievement of agreed objectives (P 7: UD1:10, 33-35).

The above-mentioned quotations substantiate the finding that in two of the HEIs the terms “development” and “training” are used inseparably or interchangeably in HEIs. This does not mean that in the above-mentioned two HEIs the term “training” overshadows “development” in HEIs. The conclusion could thus be drawn that the term “development” tends to overshadow the term “training” in HEIs.

In this section I present the findings (representing the whole group of participants) relevant to understanding the rationale for and meaning of HEIs' ETD practices, namely that the term “development” overshadows the term “training” in HEIs. This finding matches the findings of the non-empirical data analysis. For example, Nisbit and McAleese (1979:48) argue that although the notion of imparting a set of skills to a novice is understood as training or development in industry, this does not hold true for HEIs which regards staff training as a wider development approach (P1:897, 885-888). Nisbit and McAleese (1979:50) argue that the extensive use of the term "training" is just an "unfortunate choice" for describing the professional requirements of teachers at British universities (P1: 896, 870-880).

In conclusion, in this section I have presented the findings of my entire empirical data analysis in an effort to substantiate the rationale for and meaning of HEIs' employee ETD practices. The findings indicate the following:

- Development (include formal, non-formal and informal initiatives) refer to the individual's responsibility for self-development;
- No distinction is drawn between the length of time to acquire skills and knowledge of teaching-related and support-related tasks. However, the difference between academic and support staff development seems to indicate that support staff are more restricted in attending development opportunities than academic staff. In addition, it indicates that formal

qualifications are perceived to be work-related skills for academics, which is not the case for support staff;

- HEIs' ETD practices are traditionally available to all employees;
- HEIs' ETD practices concern the furthering of task-specific skills, knowledge and abilities;
- HEIs' ETD practices extend beyond ETD programmes (i.e. structures, policies, ETD practitioners, units, media service, various funding opportunities);
- HEIs' ETD practices are valued for their process of learning;
- HEIs' ETD terminology, programmes and methodologies are divergent;
- Informal development (impromptu co-operative learning interventions or focus group, mentoring or peer review interventions) is considered an appropriate method of staff development for academics (not exclusive) in HEIs; and
- The term "development" overshadows the term "training" in HEIs.

In the following section I present the data analysis of the documented opinions regarding the challenges that HEIs encounter with the implementation of the SDA.

4.3.3 Documented opinions regarding the challenges HEIs encounter with the implementation of the SDA

Eight interrelated themes emerged from the non-empirical data analysis of the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA. The eight themes are presented in the textboxes linked to the textbox labelled: *CF: Documented opinions regarding the challenges HEIs encounter with the implementation of the SDA*. The eight themes displayed are: extensive cost and the laborious process involved in providing registered ETD programmes; HEIs' ETD practices differ from national imperatives; HEIs' ETD practices are not co-ordinated for presentation at the ETDP SETA; HEIs submit their workplace skills plans (WSPs) and annual training reports (ATRs) solely to receive grants; the integration of the SDA in traditional HEIs' ETD practices is difficult; lack of support and guidance from the ETDP SETA; HEIs using performance systems refrain from managing national SDA imperatives; and the SDA is perceived as a form of tax. I now present the findings of the empirical data analysis relevant to each of these eight themes. The first of the eight network displays relevant to the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA is presented next.

4.3.3.1 Extensive cost and laborious process to provide registered ETD programmes

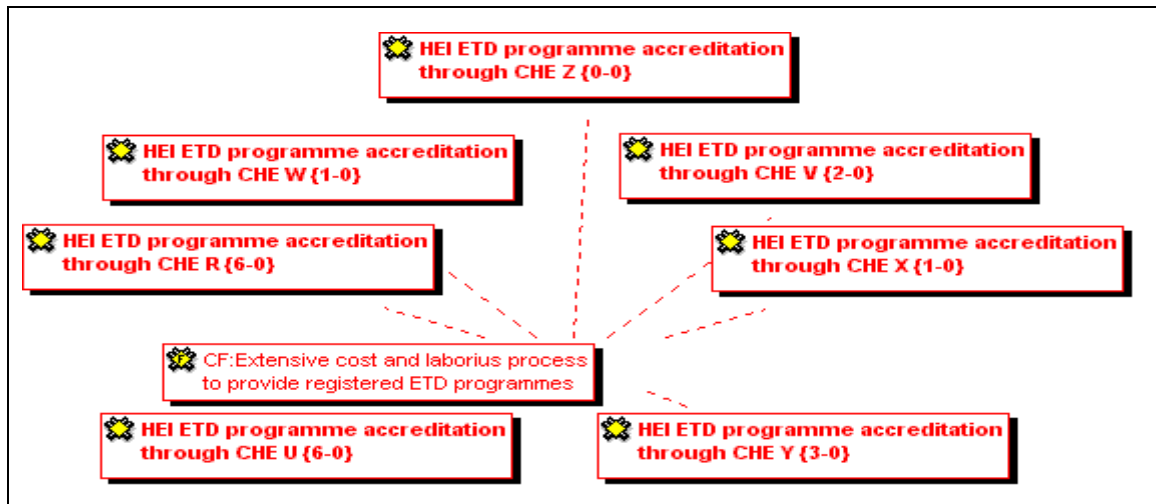


Figure 4.20 Extensive cost and laborious process to provide registered ETD programmes

The network display shown in Figure 4.20 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox for each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate the extensive cost and laborious process involved in providing registered ETD programmes. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The aim of this part of my empirical research was to ascertain whether SDFs perceive the provision of registered ETD programmes as costly and laborious with regard to the process of registering programmes. Not one of the SDFs perceived this provision as challenging, since HEIs are by their nature accustomed to developing and presenting programmes that are quality assured by the Committee on Higher Education – more specifically the Higher Education Quality Committee (HEQC). However, the SDFs viewed the provision of short courses under the umbrella of the HEQC process as conflicting with the SDA’s intention to present courses aligned to the unit standards of the National Qualifications Framework. The above mentioned network display does not, therefore, illustrate the intended aim of my interaction with the SDFs (that they perceive the provision of registered ETD programmes as costly and laborious), but rather what the SDFs viewed as being problematic in this context. The following quotations have been selected from each of the research participants to substantiate the conflict that SDFs experience with the



provision of short courses being registered with the HEQC but that are not aligned to unit standards:

What challenges do you encounter with regard to the provision of ETD programmes? The university is mainly dealing with level 6 [programmes] and upwards on the NQF levels, so mainly the short courses that we intend to present are not necessarily above NQF 6 but would be at the lower levels of the NQF. And with the university it's not its main core function to [present programmes on levels 1 to 5] (P 6: RT1:6, 56-59). For example, we've got a communication degree and you take a certain module and transform that into a short course. For that course to be accredited it needs to be aligned to unit standards, the university is not working on units, no (P 6: RT1:7, 64-67). It is not the core function of universities traditionally to develop short courses (P 6: RT1:8, 72-73). The [short courses] are not standard based. They are assumed to be accredited under the umbrella of CHE but in reality they are not standard based. They are based on the principle of self-accreditation but in reality these courses are not standard based and that is what causes the whole dilemma (P32: RT2:6, 30-35). *What you are saying is that if the university were to present the course then it would not be standard based? Yes. OK but why don't you outsource the programme to external providers?* We can, but then we are in conflict with our core business.

What challenges do you encounter with the provision of ETD programmes? We have gone the route of not seeking accreditation as a training centre; so our staff development centre is not accredited. Where we offer qualifications we obviously offer them under the umbrella of the University's broad accreditation (P27: UF1:22, 251-255). We also have a private provider, owned by the University, and they provide some programmes for us and we fall under their umbrella, but when we use external providers, we choose them on the basis of their accreditation. So in our selection criteria for providers we look at BEE, we look at a whole range of criteria for accreditation and we still use one or two who are not accredited or provide programmes that are not accredited, but our choice by far is to go for accredited programmes only. So of our total learners that we report every year, I would say about 20% are completing formally accredited programmes (P27: UF1:23, 255-263). It is a pity that South Africa has a duality in its NQF system – i.e. that which is applicable to industry-oriented training providers and that which is applicable to higher education and further education. In essence, we have two NQF systems in place – that of the NQF in its purest form, and that of the HEQC framework. This causes conflict in the way in which quality is regulated from one context to the next, and it further reinforces the divide between industry and education. Ironically, the initial purpose and intention of the NQF was to close the historical gap between industry and education so that the system of “supply and demand” would be better integrated, to the benefit of all SA learners (P37: UT2:18, 166-174).

What challenges do you encounter with the provision of ETD programmes? Well, last year at least I managed to get all the training providers that were linked to HR training we got them to apply for accreditation to any one of the SETAs but because the Council for Higher Education does not support SETA-type training or it seems like there's no support, I'm not sure (P23: VT1:14, 217-225). The fact that HEQC does not recognise even though HEQC is supposed to be a quality assurance system, it doesn't recognise unit standards and credit-bearing unit standards (P24: VF1:24, 299-302).

What challenges do you encounter with the provision of ETD programmes? The Council for Higher Education sees education as the key focus. Hence we had a situation where in HR training this year, none of our courses are accredited in any way whatsoever (P23: VT1:17, 264-268). We support ETD interventions that are provided by ETQA-accredited providers that use OBE methodology and provide knowledge and skills and values and attitudes (P34: VT2:70, 71-72). But why can't we provide training under our own CHE umbrella? *I don't know, you tell me* (laughs). Louw, I think it is a



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clash between CHE and unit standard-based training via the SETA you know. *No I am just joking, I agree with you. On the other hand CHE is QA-ing our formal programmes. I don't think they are interested in standard-based development that again is problematic in terms of reporting on NQF programmes in the WSP.*

What challenges do you encounter with the provision of ETD programmes?

Our managerial programme for HODs. It is credit bearing, um, the curriculum is designed, it is built or derived from a specific leadership strategy, in the institution. Um, so, ja, it was very thoroughly designed, so that is a specific category, it's credit bearing. Um, yes, on a NQF level we, we, um, pitch it, pitch it, no, no, no, we pitch it on a level 6, a, level 7 (P29: XF1:17, 168-179). *But X why do you need to align the programme to a full qualification level?* I haven't thought about it, everyone is doing it, aligning it to standards. *But X, full qualifications are accredited via CHE and they cannot accredit your course?* No they didn't ... we ... we only align it to a course presented by our business school.

What challenges do you encounter with the provision of ETD programmes?

In addition now there's a SETA with standards, there's the Engineering Council of South Africa also with QA (P19: YF2:54, 540-543). We don't want to lose the accreditation by the Engineering Council, because then our students will mean nothing in the market, and our lecturers, you know. So, so, those are the difficulties that I find, especially because SETAs are not even talking to one another, you know, the memorandums of understanding that we mooted are either non-existent or they are not activated fully. The other problem that we have, is that we, we, um, are answerable to the HEQC ... so we have this problem of to whom do we listen (P19: YF2:55, 545-553). *You mean the HEQC or the memorandum with regard to standard-based programmes?* Yes I mean.

The above-mentioned quotations demonstrate that SDFs experience a dissonance between the intended aims of the SDA (as regard to the provision of credentialled programmes) and how programme credit values are assigned with the provision of internally developed programmes that are presented under the banner of the Committee on Higher Education's principle of self-accreditation. The aforementioned dissonance revolves around internal courses not being based on unit standards, as intended by the SDA.

In this section I present the findings (representing the whole group of participants) relevant to the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA, namely that SDFs experience problems with the provision of internally developed programmes that are presented under the banner of the Committee on Higher Education's principle of self-accreditation. For this reason, internally developed programmes are not based on unit standards as intended by the SDA. As such, this finding pose another challenge that HEIs need to address in order to match the intentions of the SDA as previously explained in this chapter, §4.3.1.1.

I now present the second of the eight network displays relevant to the documented opinions about the challenges HEIs encounter with the implementation of the SDA.

This network display illustrates that HEIs' ETD practices are perceived as different from national skills development imperatives.

4.3.3.2 HEIs' ETD practices differ from national skills development imperatives

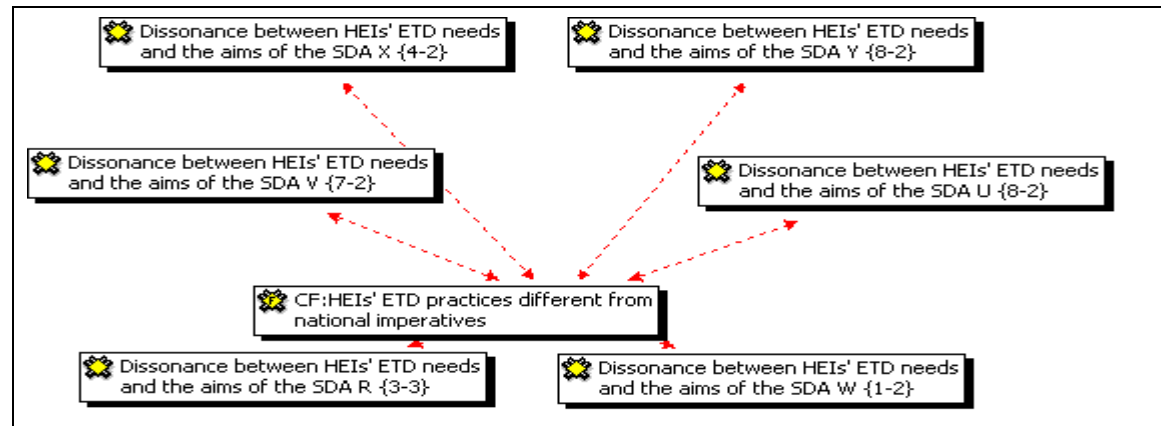


Figure 4.21 HEIs' ETD practices differ from national skills development imperatives

The network display shown in Figure 4.21 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six of the seven research participants (the letter R, U, V, W, X or Y in the textbox represents an SDF) to substantiate that HEIs' ETD practices are perceived as different from national skills development imperatives. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that there is a dissonance between HEIs' ETD needs and the aims of the SDA. The following quotations selected from each of the research participants are relevant in this regard:

Do you experience or perceive a dissonance or mismatch between the aim of the Skills Development Act and the aim of staff development in your institution? Skills Development [from the SDA perspective] has got its own context dealing with designated employees, it has got specific objectives and much different as compared to the human resources development in our institution that deals with development for all against institutional needs (P21: RF1:3, 23-25). I would say our institution's staff development portfolio in a way is aligned with the requirements of the Skills Development Act. ... The only thing that the WSP wants, it requires that there should be a focus on a designated groups and it should be distinct in that regard in the WSP, but every education and training planned in the University it should be in that WSP in the plan itself. Everyone should be there (P21: RF1:25, 226-234).

Do you experience or perceive a dissonance or mismatch between the aim of the Skills Development Act and the aim of staff development in your institution? There's not even the slightest match. The SETAs ... are driven by labour imperatives (P28: UF2:1, 7-10).

I don't think the integration of education and labour is happening and I don't foresee it happening quickly. So what I'm saying is, to start off with, the starting point of the SETAs is labour so the entire focus is manual practical kinds of skills (P28: UF2:2, 13-20). Their understanding of the needs of professionals is close to zero and they're a machine driven by the imperatives of labour. That's the bottom line. *Would say they've got little or no understanding of higher education needs?* Um, that's the general comment (P28: UF2:3, 22-33). I feel a certain sense of disquiet, even anxiety about the dissonance between the skills emphasis of, again, I mean it's the DoL, basically that's dictating those and the standards to which we are held accountable. *Are you referring to the National Skills Strategy?* Yes. They are not interested in our development strategies (P28: UF2:7, 76-89).

Do you experience or perceive a dissonance or mismatch between the aim of the Skills Development Act and the aim of staff development in your institution? Between the SETA, the authority and the employer there is confusion as to what the SDA is (P23: VT1:14, 217-225). According to the ETDP SETA their SSP does differentiate between its different constituent members. Yet most of their skills programmes are geared for NQF 1 to 5 which is not always relevant to the HEI (P34: VT2:18, 167-169).

Do you experience or perceive a dissonance or mismatch between the aim of the Skills Development Act and the aim of staff development in your institution? HE does not have ample opportunities in the sectoral plan. I don't think it is focused on HE enough. The reason being the majority of our staff are qualified and highly qualified. The Skills Development Act actually talks to the lower levels. The bulk of our staff are not in the lower levels (P29: XF1:23, 309-313).

Do you experience or perceive a dissonance or mismatch between the aim of the Skills Development Act and the aim of staff development in your institution? There is no alignment but sometimes I think it's just a coining of words, but I don't think there is a difference between us and the spirit of the SDA. We may be pushing it in another subtle way that the SETA may not be pushing it, see it, ja (P31: XT1:17, 94-97). *Should we hide our intentions from the SETA?* No. The SETA would have to accept the way we're doing things and maybe try to audit (P31: XT1:18, 124-128). However, this example of the occupational codes, HEIs are excluded (P36: XT2:21, 117-118).

Do you experience or perceive a dissonance or mismatch between the aim of the Skills Development Act and the aim of staff development in your institution? I think, the University would have liked to see a situation, where we have *carte blanche* on the way that we apply skills development money without the restrictions that we are having (P19: YF2:50, 507-514). Because sometimes what we would like is to focus on something which is not a SETA priority. Their sector skills plans ... defeat sometimes the purpose, because their priorities might not be our priorities. Um, and you might find we want to emphasise a certain type of development direction, which is not the direction that they're taking. When we're suffering and we're not getting, um, people with scarce skills, that for us is a key problem, like I have said, with engineers, we're losing civil engineers (P19: YF2:51, 514-525). *So you're saying that we as HEIs actually fall into the core functions of various SETAs?* (laughs) Yes, I experience misalignment, uh, if we had generic SETAs, you know, for example, if we had a SETA that would be looking at higher education, that would have been better. We would be more willing to speak to such a department without Labour which has no business to be mingling, in terms of our business. You've got a common interest. So, you know, it's all these things that I think are frustrating, um, the delivery of skills development in higher education (P19: YF2:53, 539-540). Now, they focus mostly on Early Childhood Development and teachers but not on HE as such (P33: YT1:23, 108-110).

The above-mentioned quotations demonstrate that the HEIs' ETD practices are perceived as differing from national skills development imperatives. Since all the

participating SDFs experienced a dissonance between HEIs' ETD needs and the aims of the SDA, I decided not to pursue this theme during the focus group discussion.

In this section I present the findings (representing the whole group of participants) relevant to the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA, namely that SDFs experience a dissonance between HEIs' ETD needs and the aims of the SDA. This finding matches the findings of the non-empirical data analysis. For example, Greyling (2001:3) points out that "[most] institutions of higher education will battle with reforming and transforming staff development towards national imperatives since conflicts of interest are imminent between the focus of staff development in HEIs and that of national imperatives" (P2:13, 137-141). Similarly, Barry (2000:9) contends that SA organisations are reluctant to integrate their developmental initiatives with the broader aims of the SDA (P2:74, 142-144).

I now present the third of the eight network displays to illustrate that HEIs' ETD practices are not co-ordinated for presentation to the ETDP SETA.

4.3.3.3 HEIs' ETD practices are not co-ordinated for presentation to the ETDP SETA

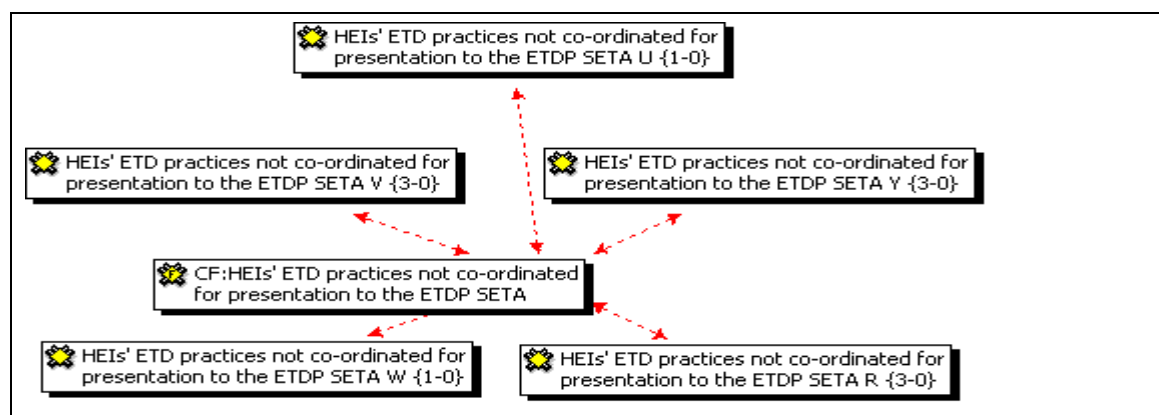


Figure 4.22 HEIs' ETD practices are not co-ordinated for presentation to the ETDP SETA

The network display shown in Figure 4.22 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from five of the seven research participants (the letter R, U, V, W



and Y in the textbox represents an SDF) to substantiate that HEIs' ETD practices are not co-ordinated for presentation to the ETDP SETA. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The following quotations selected from each of the research participants are relevant in this regard:

Would you elaborate on how you perceive our representation at the ETDP SETA? We have the skills development facilitator's forum and now we're proposing that we need to have a forum again on the board, on the ETDP SETA chamber as well, since there is no one who represents us (P 6: RT1:34, 163-165). There were SAUVCA representatives in the past, now HESA (P21: RF1:53, 259-260). Lately we have a skills development facilitators' forum, the Gauteng region, and we always meet and discuss all these issues that affect higher education specifically (P21: RF1:54, 264-266).

Would you elaborate on how you perceive our representation at the ETDP SETA? Higher education is located in a levy chamber and in that levy chamber higher education has got minimal representation. So if you talk about voice, I think lobbying is going to have to happen outside the structures (P28: UF2:16, 170-176).

Would you elaborate on how you perceive our representation at the ETDP SETA? The SETA has never really questioned us to the point where we were open about how we feel about it. (P34: VT2:18, 167-169). No, even the SSPs are not really disseminated and discussed with SDFs. It would be great if the SETA could provide reports to employers on their staff development initiatives and opportunities (P34: VT2:38, 194-196).

Would you elaborate on how you perceive our representation at the ETDP SETA? It's only this workshop that we have once a year. No it's not sufficient. I think when we talk more they will come to know what the needs of Higher Education are. When I speak to other SDFs we have the same sentiments (P11: WF1:56, 368-370).

Would you elaborate on how you perceive our representation at the ETDP SETA? Not for the HE as such. See now this example of the occupational codes, HEIs are excluded (P36: XT2:21, 117-118)

Would you elaborate on how you perceive our representation at the ETDP SETA? What we would like to focus on, is not SETA priorities (P19: YF2:88, 511-516). They focus mostly on Early Childhood Development and teachers, but not HE as such. They focus mainly on teachers in private schools. It is only teachers not lecturers in HEIs (P33: YT1:29, 108-110). The second thing that I feel is a problem with the SETA is that, um, they don't have equal representation from all constituencies. By that I mean that they have surrounded themselves, with people that don't understand higher education, and they frustrate higher education. And because they do that, then higher education, um, you know, they create this schism between themselves and higher education, where there's a misalignment every time. Higher education, you see, let's start with the core of the problem. The core of the problem is that the SETA ... is a labour, a Department of Labour thing (P19: YF2:80, 600-612).

The above-mentioned quotations demonstrate that there is inadequate representation of HEIs in the ETDP SETA structures. In addition, the number of fora to debate issues relating to HEIs is limited.

In this section I present the findings (representing the whole group of participants) relevant to the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA, namely that there is inadequate representation of HE in the ETDP SETA structures. This finding matches the findings of the non-empirical data analysis. For example the ETDP SETA skills adviser structure does not provide for a co-ordinating function so that the HEI-specific needs from the nine provinces can be consolidated for presentation to the ETDP SETA chamber. This implies that, because the skills development matters submitted by HEIs are not co-ordinated, they cannot be presented as HEIs' collective needs to the ETDP SETA levy chamber (P1:914 472-490).

I now present the fourth of the eight network displays to illustrate that HEIs submit their workplace skills plans (WSP) and annual training reports (WSPs) solely to receive grants.

4.3.3.4 HEIs submit their Workplace Skills Plan and Annual Training Report solely to receive grants

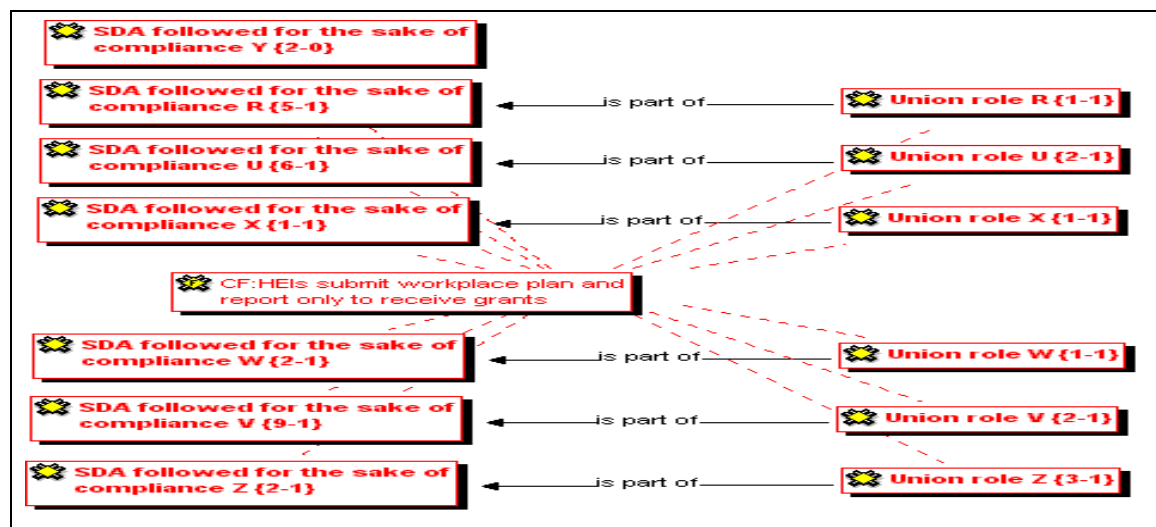


Figure 4.23 HEIs submit their workplace plan and report solely to receive grants

The network display shown in Figure 4.23 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate the finding that HEIs submit their workplace skills plans (WSP) and annual training reports (WSPs) solely



to receive grants probably because each HEI has its own statute. The network display illustrates that HEIs submit their workplace plan and report solely to receive grants. In addition the network indicates that the role of labour unions (signatures on the WSPs and ATRs), is part of HEIs following the requirements of the SDA. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The following quotations selected from each of the research participants demonstrate that HEIs adhere to the SDA for the sake of compliance:

Do you experience that your university is contributing to the aims of the SDA? To me what they see now is just the rebate. That's all that they see and, yes. But they don't see it in a broader context of economic development of the entire country and of the institution as well (P 6: RT1:21, 171-174). I think they see it to that level only they don't see it beyond that (P 6: RT1:33, 169-171). I would say it is just an administrative thing, it's about compliance (P21: RF1:30, 277-278).

Do you experience that your university is contributing to the aims of the SDA? My past experience tells me that most of the reporting is done purely for the sake of satisfying bureaucracy rather than intelligent engagement. Yep, this is a nightmare (P8: UT1:3, 28-30). Shortcuts will be taken and data churned out just so that one can comply (P8: UT1:6, 39-40). Far too many employers see this as just a tax and dismiss the cumbersome process involved in accessing grants (P26: UD2:2, 103-106). There is a strong school of thought in our institution represented by at least one of our deans and others, which says we do not belong in the skills development environment, we should not be paying levies, um, we shouldn't even comply with SETA requirements and skills development requirements (P28: UF2:9, 143-150). Given my experience as an SDF in the organisation, my personal view is that we are still implementing the SDA with a view to compliance rather than competitiveness. At present, the WSP and the story that it tells, are not being properly integrated in the rest of the HR structures and top management structures in the organisation. The data that it yields from year to year should be used to review and reformulate employment equity initiatives, talent acquisition initiatives (particularly for individuals under the age of 35 years), critical and scarce skill initiatives, succession planning (when viewing data of employees in key positions over the age of 55 years), etc. At the present moment, the WSP and ATR are loose-standing documents that are submitted in order to receive levy funds from the SETA. It must be improved so that it becomes not only a mechanism for the refund, but also an integral part of the HR system of the organisation (P37: UT2:29, 285-297).

Do you experience that your university is contributing to the aims of the SDA? It wasn't and if anything at all it was seen as a hindrance somewhat, because now you had to do the compliance issue which forced the responsibility onto either HR or any of the other units. None of the other units wanted to do it, because they didn't understand it. HR took it and ran with it but then to the exclusion of a possible integration of the different interventions because they didn't have time, they didn't have the right kind of capacity in terms of the number of people. So their focus then became compliance (P24: VF1:6, 63-74). The compliance issue became such a logistical nightmare in essence, because you had one person who was legislated in terms of the skills development facilitator but if that person wasn't trained properly and didn't have a strategic mind and didn't have a good leader who saw that person's role as being strategic, as being a strategic partner, I am afraid it fell by the wayside. Then you had the one versus the other, the compliance versus the strategic focus (P24: VF1:7, 87-94). I believe, Louw, I'm sorry to say our higher education institutions are focused as much as they say that they are focused on knowledge creation, I think they are focused more on achieving subsidies and not necessarily looking at quality (P24: VF1:29, 349-367). It was seen as a

hindrance somewhat because now you had to do the compliance issue which forced the responsibility onto either HR or any of the other units. So their focus then became compliance (P24: VF1:43, 67-74). Thus it is a legal requirement that employers must comply with minimally. A pain in the neck as it does not link and integrate with HEI and CHE requirements (P34: VT2:13, 127-130. More see it as a waste of time and a lot of nonsense (P34: VT2:36, 189-191).

Do you experience that your university is contributing to the aims of the SDA? No, I do it because its expected and it is statutory but it is not adding value to my work at all (P11: WF1:30, 342-343).

Do you experience that your university is contributing to the aims of the SDA? It seems like it is only towards compliance [no further comment, even when asked why?] (P36: XT2:16, 96-96).

Do you experience that your university is contributing to the aims of the SDA? We don't want to lose grants, we have to do what they want (P19: YF2:57, 566-570).

Do you experience that your university is contributing to the aims of the SDA? Top management really doesn't want to, it hasn't really sunk in that this should be a boardroom issue, it should be one of, it should be on the agenda. It's also one of most important things. They just discard it, and I don't know whether we're not playing our part as HR (P20: ZF1:11, 262-269).

The above-mentioned quotations demonstrate that HEIs tend to fulfil the requirements of the SDA solely to receive grants and as an act of compliance. In addition, the role of union representatives on the skills development committees of the various HEIs does not contribute to advancing the aims of the SDA in HEIs. The following quotations are relevant in this regard:

Tell me about the role that union representatives play on your skills committee? What is their mandate with regard to skills development, do they really know the rationale of the act. *Why don't you discuss it with them?* To schedule a committee to discuss the issue we do not get this easily. We are not even always all present at the formal committee meetings since they also have their own responsibilities. Thus it is ideal but not practical. *The culture of HEIs is all about debating issues but this a example that we are actually shooting ourselves in the foot* (P32: RT2:24, 182-189).

Tell me about the role that union representatives play on your skills committee? Even our two major "unions" are not called unions, but staff associations so we for example have the academic staff association and the support staff union predominantly which is called AL TSA which is Administrative Library Technical Staff Association again. And there are also unions represented, Nehawu and Meshawu, who are classical unions, but a very small percentage of membership compared to the other two. They function like unions. They function as unions on campus, yes, and they sit on the forum as well, as unions (P27: UF1:36, 41-51). The union representatives can only fulfil a valuable and contributory role if they are trained in the mechanisms of the SDA, SDLA, WSP and ATR. Although we have trained up members in the past, issues of continuity remain a problem as new representatives join the committee at various intervals and often have no orientation to the skills planning context. Unfortunately, it seems as if certain union representatives use the committee and the sign-off of the WSP/ATR as a bargaining tool and refuse to sign off the documentation at the last minute in order to gain leverage in other bargaining areas (P37: UT2:32, 312-319).

Tell me about the role that union representatives play on your skills committee? The



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union fulfils the role when they attend meetings to contribute to discussions and provide direction for employee development. But they are not always available for discussions, not always a priority compared to conditions of service, salaries, EE, etc. (P34: VT2:17, 161-164).

Tell me about the role that union representatives play on your skills committee? Our labour reps, when they are in the critical phase in negotiations, they withhold to sign it off our plan as ransom (P11: WF1:58, 387-387).

Tell me about the role that union representatives play on your skills committee? We debate issues (P36: XT2:20, 115-115).

Tell me about the role that union representatives play on your skills committee? When I came here there was nothing. I invited, I remember when this person was here, he tried to form a committee, it couldn't. It was me, this person and drop in the unions in there and the top management. It's been a struggle. It's been a struggle. It's not well established (P20: ZF1:28, 272-275). They do sign because we normally invite them ... this union when we talk about this we invite them, say, this is what we want, we want a committee. Even if it doesn't materialise, the committee, but I would keep on doing my job and when in the signature stage I would say remember I called you and this is what I wanted and this is also one of the reasons why we wanted you so we need a signature here (P20: ZF1:29, 278-283). But what I know for sure was that the unions were not involved from the word go, and that was a concern that if you don't involve us from the word go, it can create a problem when you come and say this is a product. They would say but we were never part of this, how can we just come and sign on the dotted line, which is to me a fact. I believe that they should have been involved from the word go, from the preamble, say this is it, do you agree with this. So that when it comes to say show it to people, this is the end product, and everybody would have played a part and say, it wouldn't give a problem (P20: ZF1:39, 47-55).

Tell me about the role that union representatives play on your skills committee? Not really, they do not attend meetings. They do understand the context of the Act, but I don't know why they do not attend (P33: YT1.txt - 33:22, 104-105).

The above-mentioned quotations demonstrate that union representatives on the skills development committees do not contribute to furthering the aims of the SDA in HEIs; instead they appear to be an obstacle in the process of submitting the WSP and ATR.

In this section I present the findings (representing the whole group of participants) relevant to the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA, regarding the HEIs submitting their workplace skills plans and annual training reports solely to receive grants. This finding matches the findings of the non-empirical data analysis. For example, Le Grange (2004:1) argues that the general trend of HEIs is to recover as rebates the skills development levies they have paid, not to further the aims of the SDA (P2:16 152-155). In addition to this finding, another finding that should be noted is that union representatives on the skills development committees do not contribute to furthering the aims of the SDA in HEIs,

instead they appear to be an obstacle in the process of submitting the WSP and ATR.

I now present the fifth of the eight network displays relevant to the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA. This network display illustrates that HEIs find it difficult to integrate the SDA within its staff development practices.

4.3.3.5 The integration of the SDA in HEIs' ETD practices is difficult

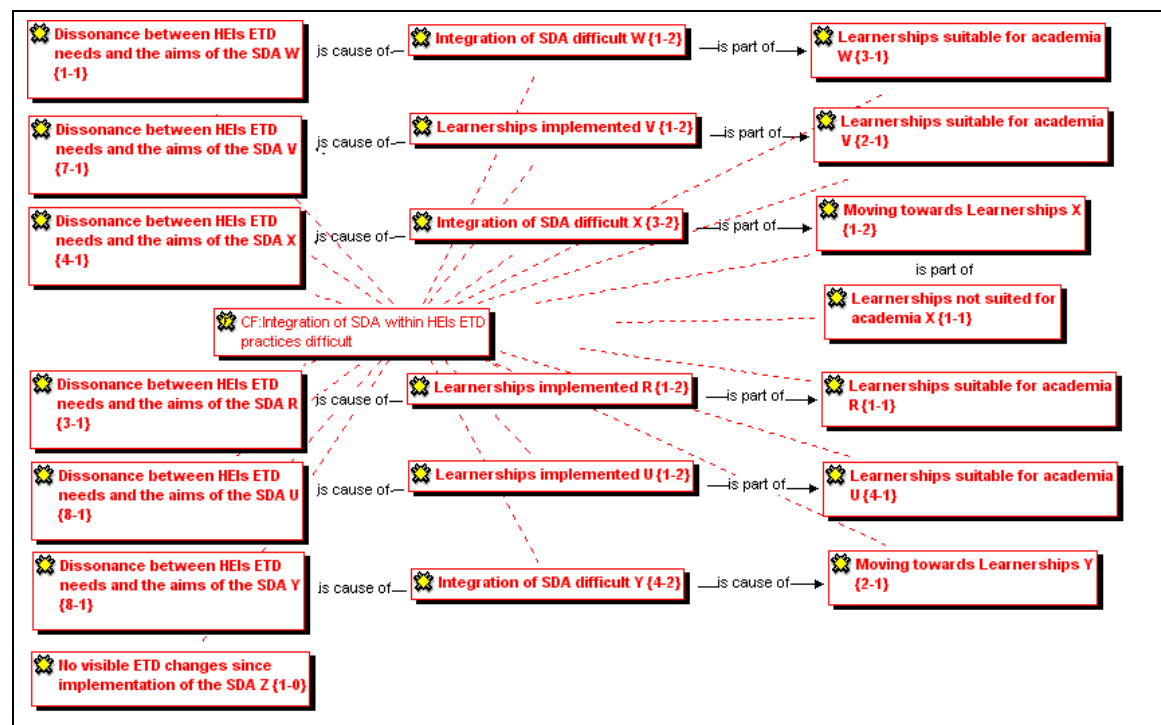


Figure 4.24 The integration of the SDA in HEIs' ETD practices is difficult

The network display shown in Figure 4.24 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six of the seven research participants (the letter R, U, V, W, X or Y in the textbox represents an SDF) to substantiate that the integration of SDA in traditional HEIs' ETD practices is difficult. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that, based on the dissonance that HEIs encounter with the implementation of the SDA, three of the six HEIs find the integration of the SDA in HEIs' practices difficult, whereas the other three HEIs have taken steps with the



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implementation of learnerships to integrate the SDA in the ETD practices of these three particular HEIs. The data analysis indicates however that the implementation of learnerships is on a small scale or implemented with various problems encountered, so that the integration of the SDA in HEIs could be regarded as problematic. The following quotations selected from each of the research participants are relevant to the understanding that HEIs find it difficult to integrate the requirements of the SDA in the staff development ambit of HEIs:

The Skills Development Act, it is not really aligned to the way the University perceives staff development since they look at skills development for builders or artisans while we look at knowledge generation. Hence, the [SDA] focuses not only but mostly on learnerships, internships and ABET and so forth, whereas in the staff development of the University the main focus would be anything that would enhance the core functions of the University, which is learning generation via teaching and research and community service. In other words our internal training would focus on enhancing the quality of our service in terms of how we generate knowledge... yes, and they would look at delivering skilled builders (P6: RT1:36, 22-31).

Yes, there is progress towards the education, training and development of designated staff, take for example our ABET programme especially, is going well but not development that focuses on skills for academia for example because skills for academia are perceived as knowledge generation by means of activities that are not perceived as skills [development from the SDA perspective] (P35: WT1:18, 100-101).

The SETA requires some of the extraordinary things we may still be arriving at (P30: XF2:19, 167-169). Well I would say maybe the SETA would have for now they would have to accept the way we're doing things and maybe try to audit us or based on how we're doing things (P31: XT1:19, 124-128). I am not aware of clear changes, only to say that the thinking of people has changed towards skills development being key to performance, but what skills development is in terms of what the SDA requires is questionable (P36: XT2:17, 99-104).

They [employees] start to know that there is an emphasis on development (P33: YT1:20, 93-94). Yes, an emphasis on development, but our management does not know exactly or understand well what the SDA means or how it works. [Therefore] I cannot say that the emphasis on development is due to the implementation of the SDA (P33: YT1:21, 98-100).

It seems to me that the implementation of the Skills Development Act hasn't as yet affected the institution. *Not at all? Why?* I, I, I, you know, I believe personally it is because the top management really doesn't want to, it hasn't really sunk in that this should be a boardroom issue, it should be one of, it should be on the agenda. It's also one of most important things. They just discard it, and I don't know whether we're not playing our part as HR to make it a point to them or what (P20: ZF1.20:42, 257-269).

The above-mentioned quotations demonstrate that the HEIs experience difficulties with the integration of the requirements of the SDA. An example of the difficulty that HEIs experience in this regard, is the implementation of learnerships. The following quotations are relevant in this regard:

Could you explain or give an example of problems that you encounter with



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implementing learnerships that are outlined in the SDA? We have implemented a Security Learnership for support staff, but this learnership is not core to HE, rather it fits in our support environment. Now we have to work across SETAs to earn our rebate (P32: RT2:17, 112-112).

Could you explain or give an example of problems that you encounter with implementing learnerships that are outlined in the SDA? We have been implementing learnerships in the past and we will certainly be doing so again in the future. However, the main focus of these learnerships has been on the acquisition and development of talented students or PDI students in a range of critical or scarce skill areas. For example: learnership for postgraduate students in Business Intelligence Systems but we battle to implement a learnership core to HE (P37: UT2:43, 243-247).

Could you explain or give an example of problems that you encounter with implementing learnerships that are outlined in the SDA? Currently we have 50 artisans, such as electricians, painters, carpenters and plumbers on learnerships (P34: VT2:11, 101-116).

Could you explain or give an example of problems that you encounter with implementing learnerships that are outlined in the SDA? We approached the Admin group [implementation of learnerships]. Learnerships I believe should be investigated for scarce skills occupations. But for academics it could also work in terms of developing practical skills (P36: XT2:13, 75-77).

The above-mentioned quotations demonstrate that the learnerships implemented in HEIs are limited and furthermore that the learnerships are not aligned to the core function of HEIs (teaching, research and community engagement). When I questioned the SDFs about the viability of implementing an academic learnership, the response was as follows:

For academics where a learnership would entail including a subject-specific qualification (i.e. master's in chemical engineering) plus a postgraduate certificate in HE to enhance their "facilitation" skills, would be difficult to implement. We talk about unemployed people as in students that would be on the learnership, then both qualifications as I said have to be completed. However, a learnership for currently employed academics, over a period of one year, would provide more time for practice in the field of teaching say for instance. I feel a learnership is much more effective because it allows for an integrated workplace and formal learning approach. For example, we introduced a short course in research methodology for 60 lecturers, we found, not that we did not do proper checks, that the lecturers learned a lot, but I came back into my section, I implemented this for the first week and now I'm back to my old style because my entire department is doing it in the old style. Had it been a learnership that would probably run over a year, you know the concept of practice, practice, practice before mastering, which is the basic design paradigm of learnerships, there would have been better results of ingrained learning (P34: VT2:11, 101-116).

Not. No practical. Lecturing schedules are fixed, where can we get time for them to do the practical component of the learnership? The lecturers have a minimum of a master's degree. Therefore, they must be sponsored to gain a formal degree and in addition a formal teaching or facilitation qualification, not as a combination of both qualifications. Thus skills programmes are more favourable or the shortcut to gain skills and knowledge because they will not easily attend or enrol for two qualifications simultaneously (P32: RT2:28, 213-218). *What you are saying is that when the HEI would for instance register master's degree students, they would have to continuo with*



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their subject-specific qualification but simultaneously complete for example a teaching learnership. Now I understand what you mean with following two qualifications simultaneously.

I do not believe that learnerships are generally appropriate for academic staff. Their studies are mainly at advanced NQF 8 levels and are, by their unique nature, not suited to the generic nature of learnerships. For support staff, there is more applicability. We have not started with learnerships. The main obstacles are the very bureaucratic nature of the process. This is all I want to say now because my time is bit limited today (P 8: UT1:12, 9-14). We have been implementing learnerships in the past and we will certainly be doing so again in the future. However, the main focus of these learnerships has been on the acquisition and development of talented students or PDI students in a range of critical or scarce skill areas. For example: a learnership for postgraduate students in Business Intelligence Systems (HR/ICT in focus) (P37: UT2:26, 243-247). I certainly do believe that where academics are moved into different roles – e.g. technical and/or management roles, a well-structured learnership programme will have merit/value in providing both theoretical and practical/experiential competencies (P37: UT2:27, 253-255). As regards academics, my view is that the PGCHE is focused on formal education in the attainment of a full qualification that could be transformed to a learnership for those already employed. However, skills programmes that focus on good ETD practice – e.g. facilitation, assessment, design/development of materials, etc. – are essential training interventions to develop specific practical skills. I am not familiar enough with the PGCHE curriculum content to comment, but I would hope that the PGCHE encapsulates good ETD practice by leveraging off the unit standards that are available for specific ETD roles. In so doing, we would not be reinventing the wheel and causing unnecessary duplication – but we would ensure that PGCHE provides both broad educational value and integrates relevant national unit standards (P37: UT2:28, 261-270).

If employed people could access learnerships, this would benefit HE as we could get graduates who then work towards their postgraduate qualifications or the subject field of learning facilitation. As it is presently structured, it does not work for HE academia (P10: WD2:4, 4-9).

We are not yet moving towards the implementation of learnerships. We are still in the process of identifying where to implement it. If one has already a qualification in a specialisation area and has to move to another specialisation area, then a learnership would assets them in that regard. With a learnership the person is not taken fully out of his/her workplace since it is designed to accredit workplace learning towards a workplace qualification. However, for academics, if the learnership would be for one area of his/her task it may work (P35: WT1:12, 64-70).

At this stage, I'm not sure if learnerships are suitable for academia. If you consider following a subject-specific qualification and a teaching qualification simultaneously, I don't know if it would be do-able (P35: WT1:22, 121-123).

The above-mentioned quotations demonstrate that there is resistance to the implementation of an academic learnership. The resistance is based on the anomaly that a teaching learnership for academic staff would entail studying for a subject-specific qualification and a teaching qualification simultaneously, hence it is not known if it would be feasible, as stated by one of the SDFs (P35: WT1:22, 121-123). This adds to the difficulty that HEIs encounter with the integration of the SDA in HEIs.

In this section I present the findings (representing the whole group of participants) relevant to the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA, namely that the integration of SDA in traditional HEIs' ETD practices is difficult. This finding matches the findings of the non-empirical data analysis. For example Reiner *et al.* (2000:2), Greyling (2001:3), Botha (2003:1) and Van der Westhuizen and Maharasoa (2004:39) note the challenges pertaining to the integration of HEI staff development practices with the requirements of the SDA (P2:1, 4-7). I now present the sixth of the eight network displays to illustrate that HEIs perceive a lack of support and guidance from the ETDP SETA.

4.3.3.6 Lack of support and guidance from the ETDP SETA

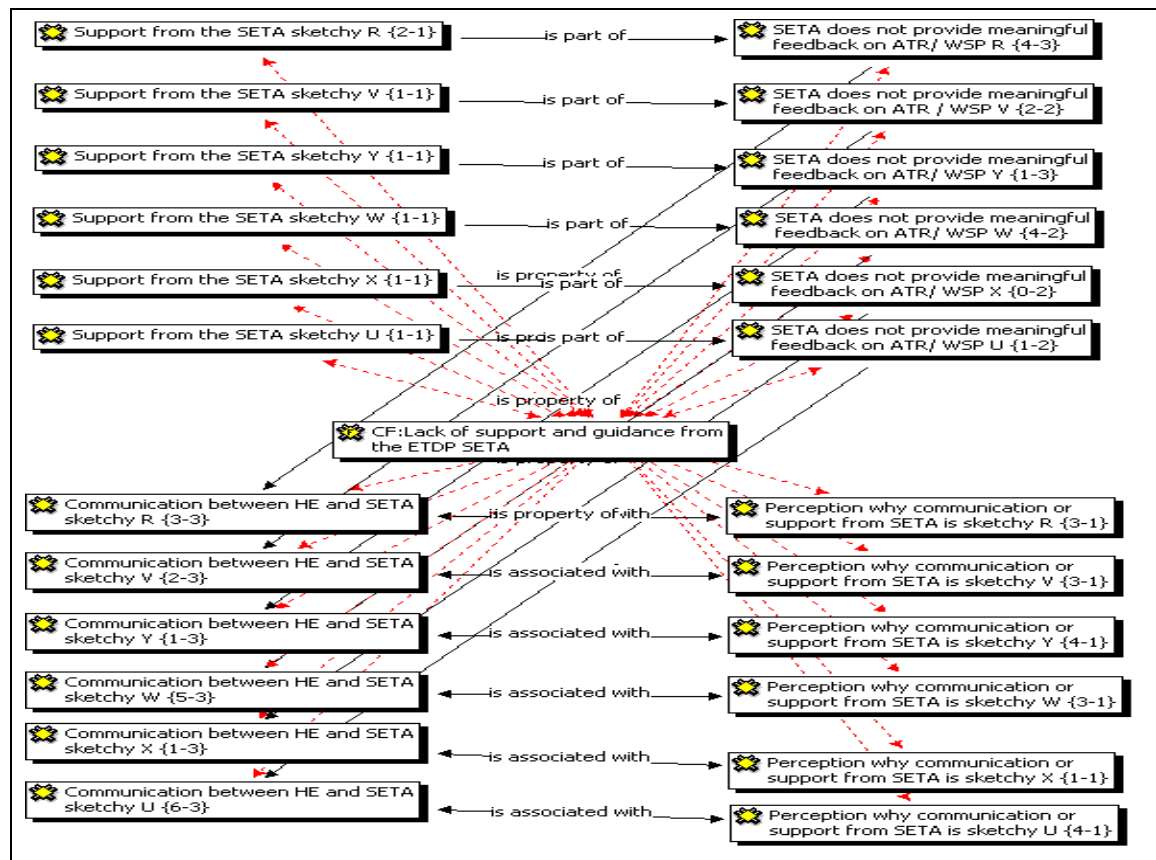


Figure 4.25 Lack of support and guidance from the ETDP SETA

The network display shown in Figure 4.25 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate my understanding that there is a lack of support and guidance from the ETDP SETA and the reasons for

this. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that communication between HEIs and the ETDP SETA as well as support from the ETDP SETA is sketchy. This is partly due to the ETDP SETA's inability to give meaningful feedback to HEIs regarding their submitted WSPs and ATRs. The network display also illustrates that there are certain perceptions (by SDFs) of the reason that communication or support between the SETA and HEIs is sketchy. The following quotations selected from each of the research participants demonstrate that support from the ETDP SETA is sketchy:

Is there support from the SETA? Communicate that to them? If there is a forum to discuss such kinds of you know, of issues, then we will. Ja, ... there were SAUVCA and the others (P21: RF1:39, 258-260). The question is after all those discussions, what is done afterwards? Do they take the suggestions and the ideas and put them for implementation or what's happening to them (P21: RF1:47, 260-262).

Is there support from the SETA? No, not even their structures support staff development in higher education with the skills advisers for example even in the dispensations where previously they had a skills adviser who covered higher education nationally, then through the phase where they'd be now, which is provincial skills advisers. You've got one skills adviser advising a province covering from Early Childhood Development through to political parties, labour organisations, trade unions, libraries, all sorts, and then a little bit of higher education (P28: UF2:13, 33-39).

Is there support from the SETA? No, not really, we submitted many ETD proposals for HEI-specific financing in research, ODETD, project management, Assessor/Moderator education, training and development and no response [4 June 2008] has been received to date (P34: VT2:32, 64-67).

Is there support from the SETA? No support from the SETA (P11: WF1:33, 374-375).

Is there support from the SETA? See this example of the occupational codes, HEIs are excluded (P36: XT2:29, 118-118). There is no support from them.

Is there support from the SETA? Sometimes they do, it just depends on who you are working with (P33: YT1:10, 47-48). But that support is on an individual basis, not collectively? Yes.

The above-mentioned quotations demonstrate that there is a lack of support from the ETDP SETA. I now demonstrate that part of the problem is that the ETDP SETA does not provide meaningful feedback to HEIs regarding their submitted WSPs or ATRs:

The SETA has never really questioned us to that extent to the point where we were open about the problems that we encounter with skills planning, this is how I feel about it. We never had forums to bring about that kind of discussion, nor individual feedback on our WSP for that matter (P25: VF2:3, 41-44). I personally find that the SETA looks at higher education with one eye only. The reason for that is, are they paying us the skills



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levies, because we're the highest payer of levies (P25: VF2:5, 86-88).

Because firstly if really that was supposed to be happening, the SETA would be engaging with us in the sense that they will, after we have submitted the WSP, tell us the shortfalls of our planning and you know get to unpack the, our plan and tell us, give us some sort of a report but I couldn't see a report comparing the 2006 [WSP] with the 2005 [WSP] for example. This is what was happening, this is where you were, this is where you are, and this is where you were supposed to be and this is the kind of strategies that you can put in place and this is how we will support you but that kind of function it doesn't, hu-uh, and that is the only way we could move forward (P21: RF1:31, 278-287). No way that the SETA would come back to you to say there was progress in terms of the following, we identified that this designated group was developed (P21: RF1:32, 292-294). We should try to get the SETA to understand through open debates the context of HEIs. We never get feedback. For example [the SETA could respond] from your first report you have closed this gap, now you need to go there (P32: RT2:30, 224-226).

What really worries me is what the department (or SETA) will do with all these data. If there is a clear and reasonable purpose then one doesn't mind putting in the effort but in this case (P8: UT1:4, 30-32). *Do you think it has to do with the absence of feedback from the SETA regarding our WSP for example? Feedback, what feedback?*

No support from the SETA. They focus too much on the administrative part in terms of the paperwork. It became just more red tape associated with it, but they don't put enough energy in the qualitative part of it. They need to take it now a step further. And say after now so many years we should have been there. As a SETA now we have taken now what you have submitted to us. Sending us just a rough thing of so many people have submitted a WSP. That doesn't tell me anything. But have they judged in terms of skills, have we moved or not, as this University if you have contributed towards the skills levels of people in any way. Have they even looked at our profile to say that this University five years ago it looked like this and spending so much money and you have changed (P11: WF1:42, 317-327). We are so inundated with the administrative part of the SETA. I think we are now past the due dates we are now in quality I should be coming to you and ask what differences, what are we as a constituency going to do about our quality. We can only do it if everyone shares the same sentiment. We need to stop to talk about d-dates (P11: WF1:45, 378-383).

No definitely not, maybe in the future, the establishment of the HE facilitators community of practice, the SETA will listen to our collective needs (P33: YT1:27, 124-125).

The above-mentioned quotations demonstrate that the ETDP SETA does not provide meaningful feedback to HEIs on their submitted WSPs or ATRs. Feedback on the submitted WSPs or ATRs is only part of the lack of communication between HEIs and the ETDP SETA. I now substantiate that the lack of communication stretches even further than the lack of feedback on WSPs or ATRs, since the ETDP SETA does not add value to staff development in HEIs:

We [always] had a Skills Development Adviser with us and she'd take the minutes and she would tell us that that those concerns or our ideas would be presented to the board of the SETA, but we don't know afterwards if that is really being taken into consideration for implementation or what happens to them (P21: RF1:29, 269-273). *The question is rather after all those discussions what is done about it?* Yes, do they take the



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suggestions and the ideas and put them for implementation or what's happening to them? They don't let us know (P21: RF1:40, 260-262). *Now how do they communicate to you?* They prefer to provide feedback verbally than committing that in writing. *Why?* Because they are all so indecisive, they are not sure of the answers that they need to give us. It is also a legal issue, the moment they put their answers on paper it means that they are committing themselves (P32: RT2:8,46-49).

No, what really worries me is what the SETA will do with all these data. If there is a clear and reasonable purpose then one doesn't mind putting in the effort but in this case [not] (P 8: UT1:4, 30-32). Lately we have the skills development facilitators' forums that's the Gauteng region and we always met and discuss all these issues that affects the higher education specifically (P21: RF1:41, 264-266). By all accounts and feedback received, the perception exists that no-one really goes through the data in the necessary detail in order to convince organisations and SDF's that the statistics are being used in an optimal or meaningful manner. In broad terms, the perception exists that the SETA only reviews the submission in terms of template/technical correctness and financial data. Instead, the SETA should also focus more closely on the story that the WSP/ATR tells with regard to competitiveness, sustainability, employment equity. These are where the true qualitative aspects of the WSP/ATR are critical in nature! (P37: UT2:35, 343-351).

We submitted many ETD proposals for HEI-specific financing in research, ODETD, Project Management, Assessor/Moderator education training and development, and no response [4 June 2008] was received to date (P34: VT2:5, 64-67).

I am going to say something because I feel safe it's not them forcing us to do something we are doing it anyway whether the Skills Act came in or not. It only becomes only farcical. I don't get feedback from the SETA, there is no added value, why are we doing it? It's becoming a farce like a tax with no institutional value. In terms of what they want to do with it I don't know (P11: WF1:28, 310-314). It's only this workshop that we have once a year. No it's not sufficient. I think when we talk more they will come to know what are the needs of higher education. When I speak with other SDFs we have the same sentiments (P11: WF1:32, 366-370).

It would be nice if they would come back with an evaluative report on the implementation of our WSP. This way I could formally indicate to our skills forums where we have problems. It would enhance my credibility as SDF (P36: XT2:8, 49-52).

Sometimes they do. *You mean communicate with you.* Ja, it just depends on who you are working with (P33: YT1:10, 47-48).

The above-mentioned quotations demonstrate that there is a lack of communication between HEIs and the ETDP SETA. When we discussed what the reason for the lack of communication between the SETA and HEIs could be, the following was noted:

The Department of Labour, they are the ones who really know the purpose of the Act but people who were given the mandate to implement the Act like SETAs are not clarifying it with them (P32: RT2:20, 135-153). We should try to get the SETA to understand through open debates the context of HEIs (P32: RT2:32, 224-226). *Why don't they provide feedback?* Because they are also indecisive, they are not sure of the answers that they need to give us. It is also a legal issue, the moment they put their answers on paper it means that they are committing themselves (P32: RT2:33, 47-49).

Let's suggest and encourage greater co-operation and communication between the DoE, DoL and DTI. HEIs can play a significant role in assisting the NSF and the SETAs to achieve their objectives on all NQF levels and should not be marginalised, either



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deliberately or by mistake (P26: UD2:9, 222-225). *Has the DoL involved the DoE as there appears to be no engagement with the education side?* There continues to be this dissonance and it is time to resolve it (P26: UD2:10, 143-145). They're located *You mean the SETA*in the Department of Labour and I don't think the integration of education and labour is happening and I don't foresee it happening quickly (P28: UF2:2, 13-20). Their structures do not support staff development in higher education with the skills advisers for example even in the dispensations where previously they had the skills adviser who covered higher education nationally, then through the phase where they'd be now which is provincial skills advisers. You've got one skills adviser advising a province covering from Early Childhood Development through to political parties, labour organisations, trade unions, libraries, all sorts, and then a little bit of higher education and so and now they propose new structure where they're going to designate someone who's specifically for higher education. Through all of that even the people they appoint in those structures are people who do not have an understanding of higher education, simple as that (P28: UF2:4, 33-45). The SETA itself is dealing with issues of uncertainty as well as rapid staff turnover, lack of continuity, lack of capacity (P37: UT2:19, 179-186).

I personally find that the SETA looks at higher education with one eye only. The reason for that is, are they paying us the skills levies, because we're the highest payer of levies (P25: VF2:5,86-88).

Not a proper forum scheduled (P11: WF1:48, 378-378).

It is new information to us and even the SETA people. But I'm worried that there could be different perceptions [interpretations] (P36: XT2:28, 5-5).

The SETA has got a high turnover rate of staff, and therefore they cannot even build, eh, eh, um, um, institutional memory, or institutional history. So the new person, every new person coming in has got their idea (P19: YF2:60, 595-600). And they start from scratch and then they leave. So, we, we don't have someone. *How many faces of the SETA have we seen?* Exactly.

The reasons for the ETDP SETAs' lack of communication are either structural, i.e. high staff turnover, or due to the lack of someone dedicated to liaise with the HEIs, or due to a lack of knowledge about the aims of the SDA.

In this section I present the findings (representing the whole group of participants) relevant to the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA, namely that there is a lack of support and guidance from the ETDP SETA. This finding matches the findings of the non-empirical data analysis. For example, Strydom (2004:292) and Van Niekerk (2004:111) note that staff development in HEIs is being hampered by the lack of support and guidance from government through the ETDP SETA.

I now present the seventh of the eight network displays relevant to illustrate that HEIs' performance management systems include national SDA imperatives.

4.3.3.7 HEIs using performance systems enhance the management of national SDA imperatives

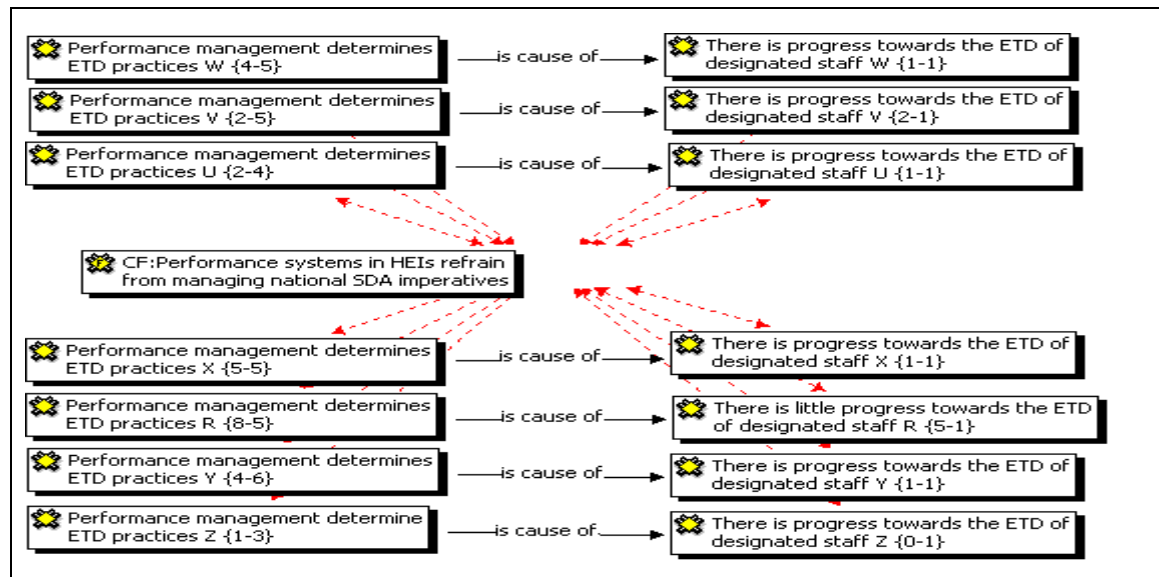


Figure 4.26 HEIs using performance systems enhance the management of national SDA imperatives

The network display shown in Figure 4.26 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate the inference that HEIs' performance management systems include national SDA imperatives. In other words, HEIs' performance management systems do not refrain from managing national SDA imperatives. As such, progress (six of the seven HEIs) is being made with the ETD of designated staff in six of the seven HEIs (little progress is being made with the ETD of designated employees in university Y). The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). Since performance management systems determines ETD practices (refer §4.3.2.4) the following quotations selected from each of the research participants are relevant to the understanding that progress is being made with the ETD of designated employees in most HEIs:

Are any of these strategies available exclusively to designated employees in your institution? There's another strategy that I haven't mentioned, number 8, and that is special programmes. Now we have over the last five, six, seven years introduced a number of special programmes that were specifically for development purposes for people from previously disadvantaged backgrounds. Now, we had a programme for example called GOOT, Growing Our Own Timber, where we focused specifically on black and female academics. We also established here, with grant funding that we got



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from various donors, a unit that we called the Equity Development Unit and that was situated here in our unit. It's now been moved to another unit, but it was very specifically aimed at academics in particular but also on support staff from previously disadvantaged backgrounds. So those were very specifically targeted (P27: UF1:40, 285-295).

Are any of these strategies available exclusively to designated employees in your institution? Our discretionary funds pay for specific development interventions as per ETDP SETA allocations, for example ABET, learnerships or internships (P34: VT2:30, 43-45). Currently we have 50 artisans such as electricians, painters, carpenters and plumbers on learnerships. However, it is towards admin or support staff (P34: VT2:31, 101-103).

Are any of these strategies available exclusively to designated employees in your institution? Yes there is progress towards the education, training and development of designated staff, take for example our ABET programme especially is going well (P35: WT1:18, 100-101).

Are any of these strategies available exclusively to designated employees in your institution? Yes, ABET (P36: XT2:19, 111-111).

Are any of these strategies available exclusively to designated employees in your institution? Each one of the eight occupational classes would have its allocation in the budget, percentage wise. Roughly speaking. Just to make sure that it's fairly distributed, you know, on the entire, and then it's on a pyramid basis, that it's smaller on the top, and bigger at the bottom. Yes. That's right. And they have other advantages. You have ... you have ... That's right. Exactly. So it's more or less like that, but then on a percentage basis. Then, that pyramid I divide again, vertically, where I say, in each one, how much then goes to women. *So you have funds available for programmes specifically for designated staff?* Yes, for example for, for people with disabilities (P19: YF2:77, 112-120).

The above-mentioned quotations demonstrate that progress is being made with the development of designated employees. One of the examples given of such progress was ABET (see Figure 4.3.3.1). Against this background it is clear that HEIs' performance management systems include the management of national SDA imperatives, in particular the development of designated employees.

In this section I present the findings (representing the whole group of participants) relevant to the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA, namely that the HEIs' performance management systems refrain from managing national SDA imperatives. The above-mentioned substantiation of the finding that progress is being made with the development of designated employees contradicts the documented opinions that HEIs' performance management systems refrain from managing national SDA imperatives. Consequently, I suggest that the challenge HEIs encounter with the implementation of the SDA is not due to the lack of performance management systems in HEIs as a

means of managing national SDA imperatives, but rather to the dissonance between the aims of the SDA and those of staff development in HEIs.

I now present the last of the eight network displays relevant to the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA. This network display illustrates that HEIs perceive the implementation of the SDA as a form of tax.

4.3.3.8 The SDA is perceived as a form of tax

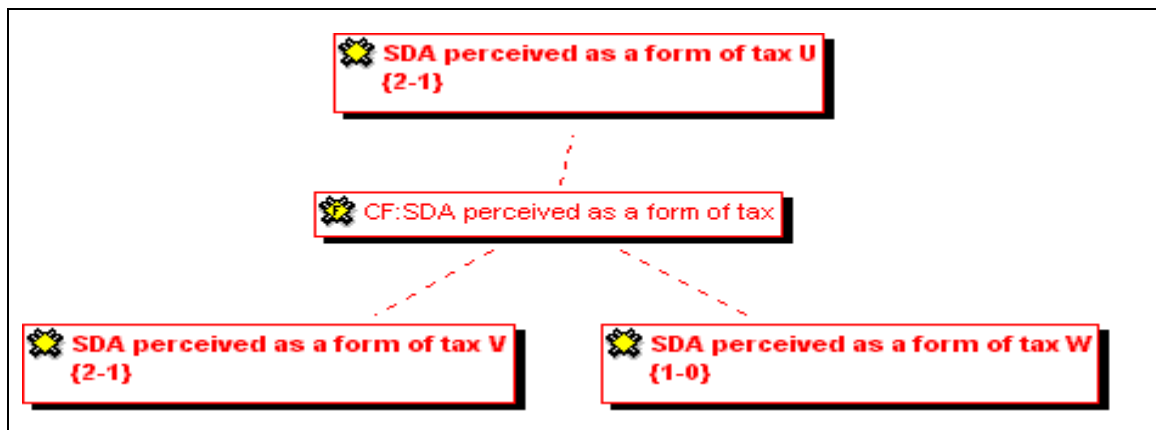


Figure 4.27 HEIs perceive the SDA as a form of tax

The network display shown in Figure 4.27 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from three of the seven research participants (the letter U, V and W in the textbox represents an SDF) to substantiate that HEIs SDFs perceive the SDA as a form of tax. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that three of the seven SDFs perceived the implementation of the SDA as a form of tax. The following quotations selected from each of the research participants are relevant in this regard:

Far too many employers are seeing this as just a tax and dismiss the cumbersome process involved in accessing grants (P26: UD2:2, 103-106). *Does it include you? Yep.* There is a strong school of thought in our institution represented by at least one of our deans and others, which says we do not belong in the skills development environment; we should not be paying levies, um, we shouldn't even comply with SETA requirements and skills development requirements (P28: UF2:9, 143-150). *I agree at least we should pay 50% of the 1% because HEIs are subsidised by approximately 53%.*

Our skills committee perceives the SDA as a tax on employers to fund the improvement of skills and qualifications in SA. Thus it is a legal requirement that employers must comply with minimally. A pain in the neck as it does not link and integrate with HEI and

CHE requirements (P34: VT2:13, 127-130).

I am going to say something because I feel safe. It's not them forcing us to do something we are doing it anyway, whether the Skills Act came in or not. It becomes only farcical. I don't get feedback from the SETA, there is no added value, why are we doing it? It's becoming a farce like a tax with no institutional value. In terms of what they want to do with it, I don't know (P11: WF1:64, 310-314).

The above-mentioned quotations demonstrate that three of the HEIs view the implementation of the SDA as a form of tax. I concur with the above-mentioned SDFs' quotations and also believe that HEIs' skills levy should be 0,5% instead of 1% because HEIs' operational budgets are subsidised by approximately 50% of the funds obtained from the government.

In this section I present the findings (representing the whole group of participants) relevant to the documented opinions regarding the challenges HEIs' encounter with the implementation of the SDA, namely that HEIs perceive the SDA as a form of tax. This finding matches the findings of the non-empirical data analysis. For example, Lee (2002:4), Ziderman, (1996:313), as well as Whalley and Ziderman (1990: 377) caution that industry might view the levy-financing scheme as an additional tax (P1:88 423-424). Similarly, Cloete (2001:8) argues that private and public organisations consider the SDA as yet another tax (P2:8, 145-147).

In conclusion, the above-mentioned network displays and quotations provide a clear understanding of the challenges HEIs encounter with the implementation of the SDA, as indicated below:

- The SDFs did not express their concern about the extensive cost and laborious process of providing registered ETD programmes, but pointed out the tension involved in providing internal programmes which are not credit-bearing programmes, since these are quality assured on the principle of self-accreditation whereas the SDA portrays the notion of credit-bearing courses based on unit standards.
- HEIs' ETD needs differ from national SDA imperatives. HEIs support the ETD needs for all employees in relation to institutional needs, whereas the SDA prioritises the development of designated employees.
- HEIs' ETD practices are not co-ordinated for presentation to the ETDP SETA. This unequivocal understanding points to the lack of fora to discuss HEIs'

ETD matters and also to their lack of representation on the ETDP SETA forums.

- HEIs encounter problems with the integration of the SDA. Core to this problem is the dissonance between HEIs' perception of staff development as predominantly a function of knowledge generation whereas from the SDA's perspective the focus is on labour, in other words on tangible visible skills. The difficulty of integration is furthermore exacerbated by the lack of support and communication between HEIs and the ETDP SETA. HEIs', therefore, tend to submit their WSPs and ATRs solely to receive grants and some HEIs label the skills levy as a form of tax.

I have presented the findings related to the documented understanding about the rationale for and meaning of the implementation of the SDA in SA, the documented opinions about the rationale for and meaning of HEIs' employee ETD practices and the documented opinions regarding the challenges HEIs encounter with the implementation of the SDA.

I now present the findings related to my personal opinion about the effect of the implementation of the SDA in SA; my personal opinion about the rationale for and meaning of HEIs' employee ETD practices; and my personal opinion about the effects of implementing the SDA in HEIs. The reason is that I wanted to determine whether my personal opinions are corroborated by the opinions of the SDFs.

4.3.4 Personal opinion about the rationale for and meaning of implementing the SDA in SA

My personal opinion about the rationale for and meaning of implementing the SDA in SA is grouped into the eight interrelated themes that are presented in the textboxes linked to the textbox labelled: *CF: Personal opinion about the reasons for and meaning of implementing the SDA in SA*. The eight themes displayed are as follows: Although the implementation of the SDA is supported in principle, no reference is made to excluding non-designated employees in HEIs; the descriptions of terminology in the SDA and explanations tendered by government officials are confusing; education credentials are viewed as a substitute for employee ability; the relationship between investment in ETD and economic prosperity is not proven; the SA workplace ETD policy framework focuses on the labour market, not on HEIs as

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social institutions of SA; the SDA promotes the perception of inclusiveness but its compliance criteria create a perception of exclusiveness; the SDA is implemented on the assumption that ETD will lead to economic prosperity; and the SDA portrays a mechanistic system for managing human behaviour. I now present seven network displays on the empirical data analysis relevant to each of these eight themes.

4.3.4.1 Although the implementation of the SDA is supported in principle, no reference is made to legitimising the exclusion of non-designated employees

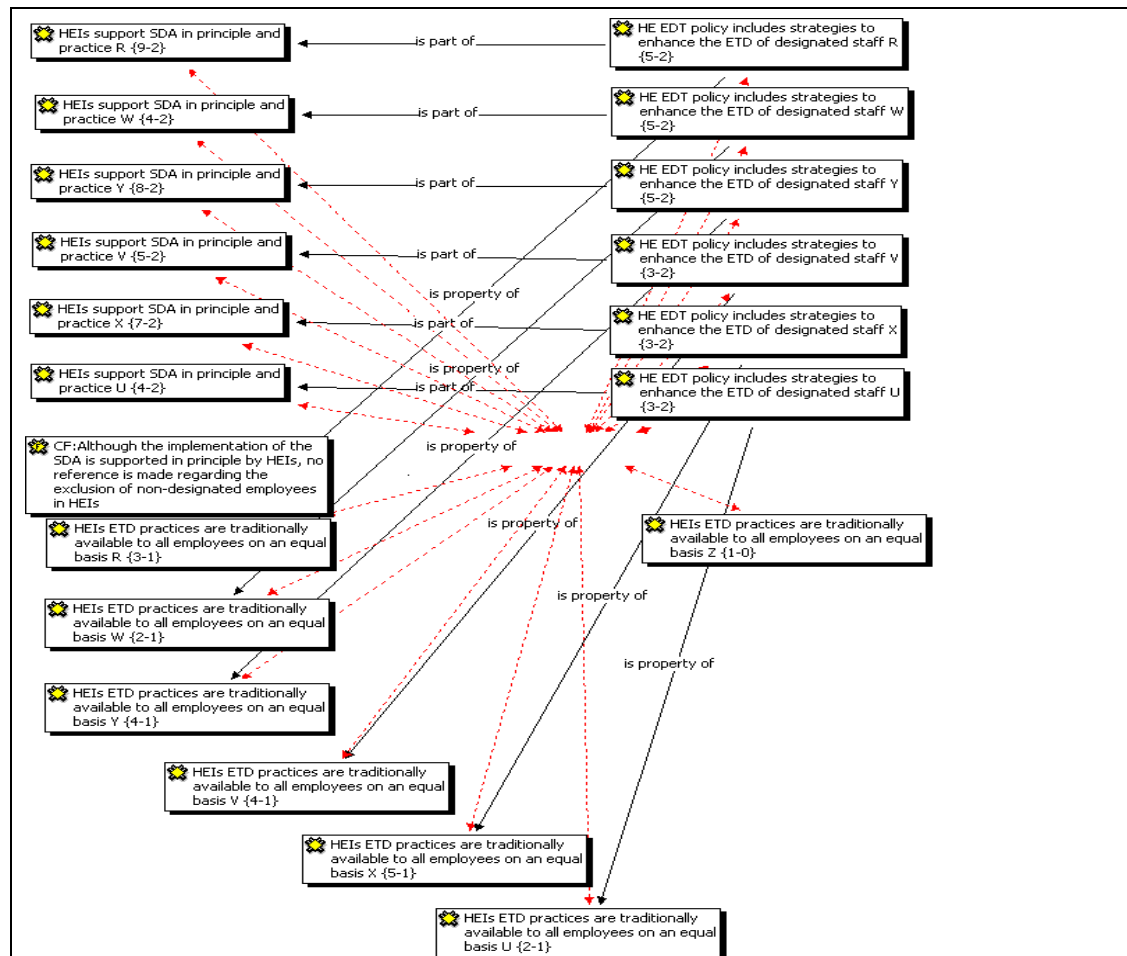


Figure 4.28 Although HEIs support the SDA in principle, no reference is made to excluding non-designated employees

The network display shown in Figure 4.28 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate that, although the implementation of the SDA is supported in principle in HEIs, HEIs do not exclude non-designated employees from ETD opportunities. The aim of this part of my empirical research was to ascertain whether there is reason to believe that although



the implementation of the SDA is supported in principle in HEIs, non-designated employees are excluded from participating in ETD practices. The network display illustrates that HEIs' employee ETD practices are traditionally available to all employees in HEIs. Furthermore, HEIs' ETD policies include strategies to enhance the ETD practices of designated employees. This does not mean that non-designated employees are excluded from participating in HEIs' employee ETD practices, but rather that strategies additional to HEIs' ETD portfolio are implemented to enhance the development of designated employees. The following quotations demonstrate that HEIs include ETD strategies to enhance the development of designated employees:

Redress the imbalances resulting from the past (P 1: RD1:2, 48-48). In accordance with the University's equity policy there is a commitment to combating all unfair discrimination (P 7: UD1:6, 23-29). The staff development policy shall take cognisance of the following sections in that document: promotion criteria, alternative progression and succession planning, Employment Equity Policy (P22: VD1:19, 103-115). To this effect the University Skills Development Policy (SDP) must support all relevant employee efforts to further their education, training and development through a skills development scheme (P16: YD1:2, 14-16). To provide some kind of initiatives towards designated employees (P24: VF1:2, 9-14). Training and Development Policy [must] be aligned to the Equity Plan, Recruitment and Selection Policies to support transformation (P 9: WD1:1, 131-137).

The above-mentioned quotations (representative of all seven HEIs in the sample) indicate that the employee ETD policy environment includes strategies to promote the development of designated employees. The following selected quotations substantiate, however, that HEIs' ETD policies are not exclusively meant for designated employees. ETD opportunities are therefore also available to non-designated employees, as follows:

It aims to enhance a culture of learning in which continuous learning is nurtured and encouraged in the workplace (P 2: RD2:7, 25-26). To ensure this, the University will continue to support staff development which involves all staff equally as partners in achieving the aims of the University (P 7: UD1:3, 8-21) The University regards as essential the provision of opportunities for all employees to improve their levels of skills and knowledge in order to improve their ability and the quality of service to clients both in and outside the University (P22: VD1:1, 7-10). The policy serves as a mechanism for the integration of training and development interventions into broader performance improvement initiatives and alignment of training with the 2015 Strategic Plan (An Agenda for Transformation) and other human resources policies (P 9: WD1:3, 17-20) Refers to all training practices that lead to the development of the maximum potential of all staff members and enhances better quality, productivity and more job satisfaction (P12: XD1:3, 68-70). Enhance efficient and effective teaching and learning, research and community service at the University. Provide opportunities to improve skills and acquire new skills to enhance competency levels of all employees in the framework of lifelong learning and continuous organisational improvement (P16: YD1:3, 17-21).

In the above-mentioned quotations, the term “all” – referring to designated and non-designated employees – is the common denominator in all seven of the HEIs in the sample. In addition, it should be emphasised that the HEIs' employee ETD opportunities have traditionally been available to all employees (see Section 4.3). The following selected quotations are relevant in this regard:

There has always been a policy in that regard in terms of training and development and the only thing that could have happened now lately is that it could have been reviewed (P21: RF1:7, 59-62). *Since when were these management and support mechanisms traditionally available to staff members in this institution?* Maybe there is slightly more emphasis now. But I'm not convinced that it is the result of the SDA. You see, because of the business that we're in (P27: UF1:24, 269-271). [*He referred to HEIs being institutions of learning, used to providing learning opportunities to employees and the general public*]. For as long as far as I know (P24: VF1:19, 235-235). [S]taff development has always been part of our institution (P11: WF1:3, 20-20). It was there historically on the campus (P30: XF2:10, 141-153). But I would say, the, the, especially development courses you know for all ... have been there forever (P19: YF2:43, 346-349). I think everybody is entitled to skills enhancement and it been historically so (P20: ZF1:3, 68-70).

The above-mentioned quotations demonstrate that staff development has been traditionally available in HEIs. During the focus group discussion I furthermore questioned the six SDFs to determine if there is reason to believe that certain categories of employees are deprived from development. The answer was as follows:

I haven't come across in any of your institutions that non-designated employees are excluded nor that there is a differentiation between academic, administrative and support staff with regard to the availability of programmes. Do you concur with my interpretation? Yes from all SDFs (P 1:7 121-123).

My understanding, based on the above-mentioned findings, is that although HEIs support the implementation of the SDA in principle and practice, there is no indication that non-designated employees are excluded from HEIs' employee ETD practices.

In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the rationale for and meaning of implementing the SDA in SA, namely that although the implementation of the SDA is supported in principle in HEIs, HEIs do not exclude non-designated employees from ETD opportunities. This finding matches my personal understanding that the SDA should be viewed as a regulation applicable to all categories of employees in organisations. For example, the authors cited in the survey of the body of scholarship do not express the belief that education and training should be legislated to ensure the education and training of employees from certain groups, nor that the education and

training of employees should be governed by bodies external to an organisation (in this case the HEIs) (P1:523, 584-588). The argument (Mdladlana, 2003:1) that: "The organisations that stand to gain the most are those that equip their employees with knowledge, talent, skills and opportunities to deliver and create value" does, furthermore, not exclude certain categories of employees in organisations (P1:864, 176-180).

Against this background I argue that if the ETDP SETA were to implement guidelines to compel HEIs to give preference to designated employees, it would not only be discriminatory against non-designated employees but would also exclude non-designated employees from contributing to HEIs' effectiveness and efficiency.

I now present the second of the seven network displays relevant to my personal opinion about the rationale for and meaning of implementing the SDA in SA. The following network display illustrates that HEIs perceive the terminology in the SDA and explanations given by government officials are confusing.

4.3.4.2 Descriptions of terminology in the SDA and explanations given by government officials are confusing

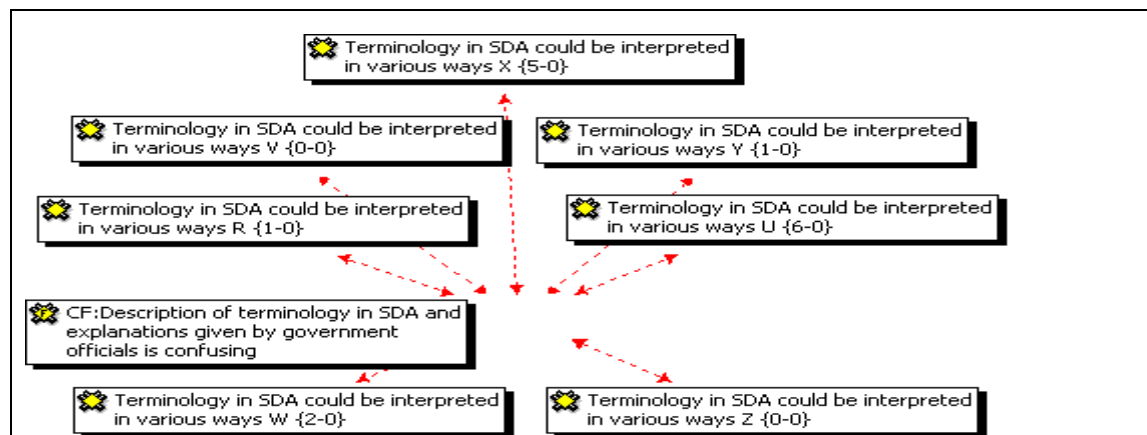


Figure 4.29 HEIs perceive the descriptions of terminology in the SDA and explanations given by government officials as confusing

The network display shown in Figure 4.29 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate that the terminology in the SDA and explanations given by government officials are confusing. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice:



Outputs). The following quotations selected from each of the research participants are relevant in this regard:

There is it also mentioned that the single greatest impediment to economic growth in South Africa is the shortage of skills, then they elaborate and adds occupations such as scientists, managers engineers so its immediately mixed with formal education and skills the formal distinction between education and skills collapse. The Skills Act does not help us in this way (P5: RF2:7, 195-204).

Universities will join different job titles to the prescribed 'Occupational Codes' for instance. *[In other words it is clear how we should align Higher Education job titles with the national prescribed job titles]*. All this terminology of Occupational Code on the WSP and Occupational Category EE is becoming very confusing for all but the handful of people who work with it regularly (P8: UT1:7, 40-44). *[Yes I do agree with you, I wonder why it's confusing?]* Again each organisation will define their own definition of 'scarce' and so what exactly a collective database of all this will mean is questionable (P 8: UT1:8, 46-50). There is a fundamental problem in the failure to define skills which is a persistent weakness in the Skills Act. A narrow view that skills are the solution to a human and economic problems is problematic and misleading (P26: UD2:3, 119-122). The concept of 'skills' requires definition. It can be argued that only when a society has a fundamental level of education in place can we start talking about skills (P26: UD2:15, 137-139).

Skills is so broad (P11: WF1:31, 363-364). *What do you mean by broad?* The SDA is clear that we should address past imbalances, however, the guidelines on skills are not clear. Even if we look at what we are implementing and what other HEIs are implementing, it is clear that our understanding of the Skills Act is not the same. *Why?* Because we don't debate issues (P35: WT1:21, 115-118).

It could be scarce and critical skills, you know. I don't know whether to refer to critical skills in a sense that if we have to do a project ...or institutional staff development, what do they need? (P30: XF2:15, 119-123).

No, the Skills Act highlights what is required but doesn't go into the details. The Skills Act is clear in terms of redressing past inequality. In that aspect the Act is clear. However, the guidelines are not clear (P35: WT1:1, 3-5).

It is new information to us and even the SETA people, but I'm worried that there could be different perceptions [interpretations] (P36: XT2:1, 4-5). No, it is not clearly defined (P33: YT1:2, 7-7).

The above-mentioned quotations substantiate that all the SDFs perceived the terminology and descriptions of terminology in the SDA as confusing.

In this section I present the findings (representing the whole group of participants) that corroborate with my personal opinion about the rationale for and meaning of implementing the SDA in SA, namely that the terminology in the SDA and the explanations tendered by government officials are confusing, hence delaying the implementation of the SDA.

I now present the third of the seven network displays to illustrate that HEIs view the ETD credentials as a confirmation of acquired learning.

4.3.4.3 Education credentials are viewed as a substitute for employee ability

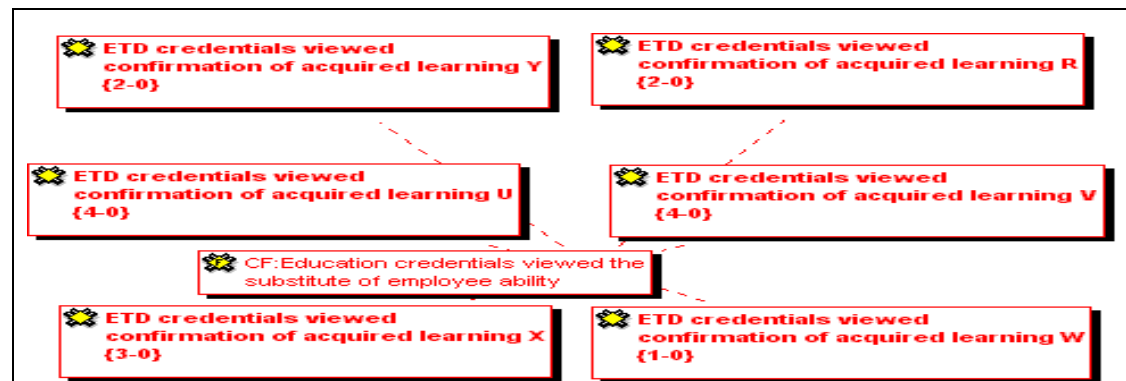


Figure 4.30 HEIs do not consider education credentials as a substitute for employee ability

The network display shown in Figure 4.30 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate that HEIs view the ETD credentials as a confirmation of acquired learning, hence contradicting the SDA that promotes the perception that credentialled learning is a substitute for employee ability. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that HEIs view ETD credentials as a confirmation of acquired learning. The following quotations selected from each of the research participants are relevant in this regard:

Is any form of recognition issued to the participant after the completion of a programme and why? Yes, certificates or qualifications, but it is a confirmation that the person has acquired some degree of learning during the intervention and therefore he/she is deemed competent (P32: RT2:11, 64-66).

Is any form of recognition issued to the participant after the completion of a programme and why? If an employee is completing a short course ... formal credentials in accordance with the NQF are not critical (P37: UT2:3, 32-36). *What do you mean by suitable?* By suitable I mean that the credits might be for the purpose of acquiring the necessary CPD points. This ensures that learners benefit at the end of the day by receiving credible certificates of competence (P37:UT2:7, 50-56). The credentials that a person receives after completing a learning intervention and/or qualification are only as good as the depth and meaning of the learning and insights gained in the actual process. It is in the process of learning that an individual assimilates new concepts and insights, and undertakes reflection and self-evaluation. In the absence of high-quality experiential and relevant learning, the attainment of credentials just for the sake of receiving a certificate or commendation, becomes meaningless (P37: UT2:22, 198-



204).

Is any form of recognition issued to the participant after the completion of a programme and why? Yes, certificates stating the recommended credits, but people who attend training without credentials will not necessarily be less skilled than the person who attends accredited training in terms of competency certificates (P23: VT1:23, 169-180).

Is any form of recognition issued to the participant after the completion of a programme and why? Unfortunately not all courses are necessarily accredited. QA or the accreditation of a programme is an internal self-driven system, it has nothing to do with certifying the competency of a person (P24: VF1:21, 245-255). Most organisations, like Microsoft, like IBM, they don't necessarily take you on because you've got a qualification (P24: VF1:30, 381-392). The credentials that the person receives after completing a programme as well as the process of learning, are valuable together with the application of learning on the job to improve performance (P34: VT2:7, 76-78).

Is any form of recognition issued to the participant after the completion of a programme and why? Rather the process of learning is valuable towards change in behaviour and performance improvement, not the certification *per se* (P35: WT1:26, 43-44).

Is any form of recognition issued to the participant after the completion of a programme and why? Some of the modules of our programmes, we can align to formal programme modules at the business school, so it's not officially credit-bearing, it is just pitched at that level, it's outcomes based, it's not officially credit-bearing (P29: XF1:33, 176-179).

Is any form of recognition issued to the participant after the completion of a programme and why? Yes we provide a letter of participation, but Louw we reward performance, we don't reward attainment of qualifications *per se* (P19: YF2:69, 444-448).

The above-mentioned quotations substantiate that certification, whether in the form of credits or as a statement of competency issued to employees after the completion of a learning programme, is viewed as a confirmation of having successfully demonstrated the learning outcomes. Furthermore, two of the above-mentioned quotations selected from the respective SDFs clearly state that HEIs do not remunerate employees on the basis of their qualifications, but for their performance (see quotation P19: YF2:69, 444-448 and P35: WT1:26, 43-44).

In this section I present the findings (representing the whole group of participants) that corroborate with my personal opinion about the rationale for and meaning of implementing the SDA in SA that HEIs view the ETD credentials as a confirmation of acquired learning, hence contradicting the SDA that promotes the perception that credentialled learning is a substitute for employee ability. Based on the perception held by SDFs regarding the value of credentialled learning, it substantiates the finding that the aim of the SDA, which equates credentialled programmes with benefiting the individual in financial terms, is in start contrast with the rationale of staff development in HEIs. Since, it has been previously substantiated that HEIs do not measure the return on ETD investment (refer §4.3.2.4) which is why none of the

SDFs mentioned that HEIs pay an individual more after completing a training programme, it corroborates with my opinion that the SDA is implemented on the assumption that ETD would lead to the economic prosperity of the individual or country at large.

I now present the fourth of the seven network displays to illustrate that the return on investment in ETD practices in HEIs is not determined as far as staff development is concerned.

4.3.4.4 The relationship between investment in ETD and economic prosperity is not proven in HEIs

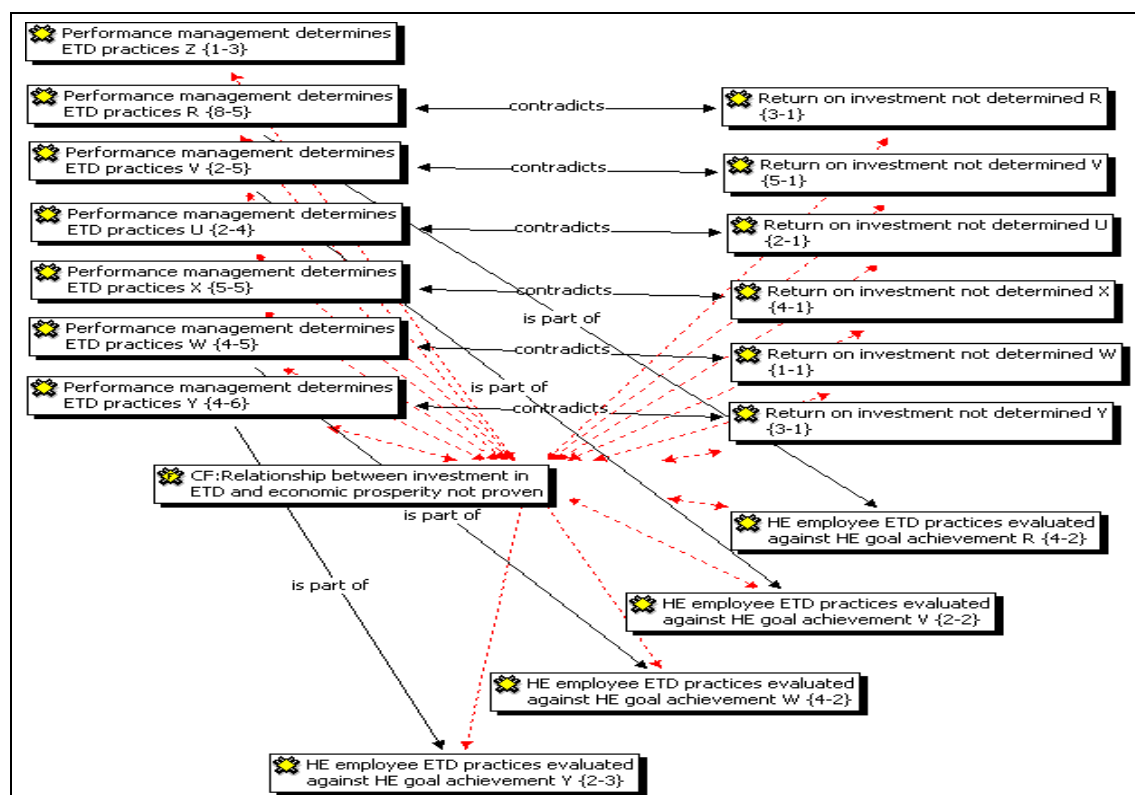


Figure 4.31 The relationship between investment in ETD and economic prosperity is not proven in HEIs

The network display shown in Figure 4.31 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate the view that the relationship between investment in ETD and economic prosperity is not proven, hence that the SDA is implemented on the assumption that investment in ETD will lead to economic prosperity. The number of quotations assigned on *Atlas.ti*TM can be

viewed on the compact disk (SDF Voice: Outputs). The aim of my empirical research was to ascertain whether HEIs determine the return on their investment in employee ETD. The network display illustrates that performance management is essential to determining employees' ETD needs, and that HEIs' employee ETD practices are evaluated against HEI's goal achievement. The return on investment in ETD practices is not determined as far as staff development is concerned. If HEIs do not measure the return on investment to illustrate that there is a relationship between investment in ETD and economic gain, the relationship between investment in ETD and its economic return is based on a dubious assumption. Since all seven HEIs' SDFs substantiated that performance management systems was applied to identify ETD practices (refer §4.3.3.3.), and that HEIs approved ETD when it was perceived as contributing to the goals of the HEI, i.e. to the improvement of quality service, I decided not to present these quotations again. Therefore, I present the selected quotations to substantiate the finding that the return on HEIs' investment in ETD practices is not determined:

Do you measure return on investment? Our development opportunities have got nothing to do with giving people incentives or higher salaries or promotion ... it's more on development in terms of improving their own performance or enhancing their own performance at the jobs they have been appointed to do (P6: RT1:3, 39-43). It is required to put the outcome of what he/she learned into his or her performance management contract. We do have this function but it is not fully utilised. Hence, in a way there is a gap between what the person gained from a learning programme and how he or she is implementing it. There is no proof, only an assumption, that they would apply their new skill or knowledge in their work environment (P32: RT2:34, 69-74).

Do you measure return on investment? No, take probation as an example. The aim of probation is a development period during which a staff member is prepared through a variety of strategies, most especially through discussions around performance to achieve permanent appointment, or tenure, if you like (P27: UF1:41, 127-132). Probation is a development mechanism. The development opportunities that we provide are first of all the attainment of academic qualifications particularly for academics. That is, the nature of their work is they need to improve their qualifications. So, our objective is to ensure that all of our academic staff have got PhDs for pushing knowledge frontiers purposes not to pay or promote someone (P27: UF1:42, 137-141).

Do you measure return on investment? We do not measure any type of event in terms of its financial return. We link PDPs somewhat to the vision and mission of the local units, the faculties, then the divisions and so on, and then we try to tie it back to the vision and mission of the institution (P25: VF2:9, 7-9). We would like to identify skills needs and number of planned events and then accordingly budget for planned training and then calculate return on investment in completed training (P34: VT2:44, 144-146). *In other words you would like to do it, but you are not currently doing it?* True. (P34: VT2:44, 144-147).

Do you measure return on investment? Return on investment? We are far from it. I would love to be in the situation when I could say, I mean even now I give people an approval letter that the application was approved, go and make your arrangements. We would like your plan on how you would come back and transfer knowledge (P11:



WF1:54, 270-275).

Do you measure return on investment? Employees are at this moment not required to report on the training that they have completed. Academics are required to write a report after attending a conference as a means to share knowledge. Development is managed by the individual, hence he/she is not required to indicate formally where new knowledge is applicable to his or her performance (P36: XT2:7, 36-41).

Do you measure return on investment? We use the performance management system to ascertain skills gaps ... but we don't measure if it happened. It's a line manager prerogative to say, the business is changing and we need most skills in x, for example (P18: YF1:9, 15-18).

The above-mentioned quotations substantiate the finding that HEIs do not measure the return on the investment in employee ETD practices in financial terms. During the focus group discussion I questioned the six SDFs to determine if they could give an example to demonstrate that a person earned more after completing a learning programme. They could not provide any examples, thus substantiating yet again that return on investment is not determined in HEIs. When I asked the SDFs if it was possible to determine the return on investment in financial terms, hence to demonstrate that there was a relationship between investment in ETD and economic prosperity, one of the SDFs replied as follows: "How can we measure that? There are so many variables!" (P 1:17, 206-208).

In this section I present the findings (representing the whole group of participants) that corroborate with my personal opinion about the rationale for and meaning of implementing the SDA in SA, contending that the relationship between investment in ETD and economic prosperity is not proven, with the result that the SDA is implemented on the assumption that investment in ETD will lead to economic prosperity. This finding also corroborate with the views of authors cited in the survey of the body of scholarship. For example, Schultz (1961:1), one of the leading proponents of Human Capital Theory, states: "Although it is obvious that people acquire useful skills and knowledge, it is not obvious that these skills and knowledge are a form of capital, [or] that this capital is a substantial part of a product of deliberate investment" (P1:784, 1569-1573). Similarly, Lin (1999:29) postulates that the proponents of Human Capital Theory portray the value of investment in education as an ideology for influencing the masses to internalise the values of this theory (P1:611 1546-1548). It is not clear whether educated people are necessarily more productive or wealthier than uneducated people (Carnoy *et al.*, 2005:4; Livingstone, 2002:1; Baptise, 2001:195; Quiggin, 2000:130; Livingstone, 1997:9) (P1:818, 1643-1646). Based on the findings of the SDFs that corroborate with the views of the

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above-mentioned authors, it is clear the SDA was implemented on the (unproven) assumption that ETD would lead to economic prosperity.

I now present the fifth of the seven network displays to illustrate that HEIs perceive the SA workplace ETD policy framework to focus on the labour market and not on HEIs as social institutions of SA.

4.3.4.5 The SA workplace ETD policy framework focuses on the labour market not on HEIs as social institutions of SA

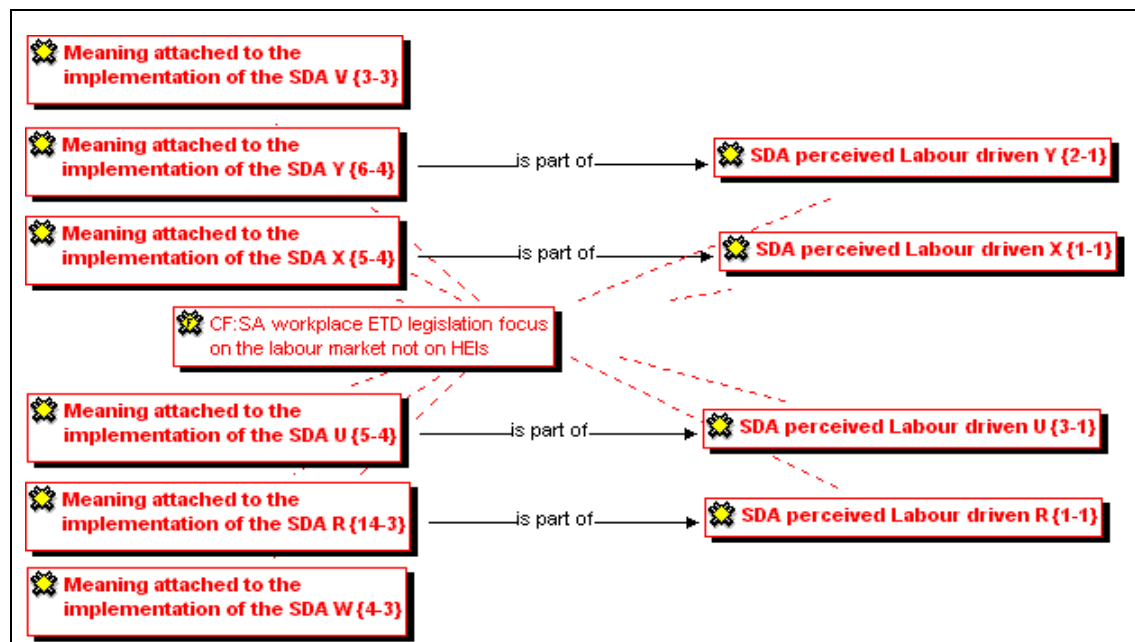


Figure 4.32 HEIs perceive the SA workplace ETD policy framework as focusing on the labour market, not on HEIs as social institutions of SA

The network display shown in Figure 4.32 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate the contention that SA’s workplace ETD policy framework focuses on the labour market and not on HEIs as social⁸⁹ institutions of SA. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that four of the SDFs perceived the SDA as labour-oriented, in other words driven from a labour imperative associated with manual skills. The network display

⁸⁹ Llop (2006:xi) refer to HEIs as social institutions which are by nature not profit driven, rather viewed essential to a country’s socio-economic development.



furthermore illustrates that the perceptions of these four SDFs are part of their perception of the meaning of and reasons for the implementation of the SDA. I now present the selected quotations to substantiate that the SDFs consider the implementation of the SDA as labour driven:

Why is it called the Skills Development Act? (Laughs) because it's labour driven and labour was talking from the background where people from designated groups needed skills like artisan skills, that is where it started but now suddenly education, training and development are under the umbrella of the Skills Development Act. I think it was actually the labour approach, that is where it came from (P32: RT2:10, 55-60).

Why is it called the Skills Development Act? Since the introduction of this new legislation there has been a tension between education and labour at national departmental level. That tension hasn't been resolved. *How so?* It is alleviated somewhat by some discussions that happened between the two departments but something like that, if our, you know if it came to a point of us being driven and being substantially disadvantaged as far as grants are concerned, I foresee it being escalated to the level of the minister of education and I think we will get support there. You know it's the labour-education tension (P28: UF2:10, 174-183). So what I'm saying is to start off with, the starting point of the SETAs is labour so the entire focus of all of the SETAs and including ours even though ours should be slightly different I think the ETDP SETA, the focus is on labour and skills development in the sense as we said right in the beginning of the interview the first phase of being manual practical kinds of skills (P28: UF2:11, 15-20).

Why is it called the Skills Development Act? Because its from a labour perspective, labour detected that they didn't have enough aspects in certain prime jobs, hence they developed this Skills Act and then the sector which is our SETAs and them are working for labour, because they then were given the jobs of saying you can then break yourself up into the different areas of labour and then you will work for us (P36: XT2:26, 141-145).

Why is it called the Skills Development Act? It always been from a labour perspective and they started from scratch with the Skills Development Act (P19: YF2:61, 600-601).

The above-mentioned quotations substantiate the finding that the participating SDFs perceive the SDA as a labour-driven initiative towards the attainment of tangible skills, such as artisan skills (P32: RT2:10, 55-60) and manual practical skills (P28: UF2:11, 15-20). During the focus group interaction with six SDFs, I enquired why they perceived the SDA as labour driven. One of the SDFs replied that the SDA was: "now about designated development". I then asked why do they (ETDP SETA officials and HEIs SDFs) emphasise the development of designated employees and not the development of all staff? The answer was as follows: "It stems from their mandate [ETDP SETA officials] that they receive from the Department of Labour. Their targets derive from the National Skills Development Strategy" (P 1:20, 211-216). This clearly demonstrates that the implementation of the SDA is labour driven and, as a result, is predominantly focused on tangible skills, not on the knowledge generation that is the core business of HEIs.



In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the rationale for and meaning of implementing the SDA in SA, namely that SA's workplace ETD policy framework focuses on the labour market (tangible skills required to enhance organisations profit margins) and not on HEIs as social institutions of SA. The finding that the participating SDFs perceive the SDA as a labour-driven initiative towards the attainment of tangible skills, therefore, matches my personal opinion that SA's workplace ETD policy framework focuses on the labour market and not on HEIs as social institutions of SA understanding. For example, government portrays the SA economy as a dualistic economy: "A First-World economy based on a skilled labour force and a Third-World economy based on marginalised or unskilled workers regarded as unemployable" (P1:301, 167:169). The government, furthermore, argues that an increase in the levels of investment in education and training in the labour market will improve the return on that investment (Republic of South Africa, 2004:4) (P1:890, 143-145). This clearly demonstrates that the SDA is implemented as a means of promoting the labour market, not on promoting HEIs as social institutions in SA. These quotations indicate that the SDA was implemented to enhance tangible skills, not the skills associated with the generation and dissemination of knowledge.

I now present the penultimate network display relevant to my personal opinion about the rationale for and the meaning of implementing the SDA in SA. The network display illustrates that HEIs perceive the SDA to promote the perception of inclusiveness but its compliance criteria create a perception of exclusiveness.

4.3.4.6 SDA promotes the perception of inclusiveness but compliance criteria create a perception of exclusiveness

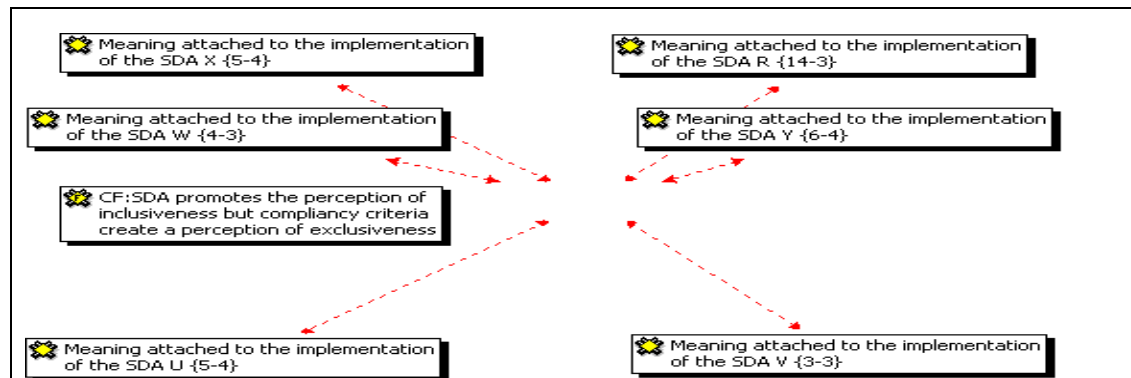


Figure 4.33 HEIs perceive the SDA as discriminatory against non-designated employees

The network display shown in Figure 4.33 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate that the SDA promotes the perception of inclusiveness but its compliance criteria create a perception of exclusiveness. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates the meaning that the participating SDFs attached to the implementation of the SDA. The following quotations selected from each of the research participants substantiate that the SDA promotes the perception of inclusiveness but its compliance criteria create a perception of exclusiveness:

Why are the criteria for mandatory grants based on the target achievement of 85% blacks, 54% women and 4% disabled people if our economy depends on all South Africans? What it requires is that there should be a focus on a designated group and it should be distinct in that regard (P21: RF1:26, 230-233). Why? The SDA's purpose is to redress the imbalances of the past, the target being meaningful and accredited training that would also include formal qualifications for 85% blacks, 54% women, 4% disabled and youth. Does this mean that white males are excluded? I think on these targets white males are excluded simply because they are perceived as previously advantaged. But if you look at these targets it does not add up to 100% and it does not say that white males are excluded. Yes. I do not know how they [DoL] came up with these percentages. It seems as if the percentages given for women and the disabled are included in the 85% for blacks. So in principle it is mainly about prioritisation towards designated groups. Otherwise the SDA would be perceived as discriminating against white males. But then again why did they [DoL] decide on these percentages, why did they not put a small percentage, like for disabled for white males? So it means that they did it deliberately (P32: RT2:18, 116-128).



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Why are the criteria for mandatory grants based on the target achievement of 85% blacks, 54% women and 4% disabled people if our economy depends on all South Africans? They ... start to look at how many people from designated groups did we train (P28: UF2:8, 123-134).

Why are the criteria for mandatory grants based on the target achievement of 85% blacks, 54% women and 4% disabled people if our economy depends on all South Africans? I would assume that these specific percentages have been stipulated in order to ensure the necessary progress in relation to national objectives. These percentages are in place to narrow the divide between those who were historically advantaged in comparison to those who have been historically disadvantaged. These percentages, if implemented and realised in organisations, should level the "playing field" as far as opportunity and progression are concerned (P37: UT2:2, 16-27).

Why are the criteria for mandatory grants based on the target achievement of 85% blacks, 54% women and 4% disabled people if our economy depends on all South Africans? The targets set for blacks, women, disabled and youth are to redress past discrepancies. Previously probably 5% of women were identified for training and that is what we need to lift because women always came second. In terms of representation we need to acknowledge that there are more women than men (P34: VT2:1,4-9).

Why are the criteria for mandatory grants based on the target achievement of 85% blacks, 54% women and 4% disabled people if our economy depends on all South Africans? ...its mainly focused on the previously disadvantaged in the lower levels. We all know that, if you look at the priorities at the SETA and the NSDS targets, it's not for people to get Master's and Doctorates. If, if we, if we pump the funds in the Masters and the Doctorates again the people on the lower levels will not have opportunities (P29: XF1:26, 265-270).

The above-mentioned quotations substantiate the finding that the SDA is perceived as focusing on designated staff members. Although the data captured from all the SDFs pointed to the SDA being perceived as focusing on designated staff members, I decided to determine the implications of the prescribed percentages (85% blacks, 54% women and 4% disabled people) on HEIs staff development practices that are available to all employees. The answer was as follows:

The skills funds according to them [SDA *vis-à-vis* members of the ETDP SETA] is specifically for skills initiatives that they will prescribe from a national imperative but at the same time they are expecting us {HEIs} to be pro-active as well to come up with our needs. But then they [Government] are not into supporting core businesses and therefore institutions should budget for core business training. Institutions should budget over and above the 1% should budget for core institution training and development (P 1:15, 182:189). Before the SDA came into place institutions were budgeting for training, their core business. This is now about designated development (P 1:18, 210-214). Universities have always been spending more than the 1% in terms of training their staff (P 1:19, 219-222).

My understanding, based on the above-mentioned findings, is that the SDFs perceive the implementation of the SDA as not only for the development of designated employees (substantiated in §4.3.4.1), but also that the 1% levy grant should be reserved solely for the development of designated employees. This substantiates the

inference that although the SDA promotes the perception of inclusiveness, its compliance criteria could create a perception of exclusiveness.

In this section I present the finding (representing the whole group of participants) that the SDA promotes the perception of inclusiveness but its compliance criteria create a perception of exclusiveness. This finding corroborate with my personal opinion that the SDA promotes the perception of inclusiveness but its compliance criteria create a perception of exclusiveness. For example, although the template provided by the ETDP SETA does not restrict HEIs from planning and reporting on their education and training initiatives for staff members in designated groups only, the criteria used for evaluating the HEIs WSPs and ATRs are based solely on the previously described NSDS targets (percentages) (P1:346, 452-456).

I now present the final network displays relevant to my personal opinion about the rationale for and meaning of implementing the SDA in SA. The following network display illustrates that HEIs perceive the SDA to portray a mechanistic system for managing human behaviour.

4.3.4.7 The SDA portrays a mechanistic system for managing human behaviour

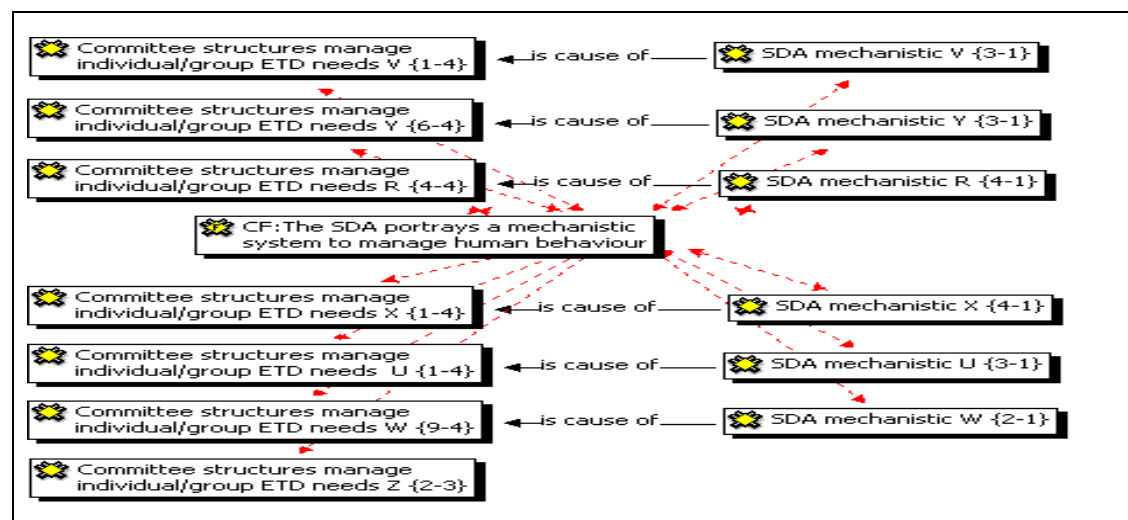


Figure 3.34 The SDA portrays a mechanistic system for managing human behaviour

The network display shown in Figure 4.34 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V,



W, X, Y or Z in the textbox represents an SDF) to substantiate the conclusion that the SDA portrays a mechanistic system for managing human behaviour. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that HEIs view the implementation of the SDA as being mechanistic about the management of human behaviour. The consequence (illustrated as a cause of) is that committee structures have been implemented in HEIs to manage individual or group ETD needs. The following quotations are selected from each of the research participants (SDFs) to substantiate that the SDA portrays a mechanistic system for managing human behaviour:

For the SETA it's about numbers on our plan, so to receive our mandatory grant it's about putting figures on paper and that's that (P6: RT1:38, 158-160). I would say just an administrative thing (P21: RF1:56, 277-278). But, you know, all they look at is who signed and not what your intention is with your workplace skills plan (P21: RF1:58, 288-289).

Now, we could put ourselves in the position where we say you know we're selective about our compliance but I would have liked to find a way where we can agree where we can find a middle way where we can accommodate both their imperatives and our needs. That proves difficult though because they are not interested in our development strategies, rather the amount of money we invest (P28: UF2:22, 84-89).

It would be great if the SETA could provide reports to employers on their staff development initiatives and opportunities because at this stage it is rather the tally of heads that counts (P34: VT2:41, 194-196).

My problem with the SETA is that it is so mechanical. I submitted on e-mail but the signed document went to them later. It's about figures on paper (P11: WF1:59, 386-387). It only becomes farcical. I don't get feedback from the SETA, there is no added value, why are we doing it? It's becoming a farce like a tax with no institutional value. In terms of what they want to do with it, I don't know (P11: WF1:60, 312-314). They focus too much on the administrative part in terms of the paperwork (P11: WF1:61, 317-328).

Just becomes a paper exercise to report to the SETA (P19: YF2:96, 574-578).

The above-mentioned reference to “figures on paper” (P6: RT1:38, 158-160), “amount of money we invest” (P28: UF2:22, 84-89), “tally of heads that counts” (P34: VT2:41, 194-196) (P11: WF1:59, 386-387), “a paper exercise” (P19: YF2:96, 574-578) substantiate the conclusion that the SDA is perceived as a mechanical system for managing human behaviour. In addition, the introduction of a Skills Development Committee in an HEI (statutory requirement) is another indication of promoting systems that manage human behaviour. The following quotations have been selected as supporting this statement:

The Skills Development Committee (SDC) remains the mechanism for gaining legitimacy for, and assuring the quality of learning and development at institutional level (P 1: RD1:21, 254-256). Each and every department, support department and faculty



University of Pretoria etd – Botha, L (2009)

has got a Human Resources Development Committee with representation from management and unions. Those committees identify collective and fund individual training needs in their faculties or departments (P21: RF1:23, 196-200).

Our so-called training committee which is required by the legislation (P27: UF1:4, 28-41). Our Training and Development Committee assists with the development of the Workplace Skills Plan, that informs all employees on the development of the Workplace Skills Plan, implementation and progress with the Workplace Skills Plan and Report (P 9: WD1:29, 343-352). The Staff Development Consultative Forum promotes development opportunities for all staff through the establishment of strategic directions and the development and review of relevant ETD policy. It is advised by relevant university committees, particularly with respect to legal requirements and organisational changes and developments (P 7: UD1:26, 197-202).

I have two committees. *Why?* The one is called the skills development committee, which is more of a management monitoring committee. Each member there is specifically tasked to represent their section in terms of skills needs and taking back information in terms of these are the type of interventions that are available at the University (P24: VF1:37, 506-515).

We have to appoint a Training Committee according to the Skills Development Act to develop a Workplace Skills Plan in support of the University's strategic initiatives and objectives that would provide a blueprint from which co-ordinated and coherent staff development activities in all sectors of the University could proceed (P12: XD1:13, 78-84).

Our Skills Development Training Committee (SDTC) will, on an annual basis, review the targets, costs and any other elements of the Skills Development Policy that need to be updated or aligned with the needs of the University or requirements of legislation (P16: YD1:9, 42-45). In addition, the Skills Development Training Committee of the University will determine the training needs of the University and record these in the yearly WSP, which will also set annual targets of priority training needs of the University (P16: YD1:11, 54-57). So, you know, we discuss needs of people's development against what the institution wants to achieve. And it's structured in that way (P19: YF2:65, 466-482).

People in HR responsible for training and development and with union representatives as other stakeholders, I must say all, let me say from the two campuses are responsible for sort of drawing up and discussing the policies. I remember there was also some independent body, I just forgot the name, that was hired by the University who convened all those workshops that we had (P20: ZF1:21, 36-41).

The above-mentioned quotations substantiate the contention that the SDA portrays a mechanistic system for managing human behaviour.

In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the rationale for and meaning of implementing the SDA in SA, namely that HEIs view the implementation of the SDA as a mechanistic notion of the management of human behaviour. This finding matches my personal understanding that the SDA's focus on preferential treatment for certain staff categories in HEIs is another example of the way in which Human Capital Theory is embedded in the fabric of the SDA. The reason is that prioritisation implies



that organisations have to implement decision-making systems which by implication manage humans in a way similar to managing the machines in a production chain.

In conclusion, in this section I present the findings of the empirical data analysis to substantiate my personal opinion about the rationale for and meaning of implementing the SDA in SA. The findings indicate the following:

- The SDA should be viewed as a governmental regulation (ruling) that is applicable to all categories of employees in organisations. If the ETDP SETA were to implement guidelines to compel HEIs to give preference to designated employees, it would not only be discriminatory against non-designated employees but would also exclude non-designated employees from contributing to HEIs' effectiveness and efficiency.
- The terminology in the SDA and the explanations tendered by government officials are confusing, delaying therefore the implementation of the SDA in HEIs.
- HEIs view the ETD credentials as a confirmation of acquired learning, contradicting therefore the SDA which promotes the perception that credentialled learning is a substitute for employee ability.
- The SDA is implemented on the assumption that investment in ETD would lead to economic prosperity. This relates closely to the theory of Human Capital.
- SA's workplace ETD policy framework focuses on the labour market and not on HEIs as social institutions of SA.
- The SDA promotes the perception of inclusiveness but compliance criteria create a perception of exclusiveness.
- HEIs view the implementation of the SDA as mechanistic for the management of human behaviour.

In the following section I present the data analysis relevant to my personal opinion about the rationale for and meaning of HEIs' employee ETD practices.

4.3.5 Personal opinion about the rationale for and meaning of HEIs' employee ETD practices

My personal opinions about the rationale for and meaning of HEIs' employee ETD practices (refer §3.3) are grouped into three interrelated themes presented in the textboxes linked to the textbox labelled: *CF: Personal opinions about the reasons for and meaning of HEIs' employee ETD practices*. The three themes displayed are: although informal development is considered an appropriate method of learning as far as staff development in HEIs is concerned, it is the least recorded; the trend of referencing ETD practices as human resources development indicates that employees are managed on the basis of the theory of Human Capital; and the value HEIs attach to the process of learning, i.e. informally oriented and self-driven or motivated learning, seems to have close ties with Social Capital Theory. I now present the findings of the empirical data analysis relevant to each of these three themes, as well as the first network of the three displays to illustrate that although informal development is considered the most appropriate method of learning in HEIs (specific to academia), it is the least recorded.

4.3.5.1 Although informal development is considered the most appropriate method of learning, it is the least recorded

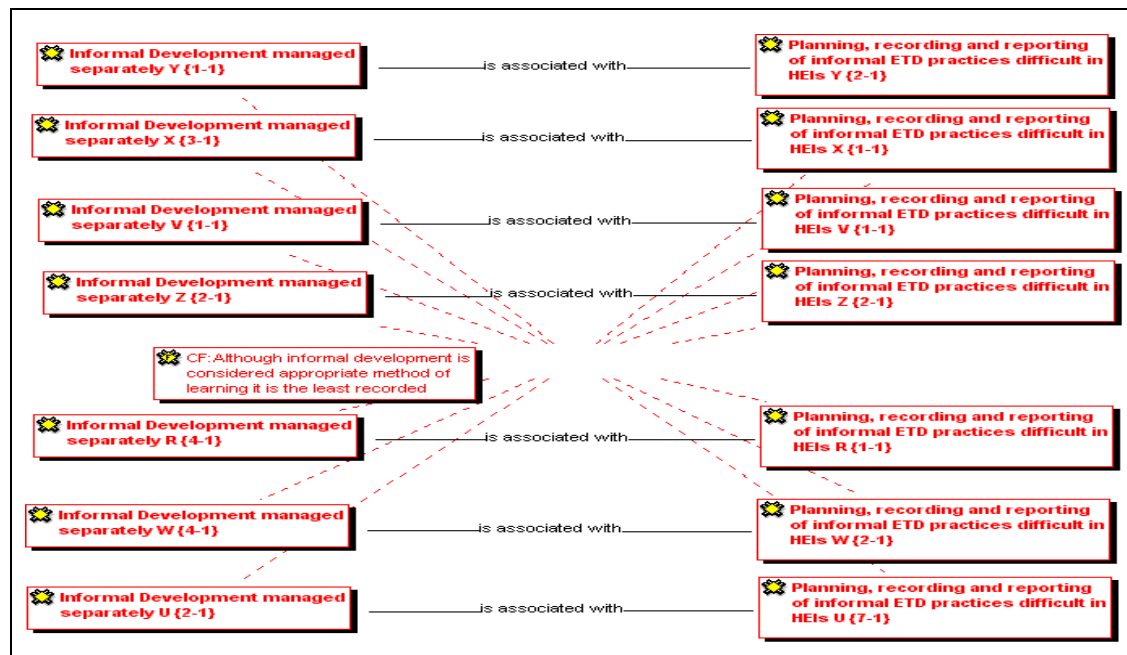


Figure 4.35 Although informal development is considered the most appropriate method of learning, it is the least recorded

The network display shown in Figure 4.35 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate my personal opinion that although informal development is considered the most appropriate method of learning in HEIs (specific to academia), it is the least recorded. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The above network display illustrates that the separate management of informal development is associated with the difficulty of planning, recording and reporting on informal development to the ETDP SETA. The reason for managing informal development separately from non-formal and formal development is substantiated as follows:

We cannot record mentoring events, unless they respond in such a way. Some of them [line managers] do, they call it on-the-job mentoring or coaching and that we would include in our WSP. But [mentoring or coaching] is the least-recorded development method at our HEI (P34: VT2:9, 89-94). Not because it is not in our hands ... there is no specific strategy because there are too many things [informal development initiatives] going on in this institution; you cannot keep track of them (P11: WF1:25, 214-217). Unfortunately the skills programme [mentorship] would be recorded, however it is rather difficult to record development gained from mentoring or coaching processes (P35: WT1:10, 54-56). Mentoring courses are recorded but not mentoring activities. We can't easily record mentoring or coaching events (P36: XT2:11, 67-69). It could only be recorded if a person went for mentoring or coaching training, not the mentoring process itself (P33: YT1:14, 65-66). It is difficult to capture on the ETDP SETA WSP and ATR template (P33: YT1:24, 114-115).

The above-mentioned quotations substantiate the conclusion that informal development is not a structured and scheduled event. There is, however, also another reason why informal development is managed separately in HEIs. The following quotations presented are relevant in this regard:

Maybe it's because lecturers do have the opportunity to generate funds for conferences and workshops while the non-academics don't have the opportunity (P32: RT2.:16, 90-109).

It's [informal development] driven by the school (P27: UF1:19, 204-217). Our levy funds are organised into different pools, i.e. those that are included in bursary funding, those included in training and development funding, and those used for external seminars or other specialised short courses (P37: UT2:25, 234-239). Deans and directors budget and pay conference fees, transport, travel and accommodation from faculty or divisional budgets as allocated by central finance (P34: VT2:10, 98-99). Then there are overseas conferences, there is a separate budget (P11: WF1.txt - 11:10, 109-110). The conferences they fund out of the money that they raise as departments ... millions have been put into development support in that regard [she referred to discussions and mentor support in this context] (P31: XT1:3, 48-52). They don't feel like they have to ask HR for funds when they go to conferences, they go to overseas workshops there, they just do it on their own there. (P20: ZF1:6, 171-176). Attendance of conferences and presentation at conferences, both are intrinsically part of academics' work to attend

and present papers (P27: UF1:18, 194-204). Maybe it's because lecturers do have the opportunity to generate funds for conferences and workshops while the non-academics don't have the opportunity (P32: RT2.:16, 90-109). Attendance of conferences ... that is decentralised, each school will fund out of its research funds (P27: UF1:18, 194-204).

The above-mentioned quotations substantiate the contention that informal development fits predominantly in the context of academic employee development. In addition, informal development is managed separately in HEIs because it is not structured learning and takes place in faculties and departments. It is therefore understandable that it is difficult to record. The following quotations selected support the contention that informal development is difficult to capture in HEIs' WSPs and ATRs:

The actual mentor training such as the internal short courses are recorded on our WSP or ATR, but not the mentoring event itself. We cannot record mentoring events, unless they respond in such a way. Some of them [line managers] do, they call it on-the-job mentoring or coaching and that we would include in our WSP. But [mentoring or coaching event] is the least-recorded development method at our HEI (P34: VT2:9, 89-94). Not because it is not in our hands ..., there is no specific strategy because there are too many things [informal development initiatives] going on in this institution, you cannot keep track of it (P11: WF1:25, 214-217). Unfortunately the skills programme [mentorship] would be recorded, however it is rather difficult to record development gained from mentoring or coaching processes (P35: WT1:10, 54-56). Mentoring courses are recorded but not mentoring activities. We can't easily record mentoring or coaching events (P36: XT2:11, 67-69). It could only be recorded if a person went for mentoring or coaching training, not the mentoring process itself (P33: YT1:14, 65-66). It is difficult to capture on the ETDP SETA WSP and ATR template (P33: YT1:24, 114-115).

The above-mentioned quotations substantiate the contention that informal development is difficult to plan, record and report. This matter was also discussed at the focus group meeting. One of the SDFs argued:

Coaching is for academics and more predominantly interventions such as conferences, workshops, collaborative work seminars. In both cases a little bit more to the academic side, because it is funded from their own departmental funds (P 1:12, 166-167). *Do you all agree with her? Yes all 6 SDFs* (P 1:8, 131-135). *Why is informal development important?* Some of them are for CPD points, OK or for career pathing. *If we say that is important can we capture these kinds of interventions?* No, not really. *Why?* It is the least tangible development that we have, it is rather shaded away when it comes to captured development (P 1:9, 137-143). Mentoring, learning events are not easily captured – sometimes it takes three years and this extends beyond a SETA reporting time-line (P 1:13, 175-178).

The above-mentioned quotation substantiates yet again, the conclusion that informal development is the means of development, although predominantly in the academic staff category. Since informal development is not easily planned and recorded, it is

understandable that informal development is sparsely reflected in HEIs' WSPs and ATRs.

In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the reasons for and meaning of HEIs' employee ETD practices, namely that although informal development is considered an appropriate method of learning in HEIs, it is the least recorded in HEIs. Informal development is, therefore, sparsely reflected in HEIs' WSPs and ATRs. This finding matches the non-empirical data analysis with regard to informal development considered as an appropriate method of learning in HEIs as far as staff development for academia is concerned. For example:

The learning gained through informal social practices has become pivotal to the learning process in HEIs Allen *et al.* (2003) and Blackwell *et al.* (2003). Similarly, Shahnaz *et al.* (2005) report on a case study at the Bowling Green State University (Ohio) on the development needs of 92 departmental chairs. The response rate of 60% to a questionnaire survey revealed that the departmental chairs believed that the most successful training interventions were round-table discussions or off-campus speakers from other higher education institutions (Shahnaz *et al.*, 2005:588) (P1: 924, 1182-1187).

The empirical findings substantiate, however, the conclusion that informal development is not only considered an appropriate method of learning (in the academic staff development category) but also not easily planned and recorded.

I now present the penultimate network display relevant to my personal opinion about the rationale for and meaning of HEIs' employee ETD practices. The following network display illustrates that the trend of referencing ETD practices as human resources development in HEIs indicates that employees are managed on the basis of the theory of Human Capital.

4.3.5.2 The trend of referencing ETD practices as human resources development practices indicates that employees are managed on the basis of the theory of Human Capital

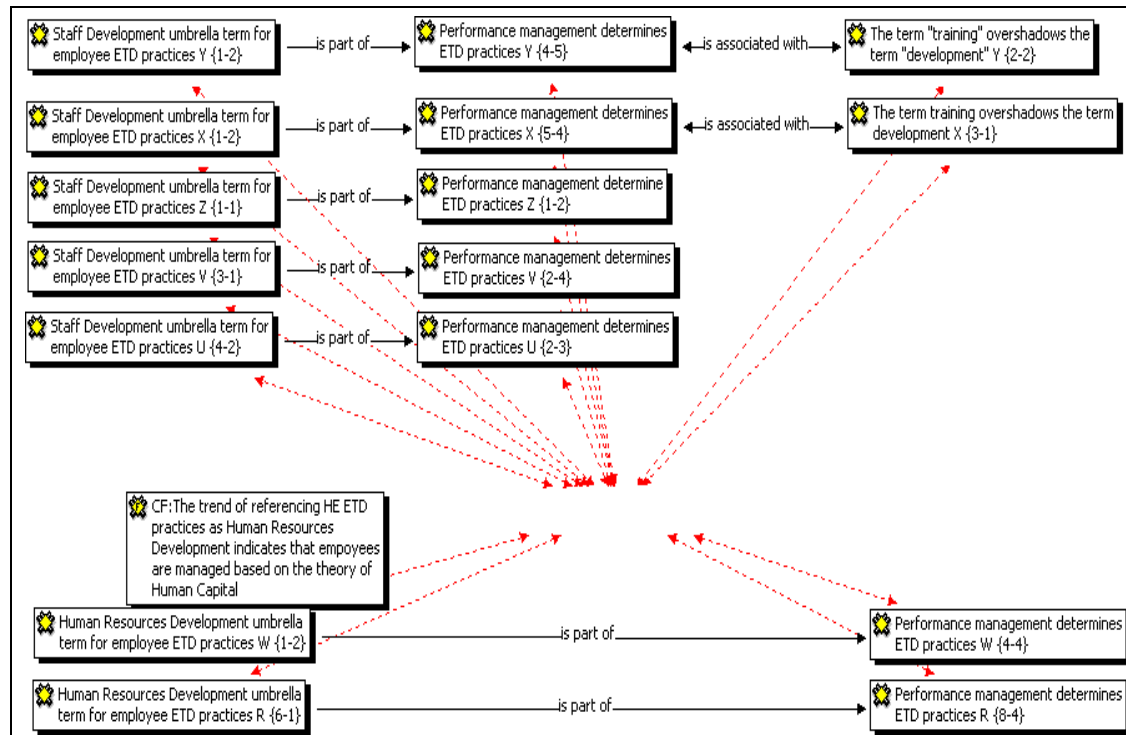


Figure 4.36 The trend of referencing ETD practices as human resources development practices indicates that employees are managed on the basis of the theory of Human Capital

The network display shown in Figure 4.36 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate my understanding that the trend of referencing ETD practices as human resources development indicates that employees are managed on the basis of the theory of Human Capital. The network display illustrates that performance management in HEIs determines ETD practices, and is therefore a cause of either the term “development” being overshadowed by the term “training” (in two HEIs) or for human resources development being used as the umbrella term for employee ETD practices (in two HEIs). The following selected quotations indicate that the term “human resources development” is used in two of the seven participating HEIs, as follows:

Human resources development is the broad term that refers to the development of human resources by means of training (P 1: RD1:7, 80-82). *Why human resources*

development? It's human resource development because it covers the whole aspect of training and development (P21: RF1:4, 12-16). We are moving towards changing it now to the term human resources development. *Why?* We are calling it human resources development ... that is the trend in terms of benchmarking (P11: WF1:4, 21-25).

The following selected quotations indicate that performance management is essential to determining employee ETD practices in all seven participating HEIs:

Human resources development initiatives will be based on a thorough needs analysis in the performance management process (P1: RD1:11, 110-113). It is the responsibility of line management to approve the developmental needs of the staff members, as identified by means of the performance management process (P1: RD1:23, 122-124). The outcomes of the intended programme are directly aligned with the performance output agreement of the applicant (P3: RD3:4, 45-46). The employee development cycle should culminate in an annual performance appraisal (P22: VD1:14, 288-290). Training needs must be identified ... at the beginning (planning phase) of the performance management cycle (P9: WD1:13, 442-448). Personal Development Plans and Accelerated Development Programmes must be reviewed on a quarterly basis as part of the quarterly review of the employee's performance (P 9: WD1:19, 394-397). Monitor and identify, by means of a Performance Management Process and other review procedures, areas of their work that could be assisted by training and development activities (P12: XD1:14, 107-109). And that is actually captured in a performance management development system (P29: XF1:11, 44-47). We use the performance management system to acquire skills gaps that are identified through performance (P18: YF1:3, 15-17). It starts from a skills audit on performance management. It all starts from there, doing the audit, skills analysis, all that I'm responsible for (P20: ZF1:19, 100-101).

The above-mentioned quotations substantiate the inference that HEIs use performance management systems to manage the performance of their employees, including the identification of ETD needs. Against the background of the two SDFs who referred to HEIs' employee ETD practices as human resources development and the substantiation that all seven participating HEIs implemented performance management systems as a means of managing employees' performance, these clearly indicate that HEIs promote the perception of managing employees based upon Human Capital Theory. During the focus group interaction, one of the SDFs argued as follows:

My institution checks a lot, in terms of – if you go to a training programme, report back to us, as if return on investment is the overriding emphasis (P 1:1, 11-13). *However, you all said earlier that in not one the HEIs are return on investment measured. Yes Louw, but we are not talking about return on investment, rather you know that people are required to report back after a learning intervention, not only verbally but also on their performance management systems so as to be monitored. Is this visible in all our HEIs?* Yes to a greater extent (P 1:1, 11-13).

This implies that there is reason to believe that HEIs' employees are perceived as a resource to be used for achieving the goals of HEIs. In §4.2 (Figure 4.7) I present the



quotations selected from my non-empirical data analysis below. I substantiate the theory of Human Capital as follows:

Proponents usually give a one-sided view of Human Capital, based upon the perceived economic benefit as the prime value of this theory, while downplaying human behaviour and the interests of those who participate in education (Baptiste, 2001:198; Quiggin, 2000: 136). (P1:932 1540-1544). Livingstone (1997:9) argues: "Human Capital equates workers' knowledge levels with their levels of formal schooling... [to] estimate individual economic returns to learning." Lin (1999:29) postulates that the proponents of Human Capital Theory portray the value of investment in education as an ideology for influencing the masses to internalise the values of this theory (P1:933 1544-1548). Lin (1999:29) argues that Human Capital Theory is a capitalist scheme embedded in society, where the dominant class calls for investment to be made in human beings to capture the surplus value generated. Lin (1999:29) comments that the term "capital" in Human Capital Theory is highlighted to refer to certain elements. The first element is the surplus value generated and pocketed by the capitalists, and the second element is the investment by the capitalist, with expected returns in a marketplace (Lin, 1999:29). Therefore, Lin (1999:29) asserts that Human Capital Theory is based on the "exploitative social relations between two classes" (P1:934, 1549-1557).

The quotations highlight the inference that the proponents of Human Capital theory perceive humans as a resource to be used for the benefit of someone else, in this case the HEIs. Based on the evidence that HEIs apply performance management, and that there is clear evidence of a growing number of employee ETD practices called human resources development, my opinion is that HEIs are moving towards managing employees on the basis of the theory of Human Capital.

I now present the last network display to illustrate that the value that HEIs attach to the process of learning, indicates that HEIs' ETD approach seems to have close ties with the theory of Social Capital.

4.3.5.3 The value that HEIs attach to the process of learning (informally oriented and self-driven or motivated learning) seems to have close ties with Social Capital Theory

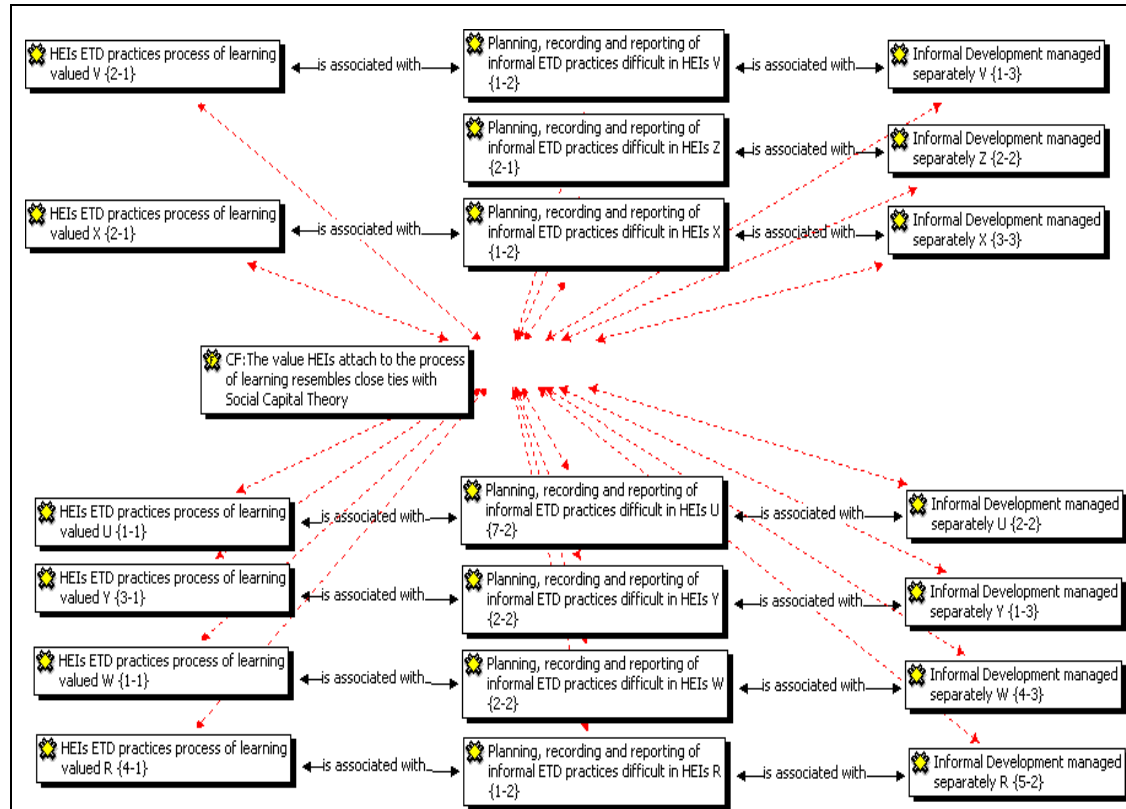


Figure 4.37 The value that HEIs attach to the process of learning (informally oriented and self-driven or motivated learning) seems to have close ties with Social Capital Theory

The network display shown in Figure 4.37 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate my personal opinion that the value that HEIs attach to the process of learning as well as HEIs' acknowledgement of informal development as a means of development, indicates that HEIs' ETD approach seems to have close ties with the theory of Social Capital. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The above network display illustrates that HEIs value the process of learning instead of the credentialled outcome thereof. Furthermore, informal development is difficult to capture in HEIs, especially for WSP or ATR purposes, since it is managed separately from formal and non-formal development because informal development involves activities such as round-table debates,

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networking, mentoring or coaching. My opinion, therefore, is that informal development seems to have close ties with the theory of Social Capital.

Since the SDFs have substantiated my inference that informal development is managed separately from non-formal or formal development in HEIs (refer §4.3.2.5), and that informal development is difficult to capture (refer §4.3.2.8), I now present the quotations selected from each of the seven participating SDFs to substantiate my conclusion about the names that are frequently used to refer to informal development:

It involves conferences, seminars, workshops that are how can I say not considered structured programmes (P21: RF1: 13, 105-105). Conferences for lecturers it has always been there and workshops and mentorship also (P21: RF1:36, 112:113). We have used extensively is coaching. We've got a team of internal trained coaches and we also contract external executive coaches to provide that coaching (P27: UF1:16, 186-191). Attendance of conferences and presentation at conferences. Both of those are kind of intrinsically part of academics' work, attending and presenting papers, and that is also supported (P27: UF1:17, 194-196). Coaching, mentoring (P22: VD1:8, 39-39). Workshops, conferences and seminars, peer learning and assessment, action/group research, mentoring and coaching, on-the-job-training. So we're not actually necessarily the training providers, but in certain instances we do actually provide the training, like mentoring (P24: VF1:3, 18-19). If you're an academic you would go to conferences (P24: VF1:18, 217-221). On-the-job training (P24: VF1:25, 322-327). Mentoring is used to nurture, motivate and stimulate employees to undertake ETD or CPD while coaching for example is predominantly done by line managers, supervisors, team leaders or peers, hence to coach employees what to do on the job (P34: VT2:8, 82-86). Interventions like mentoring, coaching (P11: WF1:7, 87-96). Workshops, conference attendance and seminars (P29: XF1:16, 159-166). Academics are used to the concept of mentoring to help students as in counselling and guiding (P36: XT2:10, 61-63). We include things that are related to teaching, learning, research, um, you know, discussion groups, mentoring action research ... discussions. That would classify as informal development (P19: YF2:31, 321-333). The developments might not be accredited, but they are essential (P19: YF2:32, 335-337). It is more relevant to academics who are dealing with work-based learning (P33: YT1:13, 62-62). Conferences, they go overseas ... workshops there, they just do it on their own there (P20: ZF1:9, 198-199). And I believe there's on-the-job training (P20: ZF1:32, 127-127).

The above-mentioned quotations list the labels that SDFs attach to informal development. This list includes activities such as round-table debates, networking, mentoring or coaching that seem to be based on a learning methodology that pursues learning through the process involved and not through its credentialled outcomes. During the focus group discussion, one of the SDS argued as follows:

What do you consider as Informal development? It is about discussions, brainstorming and reflection that is not time bound (P 1:10, 147-148). We know that we learn more from our peers, much as you can say that it has to go according to the number of credits or hours that we sit there but in that conferences we would be gaining more than the courses that you think you provide internally on the standards that you think. So in a

way it is really shifting us to think twice about informal development. *Do you all concur with what she says?* All heads nodded agreement (P 1: 11, 151-158).

The above-mentioned quotation highlights the fact that informal development is part and parcel of HEIs employee development enterprise. It furthermore indicates that informal development is about debates and round-table discussions with the goal of sharing information. This seems to correspond closely with Social Capital Theory. I presented in §4.2, Figure 4.7.I. I the quotations selected from my non-empirical data analysis, in which I explain the theory of Social Capital as follows:

Social Capital is regarded as the spin-off, by-product or surplus value of human interaction (Crossley, 2006:286; Svendsen *et al.*, 2004:11,12 and 18 (P1:843, 1749-1750). Social Capital is 'social' because [it] involves people behaving sociably" and "[it] could be described as a form of 'capital' because [it] refers to a resource that produces action" (Svendsen *et al.*, 2004:18; Grootaert and Bastelaer, 2003:2; Gabby and Leenders, 2001:6 (P1:847, 1752-1755). Social Capital Theory refers to an intangible resource which spontaneously accrues during social interaction and serves as the impetus, trigger or motivation to act (Collier, 2003:22) (P1:850, 1767-1770).

The above-mentioned quotations clearly indicate that Social Capital (i.e. trust, commitment or motivation) is the result of interaction between people. This resonates well with the intention of informal learning with regard to staff development that takes place in HEIs.

In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the rationale for and meaning of HEIs' employee ETD practices, namely that the value that HEIs attach to the process of learning as well as HEIs' acknowledgement of informal development as a means of development, indicate that HEIs' ETD approaches seem to correspond closely with the theory of Social Capital. Based on informal development being justified as the most appropriate method of development for academic staff (the larger employee category of HEIs, refer §2.3.6) and that the methodology applied in informal development resides in group discussions or debates (refer §2.3.6), there is reason to believe that the HEIs' ETD orientation seems to correspond closely with the theory of Social Capital.

In this section I present quotations to substantiate the following:

- Although informal development is considered an appropriate method of learning in HEIs, it is the least recorded. HEIs WSP and ATR consequently

portray a skewed picture of HEIs staff development opportunities provided for employees.

- The growing trend of referencing HEIs employee ETD practices as human resources development points towards employees being managed on the basis of the theory of Human Capital.
- The value that HEIs attach to the process of learning, informally oriented and self-driven or motivated learning correspond closely with Social Capital Theory.

In the following section I present the data analysis relevant to my personal opinion about the effects of the implementation of the SDA in HEIs.

4.3.6 Personal opinion about the effects of implementing the SDA in HEIs

My personal opinion is grouped into 13 interrelated themes that are presented in the textboxes linked to the textbox labelled: *CF: Personal opinion about the effects of implementing the SDA in HEIs*. The 13 themes displayed are: the development of systems to capture HE employee ETD practices is costly; dissonance between HEIs' employee ETD needs and the aims of the SDA; the government aims to take control of HEIs' employee ETD practices through enforcement of institutional structures; the government, through the SDA, compels HEIs to be co-responsible for investment in ETD to benefit unemployed SA citizens; HEIs have less funds for ETD practices than they had before the implementation of the SDA; limited public debate between the ETDP SETA and HEIs could lead to social disorder between the ETDP SETA and HEIs; The SDA ETD WSP and ATR time-frames differ from HEIs' actual ETD time-frames; the SDA's focus on designated employees could create negative social relations in HEIs; the enforcement of a levy grant system is a sign that government mistrusts HEIs' employee ETD practices; the implementation of the SDA could be perceived as an invasion of institutional privacy; the process of learning is not valued, rather the value attached to certification; the SDA portrays a mechanistic system for managing human behaviour; and withholding levy grants would perpetuate government's financial power over industry. Next I present the findings of the empirical data analysis relevant to each of these 13 themes. I now present the first of the 13 network displays to illustrate that the development of systems to capture HE employee ETD practices is costly.

4.3.6.1 Development of systems to capture HE employee ETD practices is costly

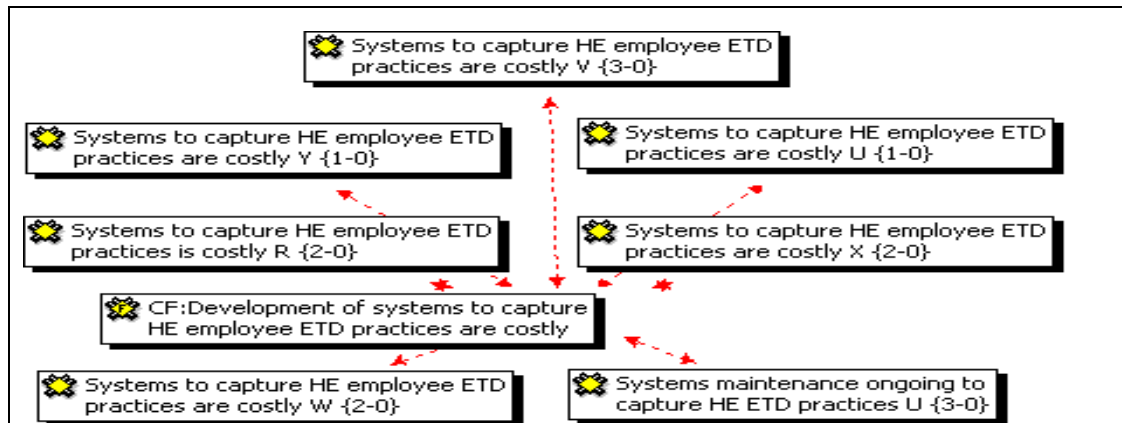


Figure 4.38 Development of systems to capture HE employee ETD practices is costly

The network display shown in Figure 4.38 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate my conclusion that the development of systems to capture HE employee ETD practices is costly. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that five of the participating HEIs perceive the development of systems to capture HE employee ETD practices as costly. In addition, three of the HEIs found the ongoing maintenance of systems to capture HEIs' employee ETD practices challenging. The following quotations selected from each of the research participants substantiate my inference that the development of such system(s) is costly:

What are the challenges that you encounter with the capturing of ETD practices for WSP or ATR purposes? It's costly and it requires constant maintenance. For any changes made on the template, the system also needs to be amended accordingly (P32: RT2:31, 230-231).

What are the challenges that you encounter with the capturing of ETD practices for WSP or ATR purposes? ... have to spend huge sums and commit a large number of hours reporting on data which won't really be usefully. Too much detail at a central government level is confusing, probably inaccurate and therefore not much value in directing national policy (P 8: UT1:5, 32-36).

What are the challenges that you encounter with the capturing of ETD practices for WSP or ATR purposes? We capture the data. Our data management programme or system is the XXX system (P24: VF1:32, 432-433). It is not really difficult to capture our ETD practices. We try to align our ETD interventions to the SETA template requirements using faculty divisional excel spreadsheets, but to get the information from them is somewhat difficult (P34: VT2:19, 173-175). The HEI's IT system processes



do not address the need to capture staff development interventions. In addition the SETAs which are DoL-oriented and HEIs that are DoE-oriented must become more aligned and user friendly in their automated systems. HEIs do not really use technology to increase speed and accuracy in their reporting processes (P34: VT2:24, 200-204).

What are the challenges that you encounter with the capturing of ETD practices for WSP or ATR purposes? It is not really difficult to capture our ETD practices on the SETA template because it is a matter of dropping figures on paper, but I rather battle with internal IT compatibility problems (P35: WT1:19, 105-107). I am currently using X to capture info and there is as I understand compatibility problems with the SETA systems (P35: WT1:25, 135-136).

What are the challenges that you encounter with the capturing of ETD practices for WSP or ATR purposes? When I have the information on my desk it is fairly easy to capture it, but to gather the information is another thing (P36: XT2:22, 122-123). Oh yes, systems to capture ETD practices are costly and secondly because of our merger people are confirmed in new positions, so there are plenty of priorities being identified that need to be addressed (P36: XT2:24, 132-135).

What are the challenges that you encounter with the capturing of ETD practices for WSP or ATR purposes? As the DoL's templates are changing, our systems need to be changed and that needs maintenance (P33: YT1:28, 129-130).

The above-mentioned quotations clearly substantiate the inference that the SDFs perceive the development of an information technology (IT) system or systems to capture ETD practices for WSP or ATR purposes as costly. In addition, the information technology system(s) need to be constantly changed to accommodate the ETDP SETAs' WSP or ATR requirements. The following selected quotations substantiate the inference that SDFs experience as a challenge the continuing maintenance of the previously mentioned systems, based on regulatory changes.

What are the challenges that you encounter with the capturing of ETD practices for WSP or ATR purposes? For any changes made on the template, the system also needs to be amended accordingly (P32: RT2:31, 230-231).

What are the challenges that you encounter with the capturing of ETD practices for WSP or ATR purposes? It seems to me that even once the systems work and mapping of existing data has been done, the maintenance of this will become a significant component of whoever maintains jobs and will require considerable liaison with recruiters and heads of departments to determine both scarcity of skills and critical skills. It's all madness. It astounds me how the department (or the SETAs) can formulate requirements like these with so little apparent thought to how they will be implemented in large organisations (P8: UT1:9, 52-59). In particular, one of the aspects that emerges constantly, is the problem associated with localising the system for optimal use in the unique South African skills development arena (P37: UT2:37, 355-359). The introduction of the new OFOs is one such example. This will necessitate a review of the current IT Management System in order to ensure that the codes are integrated in all the job profiles that exist in the organisation. This will lead to easier and quicker reporting in accordance with OFO requirements (P37: UT2:37, 355-359).

What are the challenges that you encounter with the capturing of ETD practices for WSP or ATR purposes? Already we have received feedback that the OFOs may change again in September this year – as such, with this constant state of flux, it becomes impossible to align the IT system in conjunction with an off-the-shelf IT system in one

integrative drive. Constant changes – both in the legislative landscape and systems, and in the organisation's internal functioning – mean that the overarching IT system is always playing catch up – and naturally, this comes at great financial cost! (P37: VT2:38, 359-370).

The above-mentioned quotations substantiate my conclusion that not only are the development and implementation of an IT system or systems costly but also that they must continuously be changed to accommodate the statutorily required changes to the WSP or ATR.

In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the effects of implementing the SDA in HEIs, namely that the development of systems to capture HE employee ETD practices is costly. This finding substantiate the conclusion that the costs of implementing and maintaining such systems by implication reduces the actual budget available for ETD practices (refer §4.2.5).

I now present the second of the 13 network displays to illustrate that government aims through the implementation of the SDA to take control of HEIs' employee ETD practices by enforcing institutional structures.

4.3.6.2 Government aims to take control of HEIs' employee ETD practices through enforcement of institutional structures, hence promoting the perception that government mistrusts HEIs' employee ETD practices

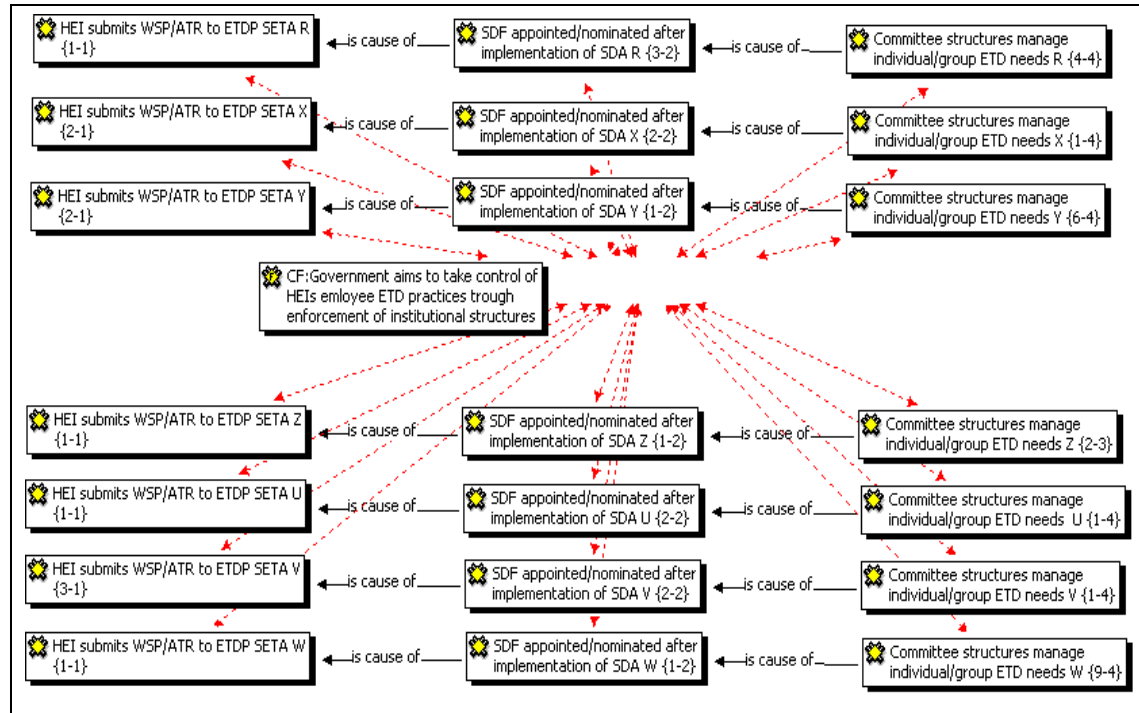


Figure 4.39 Government aims to take control of HEIs' employee ETD practices through enforcement of institutional structures, hence promoting the perception that government mistrusts HEIs' employee ETD practices

The network display shown in Figure 4.39 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate my conclusion that government aims through the implementation of the SDA to take control of HEIs' employee ETD practices by enforcing institutional structures. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that as a result of the implementation of the SDA, HEIs submit their WSP and ATR to the ETDP SETA, that SDFs have been nominated or appointed and committee structures implemented to manage HEIs' ETD practices.

I now present the following quotations selected from each of the research participants to substantiate my conclusion that HEIs submit their WSP and ATR to the ETDP SETA:

Do you submit your WSP and ATR to the ETDP SETA? This would include the submission of our WSP and ATR to the SETA (P 1: RD1:1, 34-37).

Tell me about your responsibilities. My responsibilities surround the entire skills development process at the University, which includes planning, implementation, evaluation and reporting on all staff development matters in the institution to the ETDP SETA (P27: UF1:34, 11-14).

Tell me about your responsibilities. My task is to ensure compliance with the skills legislation in terms of submission of WSB and ATR, to recover the skills levies [from the ETDP SETA] (P24: VF1:39, 9-10). In terms of the ETDP SETA we have not just tried to recover on mandatory grounds, we have also tried to claim from discretionary grants and we have tapped into what are the SETA targets (P25: VF2:6, 14-17). Our discretionary funds pay for specific development interventions as per ETDP SETA allocations, for example ABET, learnerships or internships [predominantly support or admin employees] (P34: VT2:26, 43-46).

Tell me about your responsibilities. The Work Skills Plan must serve in the Training and Development Committee and subsequently be submitted to the ETDP SETA in the format prescribed by the SETA (P 9: WD1:30, 496-498).

Tell me about your responsibilities. Workplace skills plan that needs to be submitted to the ETDPSETA on an annual basis (P12: XD1:16, 73-74). My responsibilities are as the SETA requires that I do the skills development and ensure that the implementation does take place and to submit the reports to the SETA. And also facilitate the needs that they identify to ensure that they do take place (P30: XF2:16, 9-12).

Tell me about your responsibilities. Support skills that address sector-wide development areas as identified by the ETDP SETA (P16: YD1:8, 38-39). In terms of the formal side of skills development, it is to prepare the WSP, or Workplace Skills Plan, and also to report on training that takes place (P18: YF1:6, 11-13).

Tell me about your responsibilities. When the money comes from the ETDP SETA here it used to go to finance and when I wanted to train people sometimes I would find there was no money. I knew, I would know that money came from, because I submitted the WSP, I submitted the ATR (P20: ZF1:31, 301-305).

The above-mentioned quotations substantiate the inference that HEIs submit their WSPs and ATRs to the ETDP SETA. This is a sign that HEIs acknowledge subordination to the control mechanism of the government. In addition, I now present quotations that demonstrate that HEIs, in addition to submitting their WSPs and ATRs to the ETDP SETA, have appointed or nominated an SDF (requirement of the SDA). For example:

Are you the Skills Development Facilitator of X? I'm the Skills Development Facilitator of the University and my major responsibility is to look at the staff development the ... staff development, human resources development of the staff members and skills development initiative, from the SETA side (P 6: RT1:1, 4-8). *Since when?* Since 2003 (P21: RF1:1, 5-5).



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Are you the Skills Development Facilitator of X? and since when? I have been in this position [Skills Development Facilitator] for five years now. Just short of five years (P27: UF1:1, 4-4). Um, my, the full title of my post is Senior Training Manager and Skills Development Facilitator. So my responsibilities surround the entire skills development process at the University, which includes planning, implementation, evaluation and reporting on all staff development matters in the institution. So, it's provision as well as all the administrative processes surrounding it (P27: UF1:2, 10-15).

Are you the Skills Development Facilitator of X? I am. Since when? Since I began at the University, which was in 2005 (P24: VF1:1, 4-5). All right. At the moment, Louw, I'm between portfolios so at this point in time actually that question is not totally relevant just to me but what I will do is explain to you how as team leader in HR of training and development, what that role entails (P23: VT1:1, 4-7).

Are you the Skills Development Facilitator of X? Ai yes. Since when? Since 2003 I have been the SDF (P11: WF1:1, 7-7). First in the acting position '98 to 2003, then permanent since 2003 up till now (P29: XF1:1, 11-12).

Are you the Skills Development Facilitator of X? Yes, since 2001, since it started, actually long (P18: YF1:1, 7-7).

Are you the Skills Development Facilitator of X? I qualified as the Skills Development Facilitator last year that is 2006. But I've been doing the job without the qualification for just for the experience. Since when? This is now my third year (P20: ZF1:1, 7-9).

The above-mentioned quotations substantiate my inference that HEIs comply with the prescriptions of the SDA with regard to the appointment or nomination of an SDF. All seven participating SDFs were appointed/nominated after the implementation of the SDA. This is another example that HEIs acknowledge the control mechanism of the government. This also indicates, however, that government mistrusts HEIs' ETP practices. A person should, therefore, be nominated to serve as the link between government and the institution. In addition, I now illustrate that committee structures (the establishment of a Skills Development Committee is a legislative requirement) were also introduced in HEIs after the implementation of the SDA:

The Skills Development Committee (SDC) remains the mechanism for gaining legitimacy for, and assuring the quality of learning and development at institutional level (P 1: RD1:21, 254-256). Each and every department, support department and faculty has got a Human Resources Development Committee with representation from management and unions. Those committees identify collective [training needs] and fund individual training needs in their faculties or departments (P21: RF1:23, 196-200).

Our so-called training committee which is required by the legislation and regulations is not called a training committee, it's called the staff development consultative forum and so, you know, it's just a different approach (P27: UF1:4, 28-41). Our Training and Development Committee assists with the development of the Workplace Skills Plan, that informs all employees on the development of the Workplace Skills Plan, implementation and progress of the Workplace Skills Plan and Report (P 9: WD1:29, 343-352).

At this University our Policy on Staff Training and Development determines that we have to appoint a Training Committee according to the Skills Development Act to

develop a Workplace Skills Plan in support of the University's strategic initiatives and objectives that would provide a blueprint from which co-ordinated and coherent staff development activities in all sectors of the University could proceed (P12: XD1:13, 78-84).

Our Skills Development Training Committee (SDTC) will, on an annual basis, review the targets, costs and any other elements of the Skills Development Policy that need to be updated or aligned with the needs of the University or requirements of legislation (P16: YD1:9, 42-45). In addition, the Skills Development Training Committee of the University will determine the training needs of the University and record these in the yearly WSP, which will also set annual targets of priority training needs of the University (P16: YD1:11, 54-57).

People in HR responsible for training and development and with union representatives as other stakeholders, I must say all, let me say from the two campuses are responsible for sort of drawing up and discussing the policies. I remember there was also some independent body, I just forgot the name, that was hired by the University, who convened all those workshops that we had (P20: ZF1:21, 36-41).

The above-mentioned quotations clearly demonstrate that committee structures were established after the implementation of the SDA.

In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the effects of implementing the SDA in HEIs, namely that government seems to aim through the implementation of the SDA to take control of HEIs' employee ETD practices by enforcing the establishment of institutional structures. The above-mentioned quotations match my personal understanding that government, with the implementation of the SDA, intends to take control of HEIs' employee ETD practices. Employers are, for example, required to consult with employee representatives on matters dealt with in the SDA (Republic of South Africa, 2004:26) (P1:84, 406-407). The SDA furthermore requires the establishment of an institutional Skills Development Committee to serve as a consultative forum regarding the implementing and reporting on workplace skills plans (Republic of South Africa, 2004:26) (P1:91, 426-429). In addition, the SDA requires *inter alia* the: "appointment by employers of workplace skills development facilitators" (Republic of South Africa, 2004:26) and that employers should consult with employee representatives on matters dealt with in the SDA (Republic of South Africa, 2004:26) (P1: 338, 404-407). The above-mentioned quotations also substantiate the conclusion that HEIs acknowledge subordination to the control mechanism of the government. The enforcement of institutional structures is also an indication that the government seems to mistrust HEIs' employee ETD practices. Against this background, I therefore substantiate my personal opinion that government through the implementation of the SDA, not only aims to govern the ETD

practices of HEIs, but that this is also an indication that government seems to mistrust HEIs' employee ETD practices. I do not believe that government would legislate that HEIs should appoint a specific person to act as the link between HEIs and the relevant SETA and in addition require that HEIs submit their WSP to the SETA if government trusted HEIs' employee ETD practices.

I now present the third of 13 network displays to illustrate that government through the implementation of the SDA compels HEIs to be co-responsible for investment in ETD for unemployed SA citizens.

4.3.6.3 Government through the SDA compels HEIs to be co-responsible for investment in ETD for unemployed SA citizens

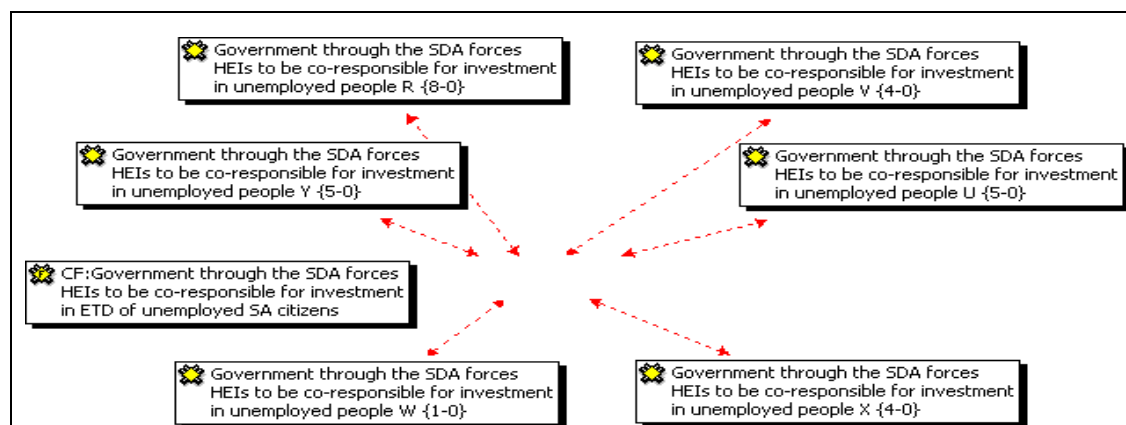


Figure 4.40 Government through the SDA compel HEIs to be co-responsible for investment in ETD for unemployed SA citizens

The network display shown in Figure 4.40 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six of the seven research participants (the letter R, U, V, W, X and Y in the textbox represents an SDF) to substantiate the finding that government through the implementation of the SDA compels HEIs to be co-responsible for investment in ETD for unemployed SA citizens. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that the SDFs view the implementation of the SDA as government's means of expecting HEIs to be co-responsible for investing in the ETD of unemployed SA citizens. The following quotations selected from each of the research participants are relevant in this regard:

We as HE contribute to the development of unemployed South Africans with the 20% levy, why? We now train our research or teaching assistants [students], they are as yet



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unemployed (P 6: RT1:31, 171-174). *So what you are doing is using your internal funds for training the unemployed?* Yes but we can claim it back through the discretionary grant window of the SETA. (P 6: RT1:31, 171-174).

What does your institution provide to further the development of unemployed South Africans if you consider the 20% levy, that is not rebatable? Our understanding is that the pool of NSF funds which we contribute to training the unemployed. Based on this understanding we support this objective (P26: UD2:12, 190-198). In fact, how would the NSA and SETAs then derive funds from which to operate at a national and sectoral level if we are not levied? [*question posed by the SDF*]. *And in terms of what your institution provides with regard to the unemployed?* We have lots of black people resigning from this University every year, because we had done such a good job of developing them and preparing them for working elsewhere. Many of our academics, many black staff come in and go out at a rapid rate. So we are contributing to equity development (P28: UF2:15, 105-115).

We as HE contribute to the development of unemployed South Africans with the 20% levy, why? The intention of the White Paper as far as I was concerned was to integrate and to create a skilled nation while at the same time looking at economic factors, political factors, social factors and so on (P24: VF1:49, 412-415). Hence, we have also tried to claim from discretionary grants and we have tapped into what are the SETA targets, what are the national skills development strategy targets that the SETA needs to meet and therefore let's see if we too can help increase the skills pools out there (P25: VF2:8, 15-19).

We as HE contribute to the development of unemployed South Africans with the 20% levy, why? I think we all pick up ... to further the skills of all South Africans (P11: WF1:55, 363-364).

We as HE contribute to the development of unemployed South Africans with the 20% levy, why? The SDA is about to embrace the national imperatives of unemployment and to uplift the literacy level so that they can apply for jobs that would put them in a better financial position than currently. The academics are already literate, but there are people in the support staff who are not formally accredited, that they get certified or get their papers (P36: XT2:30, 81-85). *What you are saying is that you don't need to support the development of our academics because they are qualified?* [*no response*]

We as HE contribute to the development of unemployed South Africans with the 20% levy, why? Then there would be the other leg of it [SDA], which is to contribute to the national and the sector needs. You know, skills are a problem, nationwide, not only in our institution, so... *HE must or shouldn't contribute?* ... We contribute towards a bigger, you know, skills imperative (P19: YF2:81, 8-13). *Why?* To address skills shortages and reduce unemployment, in other words it is from a national skills development perspective (P33: YT1:17, 78-79).

The above-mentioned quotations substantiate my inference that HE contributes to the ETD of unemployed South African citizens. During my interaction with the SDFs I felt as if I were the only person who perceived the implementation of the SDA as the government's means to compel HEIs to contribute to the development of unemployed South African citizens. The reason for this feeling was that I could not change our debate from HEIs' contribution to SA's unemployed citizens to the effects of this contribution. I deliberately refrained from confronting the SDFs with my personal opinion in this regard, and instead endeavoured to establish whether they

acknowledged that HEIs contributed to the development of unemployed SA citizens. The reason was that I realised during my discussion that it would be meaningless to ask for the SDFs' opinions as to whether they perceived the 20% levy as the government's means to compel HEIs to contribute to the ETD of unemployed SA citizens, because the levy is a statutory requirement. In fact, I was rather astounded to note the SDFs' support in this regard, as if HEIs ought to pay the above-mentioned 20% levy. Based on the SDFs' acknowledgement that HEIs must, by law, contribute to the development of unemployed SA citizens and that HEIs provide training programmes to certain students (who are not yet employed) who would act as assistants to lecturers, my opinion, therefore, remains that the government seems to compel HEIs to be co-responsible for investment in ETD for unemployed SA citizens.

I now present the fourth of 13 network displays relevant to my personal opinion about the effects of the implementation of the SDA in HEIs. The following network display illustrates that HEIs have less funds for ETD practices than before the implementation of the SDA.

4.3.6.4 HEIs have less funds for ETD practices than before the implementation of the SDA

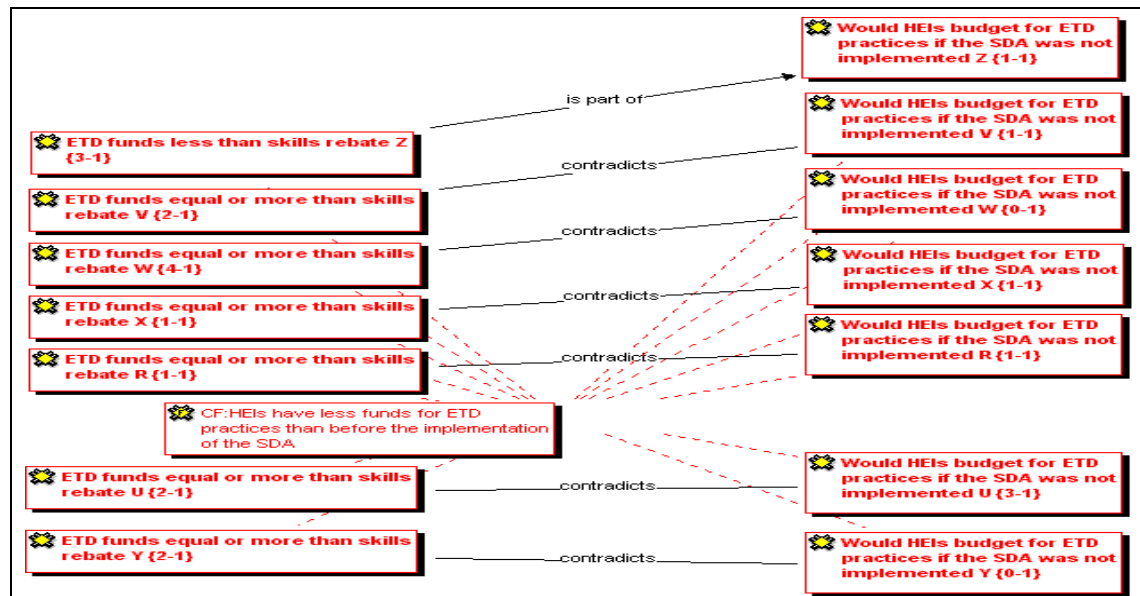


Figure 4.41 HEIs have less funds for ETD practices than before the implementation of the SDA

The network display shown in Figure 4.41 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g.



6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate the finding that HEIs have less funds for ETD practices than before the implementation of the SDA. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that six of the seven participating HEIs have equal or more funds than what they receive as skills rebate from the ETDP SETA. One HEI (Z) has, however, less funds than the skills rebate available for employee ETD practices. The network display also illustrates, however, that all seven SDFs noted that if the SDA had not been implemented, the funds available for HEIs' ETD practices would have been less than the funds currently available after the implementation of the SDA. In other words, the actual funds available for HEIs' employee ETD practices after the implementation of the SDA amount to more than what they were accustomed to before the implementation of the SDA. I now present selected quotations to substantiate the finding that six of the seven participating HEIs have equal or more funds available for their employee ETD practices than what they were accustomed to before the implementation of the SDA:

X your funds available for employee development, are they equal to or more than the skills rebate? We do have our total rebate available to us. In addition we have bursary and conference funds for academics (P21: RF1:46, 317-317).

X your funds available for employee development, are they equal to or more than the skills rebate? The mandatory grant is paid to us for our operational expenses, so our expenditure on running of workshops, sending of people on workshops, communication costs here, our printing and stationery, all of that amounts to about the same as the value of our skills development grant, the mandatory grant (P27: UF1:38, 332-341). Then the cost of bursaries for example for further development is well over R15 million per annum. So we get about R3 million in grants and all of that is used for staff development more here at our centre, but all the other strategies, well especially the attainment of qualifications, are over and above that. The University has a central bursary fund which spends, as I say, up to R15 million or more a year, in fact I think it could be 16 or 17 this year (P27: UF1:39, 341-347). In terms of payroll your ETD funds seems extensive! Yes, ours are close to 4,6 % of payroll (P27: UF1:30, 353-353).

X your funds available for employee development, are they equal to or more than the skills rebate? Our skills development budget is a separate budget, it's like a staff benefit budget. So essentially what we're saying is I do recover our full 1%. However our total training budget or spending, actual spending per annum, has always been a little more than 2% (P23: VT1:13, 204-211).

X your funds available for employee development, are they equal to or more than the skills rebate? I checked in most institutions, it is 1% at this [institution] it is 3% that we budget per employee plus the 1% that the University pays to SARS, is separate, it's over and above the 3% that we pay for the Skills Levies Act and when we get back that 50%, it comes back to me in terms of the Skills Development Fund. In other words your expenditure is more than 4% of operational budget. Yes, even more (P11: WF1:8, 102-105).



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X your funds available for employee development, are they equal to or more than the skills rebate? The Staff Development Unit manages the grants obtained from the skills levy according to set criteria (P12: XD1:15, 136-137). With the skills money we will try and take care of those priorities like for instance right now research is the most important priority in the institution. So millions have been put into that. *So it's more than the rebate.* For sure (P31: XT1:14, 49-52).

X your funds available for employee development, are they equal to or more than the skills rebate? Five million, for skills development. Much more than our 1% skills levy. When the rebate comes, it offsets part of the budget. We always train for more than we get as a skills rebate (P19: YF2:11, 67-72).

The above-mentioned quotations substantiate the finding that six of the seven participating HEIs have more funds available for employee development than what they were accustomed to before the implementation of the SDA. One HEI claimed, however, that the funds available for employee development were less than the skills rebate, as follows:

X your funds available for employee development, are they equal to or more than the skills rebate? When the money comes from the ETDP SETA here, it goes to finance and when I wanted to train people sometimes I would find there was no money (P20: ZF1:16, 301-306). I would like to know the amount of money that came from the SETA, because I submitted the WSP, I submitted the ATRs and then when I ask for money, people want to go for training and go, there is no money and I would ask why. *But your total fund available for development, isn't that more than the rebate?* I don't know (P20: ZF1:43, 301-306). *However the SDF mentioned academic staff ... they would organise themselves, I don't know if it is because this is a XXX university, they will organise their courses there, organise it for themselves there* (P20: ZF1:5, 167-175).

The previous quotation reveals that funds are available for ETD practices in HEIs, although the funds are decentralised to faculties. It does not, however, reveal whether the amount available for employee ETD practices is more or less than the amount of the levy rebate in that particular HEI. Against the background of the data and the previous quotations presented (that more funds are available than the levy rebate), my personal opinion is that there are grounds to believe that the funds available for staff development in HEIs are greater than the levy rebate that HEIs receive from the ETDP SETA. As previously mentioned, the implementation of the SDA did, however, lead to HEIs' budgeting for employee development practices at a institutional financial level. The following quotations are relevant in this regard:

Would you have funds for ETD practices available even if the SDA was not implemented? No, it wouldn't be the situation if this institution didn't rely 100% on skills grants (P32: RT2:27, 210-210).

Would you have funds for ETD practices available even if the SDA was not implemented? The payment of the levy raises the operating expenses of institutions whose entire *raison d'être* is in fact education (P26: UD2:7, 168-170). Furthermore, would organisations actually do it if there was no "watchdog" or legislative "push"



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mechanisms in place? (P37: UT2:39, 375-378). *You tell me!* I do not believe that a critical issue lies in the wording of the SDA/SDLA or even in the issue of whether it should be 1% over and above any training budgets already in existence. Rather, South Africans and South African organisations still require legislated and mandatory requirements to compel them to implement training and development – if it is not legislated, it will not be done. One can only hope that at some stage, South Africans will start understanding that the system is not there merely for compliance, but that the system is an ideal opportunity for strategic and targeted planning to ensure competitiveness and sustainability in a rapidly changing global marketplace (P37: UT2:40, 387-404).

Would you have funds for ETD practices available even if the SDA was not implemented? No, in fact via discretionary grants we are able to provide a wide variety of ETD interventions for our neglected employees of our HEI's admin and support staff (P34: VT2:20, 179-180).

Would you have funds for ETD practices available even if the SDA was not implemented? No, even right now that 1% in the institution has stayed, it did not change (P36: XT2:23, 126-127).

Would you have funds for ETD practices available even if the SDA was not implemented? I don't believe that more funds would have been available for staff development if the SDA were not implemented. No, not in my case. Because when we budget we do not only focus on the 1%. However, if we never had to pay that 1% I don't see that there would have been an emphasis on redressing past imbalances at all (P35: WT1:20, 111-115).

Would you have funds for ETD practices available even if the SDA was not implemented? You know when they come, that was the other thing, when the money comes from the ETDP SETA here, it used to go to finance and when I wanted to train people sometimes I would find there was no money. I know, I would know that money came from, because I submitted the WSP, I submitted the ATRs and then when I ask for money, people want to go for training and go, there is no money (P20: ZF1:16, 301-306).

The above-mentioned quotations substantiate the finding that at an institutional financial level the amount available for staff development has increased since the implementation of the SDA in at least six of the seven participating HEIs. In other words, these quotations (of the six HEIs) substantiate the finding that funds are internally available to support HEIs' employees ETD needs, but do not include the SDFs' perception that more funds would have been available for HEIs' employee practices from a institutional financial perspective. Only one HEI noted that the 1% levy had increased the operational budget of HEIs: "The payment of the levy raises the operating expenses of institutions whose entire *raison d'etre* is in fact education" (P26: UD2:7, 168:170). I had hoped that my interaction with the SDFs (first round of data collection) would result in an understanding that from an institutional macro-financial perspective that the amount of funds available for staff development in fact are less than what could have been available to staff development if the SDA was not implemented, but it did not. I therefore decided to address this issue during my focus

group interaction with the SDFs. During the focus group interaction, one of the SDFs argued as follows:

There is no comparison between what we have as budget and what we receive as grants. If you would calculate that, it is more than the 1%. Certainly, the levy come from our operational budget, in other words if we were able to utilise that percentage for internal use, we would have had more. However, most of our projects are funded from the discretionary fund. The discretionary fund is thus most advantageous for HE as long it is addressing the skills targets. *Why?* Well, since our institution traditionally had teaching and research training, we have highlighted admin and support staff as the most neglected groups and that is where the discretionary funds are applied to become better skilled. *But then do you exclude non-designated staff in HEIs?* No, all staff members are catered for under our training and development portfolio. *Do you all concur with this?* All the heads nodded agreement (P 1:16, 192-204).

The postulation of the SDF (acknowledged by all SDFs) made me realise that the SDFs are aware that the funds available for staff development would have been more if the statutory levy had not been implemented.

In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the effects of implementing the SDA in HEIs, namely that HEIs have less funds for ETD practices than they had before the implementation of the SDA. This finding substantiate my personal conviction that the education and training budget of HEIs has decreased after the implementation of the SDA, because the mandatory grant only equates to 50% of the HEIs' levy amount (P1:773, 599-606). The empirical data analysis, in addition, substantiates the inference that if the statutory levy-grant system had not been implemented, the funds available for HEIs' employee ETD practices would have been more than what is currently available for staff development within HEIs.

I now present the fifth of 13 network displays relevant to my personal opinion about the effects of the implementation of the SDA in HEIs. The following network display illustrates that limited public debate between the ETDP SETA and HEIs could lead to negative social relations between the ETDP SETA and HEIs.

4.3.6.5 Limited public debate between the ETDP SETA and HEIs could lead to social disorder between the ETDP SETA and HEIs

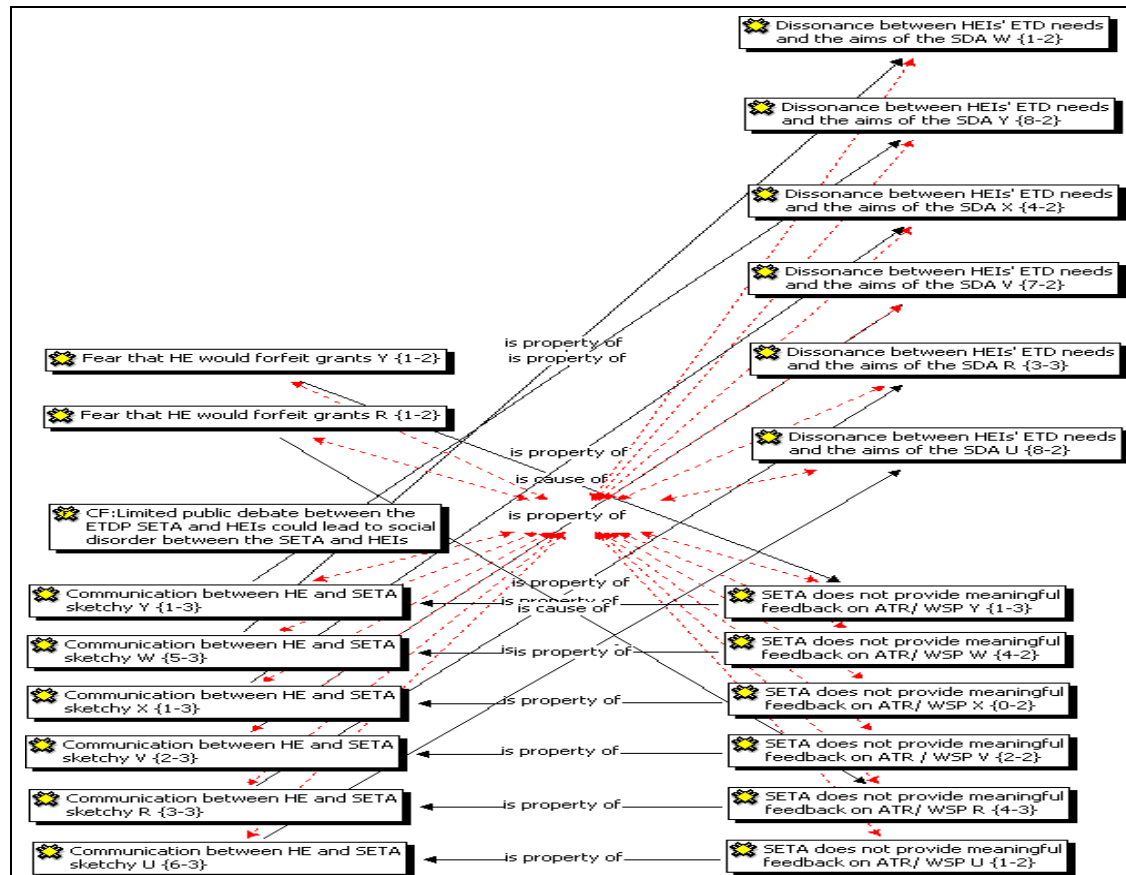


Figure 4.42 Limited public debate between the ETDP SETA and HEIs could lead to negative social relations between the ETDP SETA and HEIs

The network display shown in Figure 4.3.1.1 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six of the seven research participants (the letter R, U, V, W, X and Y in the textbox represents an SDF) to substantiate the conclusion that the lack of public debate between the ETDP SETA and HEIs could lead to negative social relations between the ETDP SETA and HEIs. The network display illustrates that the dissonance between HEIs' ETD needs and the aims of the SDA is a property of the sketchy communication between HEIs and the SETA. The network display furthermore illustrates that the relatively meaningless feedback from the ETDP SETA is also a property of the sketchy communication between HEIs and the SETA. In addition, the network display illustrates that two of the seven HEIs, based upon the lack of communication and relatively meaningless feedback from the ETDP SETA, fear that they may forfeit their mandatory rebate from the ETDP SETA.



The quotations to substantiate the finding that communication between HEIs and the SETA are sketchy, that HEIs receive relatively meaningless feedback (on the submission of their WSPs or ATRs) and that there is a dissonance between the reasons for and meaning of HEIs' employee ETD practices, has been substantiated above (see Sections 3.3.3.3 and 4.4.4.4). I therefore present the quotations selected from the two universities regarding the fear of losing grants as an additional substantiation of my conviction that the limited public debate between the ETDP SETA and HEIs could lead to negative social relations between the ETDP SETA and HEIs:

Maybe in the future the SETA will evaluate us negatively because you have not trained anyone in these skills [*she referred to the focus of the SDA being predominantly towards designated employees*] (P21: RF1:26, 230-233)]. We do have our total rebate available to us. In addition we have bursary and conference funds for academics, but if the SETA evaluated our practices against the spirit of the SDA, I wonder if we would receive our mandatory grant in total (P21: RF1:37, 315-317).

Sometimes what we would like to focus on, is not a SETA priority, and with SETAs coming up and setting priorities, because of their sector skills plans and so on, it defeats sometimes the purpose, because their priorities might not be our priorities. Um, and you might find that we want to emphasise a certain type of development direction, which is not the direction that they're taking. When we're suffering and we're not getting people with scarce skills, and then not rebated, that would be a key problem for us (P19: YF2:51, 514-525).

The above-mentioned quotations substantiate the inference that there is a growing fear in HEIs that mandatory grants may be forfeited. Furthermore, during my interaction with one of the SDFs with regard to the sketchy communication between HEIs and the SETA and the lack of feedback to HEIs after ATR and WSP submission, her view on the lack of communication between HE and the ETDP SETA was that the ETDP SETA should be dissolved. Her comment was as follows:

I think they should dissolve the SETA ... they should give HEIs and all employers the task to spend 1% on the training and development of their own staff. Keep the 1% in their company, still plan and report but keep the funds in the institution according to its own strategic goals, but prove that they spend where, when, how they want to do it (P29: XF1:24, 317-325).

The latter quotation substantiate even further the contention that the lack of public debate between the ETDP SETA and HEIs could lead to social disorder between the ETDP SETA and HEIs. During the focus group discussion, there was consensus that the level of interaction between the ETDP SETA and HEIs could lead to social disorder. The quotation from the focus group discussion is as follows:



The SETA and HEIs by their nature talk about the same thing, it is about human development, but in practice the SETA is in dissonance with us. *Why?* There are things they want to help us with but they don't get to it. *Is it structures or is it communication?* It's about communication, that is why we started with the Skills Development Facilitators Community of Practice. It's now that we will start to debate issues with them (P 1:2, 39-45). Do you experience that HEIs are excluded from the ETDP SETA? The national targets are not for HE, we have seen the OFO codes were national, not for HE (P 1:14, 180-182). In fact the national targets are not for Higher Education, we have seen the OFO codes were national not for HE. *Why do you think it is like that?* In my opinion the SETA is not into supporting the core business of HE institutions at large. The skills funds according to them are specifically for skills initiatives that they will prescribe from a national imperative in a way, but at the same time they expect us to be proactive as well, to come up with our needs. But then they are not into supporting core businesses and therefore institutions should budget for core business training (P 1:21, 180-188). In my opinion the SETA is not into supporting the core business of HE institutions at large (P 1:15, 182-189).

The above-mentioned quotation substantiates my inference about the lack of communication between the ETDP SETA and HEIs.

In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the effects of implementing the SDA in HEIs, namely that limited public debate between the ETDP SETA and HEIs could lead to negative social relations between the ETDP SETA and HEIs. The above-mentioned quotations substantiate the relatively meaningless feedback from the ETDP SETA and the growing fear of SDFs that HEIs may forfeit grants (based on the lack of communication between HEIs and the ETDP SETA). These findings match the non-empirical data analysis presented in §4.6. I therefore maintain that the lack of public debate with regard to the latter could lead to negative social relations between the ETDP SETA and HEIs.

I now present the sixth of the 13 network displays to illustrate that the SDA's ETD planning and reporting time-frame differs from HEIs' actual ETD time-frame.

4.3.6.6 The SDA ETD reporting time-frame differs from HEIs' actual ETD time-frame

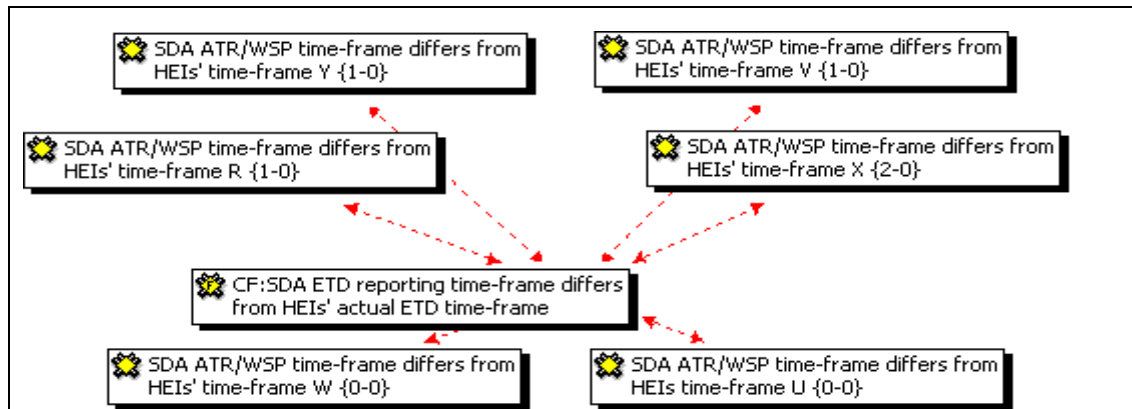


Figure 4.43 The SDA ETD reporting time-frame differs from HEIs' actual ETD time-frame

The network display shown in Figure 4.43 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six of the seven research participants (the letter R, U, V, W, X and Y in the textbox represents an SDF) to substantiate the inference that the SDA's ETD planning and reporting time-frame differs from HEIs' actual ETD time-frame. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The following quotations selected from each of the research participants are relevant in this regard:

Would you comment on the difference between the SDA's and HEIs' employee development time-frame? It does still remain a challenge in the sense that the year cycles of the University, it differs from the SETA cycle. The SETA talks about March, April - March, whereas for the internal training or the University's year cycle it's from January to December (P 6: RT1:17, 147-151).

Would you comment on the difference between the SDA's and HEIs' employee development time-frame? As per the DoE and DoL strategies, an annual needs assessment of all employees should be conducted by University HR: Skills Development and Staff Transformation Unit using the PDP. The idea is that individual employees together with their managers will determine staff development needs. Hence, electronic and manual PDPs will be available for staff development initiatives between June and October of each year. *It's therefore on an annual basis.* Yes (P22: VD1:26, 314-319).

Would you comment on the difference between the SDA's and HEIs' employee development time-frame? I don't know what is the reason behind that is because it would be better if it runs according to the academic year (P31: XT1:12, 138-139).

Would you comment on the difference between the SDA's and HEIs' employee development time-frame? The difference between the academic year of the SETA and your institution. It does differ and it gives us a lot of problems (P31: XT1:13, 130-132).



What kind of problems? [no answer].

Would you comment on the difference between the SDA's and HEIs' employee development time-frame? Skills needs in the institution happen on an annual basis. In other words, not the March to April SETA timetable? Head nods in agreement (P18: YF1:5, 13-14).

The above-mentioned quotations substantiate the finding that the SDA's ETD reporting time-frame differs from the HEIs' actual ETD time-frame. Only one of the SDFs, though, elaborated on the problems created by the difference in time-frames. She mentioned that electronic and manual PDPs will be available for staff development initiatives between June and October of each year (P22: VD1:26, 314-319), which indicates that the planning of ETD programmes (determined during the needs analysis phase) are available after the date of WSP and ATR submission. This indicates that the implementation dates of ETD programmes could be different from what was submitted to the ETDP SETA on their WSP and ATR.

In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the effects of implementing the SDA in HEIs, namely that the SDA ETD reporting time-frame differs from HEIs' actual ETD time-frame. This above-mentioned finding substantiates my conclusion that the SDA ETD reporting time-frame differs from HEIs' actual ETD time-frame (refer §4.2.5). This finding does not, however, provide sufficient data on the problems HEIs encounter in this regard.

I now present the seventh of 13 network displays to illustrate that the SDA's focus on designated employees could create negative social relations in HEIs.

4.3.6.7 The SDA focus on designated employees could create negative social relations in HEIs

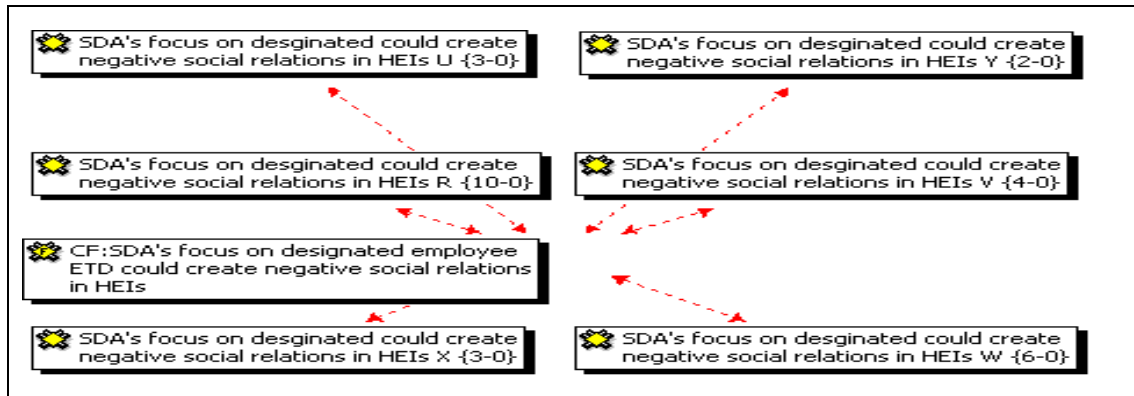


Figure 4.44 The SDA focus on designated employees could create negative social relations in HEIs

The network display shown in Figure 4.44 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from six of the seven research participants (the letter R, U, V, W, X and Y in the textbox represents an SDF) to substantiate the conclusion that the focus on designated employees portrayed in the SDA could create negative social relations in HEIs. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that the SDA focus on designated employees could create negative social relations in HEIs. The following quotations selected from each of the research participants are relevant in this regard:

It would be odd to promote one person based on his or race or gender above another just for the sake of equity (P 5: RF2:24, 220-229). [T]his University gives some weight to employment equity candidates (P 5: RF2.txt - 5:25 231-232). Unfortunately, the only thing is what the WSP wants, what it requires, is that there should be a focus on a designated group and it should be distinct in that regard on the WSP (P21: RF1:59, 230-234). I think in these targets white males are excluded simply because they are perceived as previously advantaged. That is why they are excluded (P32: RT2:36, 119-120). In principle it is mainly about prioritisation towards designated groups. Otherwise the SDA would be perceived as discriminating against white males. But then again why did they [DoL] decide on these percentages, why did they not put a small percentage, like for disabled white males, so it means that they did it deliberately (P32: RT2:37, 124-127).

For those previously disadvantaged, we've got, we buy out the time of the academic to enable them to go on sabbatical. So it might be a junior black female staff member who hasn't yet qualified for a sabbatical, so she can't go, but then we pay for a replacement for her for six months. *So what you are telling me is that the focus on designated people hasn't created negative social relations at X?* No, not what I am aware of because we have support structures in place, responsibilities are upheld, even if it is by



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someone else. (P27: UF1:48, 298-315). I think it's realistic to foresee that the SETAs will be emphasising things such as equity to a far greater extent. They will only start to look at how many people from designated groups did we train. Now if you simply do not have the equity representation in your institution that is required [sigh] it means that some of our black staff and other disadvantaged groups will have to be professional students (P28: UF2:8, 123-134).

Our intentions behind the implementation of [programmes for designated employees] I don't think we do that [to disadvantage white people] (P25: VF2:11, 38-41). The 1% levy to me is minimal. Perhaps it is not a bad idea to look at budgeting 1% only for designated development, designate being previously disadvantaged if we take the employment equity category (P34: VT2:37, 206-209). *Wouldn't that be seen as discriminatory against white males?* [no answer].

We take in account employment equity people as a feature, previously disadvantaged people and we are looking at succession planning as part of our employment equity strategy. Yes it is broad ... it has to meet all the requirements (P11: WF1:50, 78-81). We have a 2015 agenda for transformation. Part of those objectives ... would be to develop black academics (P11: WF1:52, 140-145). *The focus on disadvantaged employees, do you think that it would create negative employee relations?* [no answer].

Why do you include strategies in your ETD portfolio to enhance the development of previously disadvantaged employees? Because the rationale of the Skills Development Act is the upliftment of the people, and is mainly focused on the previously disadvantaged in the lower levels. We all know that, if you look at the priorities at the SETA and the NSDS targets, it's not for people to get Master's and Doctorates. If, if we, if we pump the funds in the Master's and the Doctorates again, the people on the lower levels will not have the opportunities (P29: XF1:26, 265-270). *If it was a white male?* I'm not sure [giggle] (P31: XT1:16, 86-91).

I note that you emphasise the development of previously disadvantaged employees. The expenditure of our institution is lopsided in favour of the, the previously disadvantaged, but the thing is, from my perspective, we're already doing that. It's just a different commitment that we have got, uh, now, and the reporting and all that. But, we are doing what we have been doing all along (P19: YF2:22, 178-183).

The above-mentioned quotations substantiate the conclusion that there are programmes or development strategies that are specifically implemented for designated employees. Based on the above-mentioned interaction I had (as per the quotations presented) there are, however, insufficient grounds to substantiate the conclusion that the focus on the development of designated employees would create negative social relations between the so-called advantaged and disadvantaged HE employee categories. In hindsight, in my face-to-face interviews with the SDFs, I recall a perceived tension between myself and all the SDFs when I asked questions in this regard. I therefore decided to steer away from this topic during my face-to-face interviews with the SDFs. During my focus group interaction with the SDFs, I did mention, though, that I had not come across one of the HEIs that excluded non-designated employees. I present the following quotation selected in this regard:

I haven't come across in any of your institutions where there is a differentiation between academic, administrative and support staff. Do you concur with my interpretation? Yes



[from all SDFs] (P 1:7, 121-123). *There are people in your institutions who are appointed on the basis of potential, which means that you would open the gates much more for development, hence you don't apply the strict criteria that you traditionally have for staff members.* Everyone concurred (P 1:6, 116-119). *However, would the same rules apply if it was a non-designated staff member who applied for funding?* The skills funds according to the SETA are specifically for skills initiatives that they will prescribe from a national imperative in a way, but at the same time they expect us to be proactive as well, to come up with our needs. The SETA is not into supporting core businesses training and therefore institutions should budget for core business training and leave the 1% for the training of designated employees. Institutions should budget over and above the 1%, should budget for core institution training and development (P 1:15, 182-189). Before the SDA came into place, institutions were budgeting for training, their core business. This is now about designated development. *Why?* It stems from their mandate that they receive from the Department of Labour. They do have their targets derived from the NSDS (P 1:18, 210-214).

I found that the SDFs gave such extensive acknowledgement to the development of designated employees that the SDA actually became a lever that mandated them to promote the development of designated employees. And yet, it is still pretty much lip-service because the only reason why HEIs participate in the SDA-game, is to get back their levies.

In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the effects of implementing the SDA in HEIs, namely, the focus on designated employees portrayed in the SDA could create negative social relations in HEIs. The above-mentioned quotations substantiate the finding that SDFs gave such extensive acknowledgement to the development of designated employees that the SDA actually became a lever that mandated them to promote the development of designated employees. This finding substantiates my conviction that if the SDFs are not careful, their actions could create negative social relations in HEIs. For example, white males could perceive themselves being excluded from development opportunities within HEIs.

I now present the eighth of the 13 network displays to illustrate that the implementation of the SDA in HEIs could be seen as an invasion of institutional autonomy.

4.3.6.8 The implementation of the SDA could be perceived as an invasion of institutional autonomy

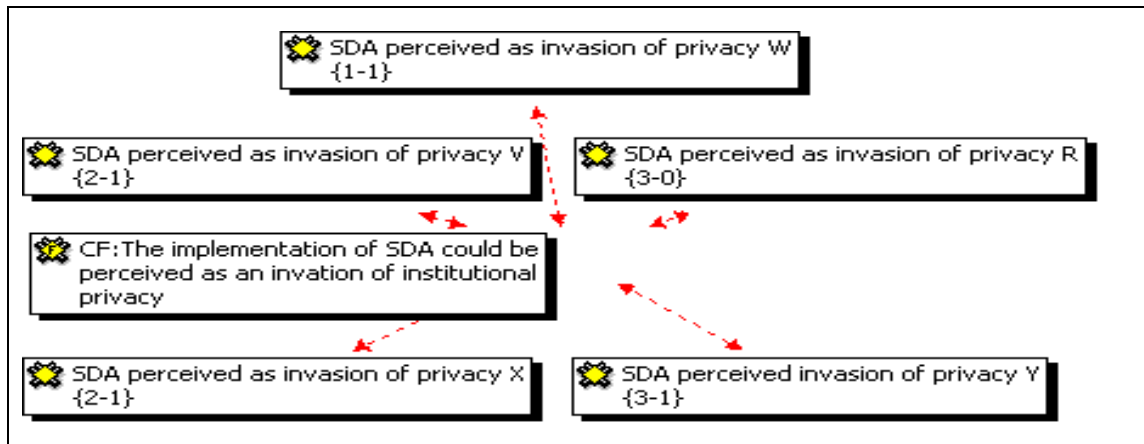


Figure 4.45 The implementation of the SDA could be perceived as an invasion of institutional autonomy

The network display shown in Figure 4.45 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from five of the seven research participants (the letter R, U, V, W, X and Y in the textbox represents an SDF) to substantiate my personal opinion that the implementation of the SDA could be seen as an invasion of institutional autonomy. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that five of the seven participating HEIs viewed the implementation of the SDA as an invasion of institutional autonomy. The following quotations selected from each of the research participants are relevant in this regard:

R how will the SETA know that your institution is following the requirements of the SDA?

How are we going to know whether we have achieved those targets or not if from the SETA side they don't monitor that and evaluate that according to our WSPs and ATRs (P21: RF1:52, 307-313). *In other words, at some stage they will come and audit us?* Yes ... as it stands we say stop poking your nose in our business (P32: RT2:38, 147-148). *Yes, I wonder why the SETA is trying to interfere?*

V how will the SETA know that your institution is following the requirements of the SDA? Our WSP targets must now match and we must be able to see visible results in your ATR. That's one of the criteria that the SETA say that's one of them ... that your WSP must talk to your ATR. At this point in time I couldn't tell you whether or not it is the case, right? I think though there is somewhat of a move towards bringing it into alignment, because I'm always focused on the issue of and I think that's where to me it is very important as much as it looks ... this part is just as important for me, the authorisation aspect. *Why?* The reason authorisation is important is because a supervisor needs to know this is what my employee is planning to do. I must okay it, my



signature here must mean I have taken it into consideration. *But why must the SETA know about your internal way of managing staff development?* So that they can see if we follow national imperatives (P25: VF2:10, 50-59). I guess that the higher education institution like XX believes that they have always been doing continuous professional development, that there was no reason to now formally institute or instruct managers and employees to actually now take on what we call training and development, and career development. But now we have to report on it ... from the Act's perspective. *We will be vulnerable when we report to them.* We have nothing to hide (P24: VF1:45, 167-171).

X how will the SETA know that your institution is following the requirements of the SDA?

I don't think they need to know. They should give HEIs and all employers the task to spend 1% on the training and development of their own staff. Keep the 1% in their company, still plan and report but keep the funds in the institution according to their own strategic goals, but prove that they spend where, when, how they want to do it (P29: XF1:37, 317-322).

Y how will the SETA know that your institution is following the requirements of the SDA?

Skills, we, we, we try to centralise skills development, in terms of, um, um, auditing, The SETA will eventually audit us (P19: YF2:85, 258-262).

The above-mentioned quotations substantiate the inference that SDFs acknowledged that the SETA would evaluate or "audit" (P19: YF2:85, 258-262) the HEIs' ETD practices to evaluate HEIs compliance with regard to the development of designated employees. By implication, the ETDP SETA invades the autonomy of HEIs' ETD practices.

In this section I present the findings (representing the whole group of participants) relevant to my personal opinion about the effects of implementing the SDA in HEIs, namely that the implementation of the SDA could be perceived as an invasion of institutional autonomy. The above-mentioned quotations substantiate the inference that SDFs view the implementation of the aforementioned structures as an invasion of institutional autonomy (P1:761, 422-423).

I now present the ninth of 13 network displays to illustrate that the SDA portrays the view that the process of learning is not valued, instead the value attached to certification.

4.3.6.9 The process of learning is not valued, rather value is attached to certification

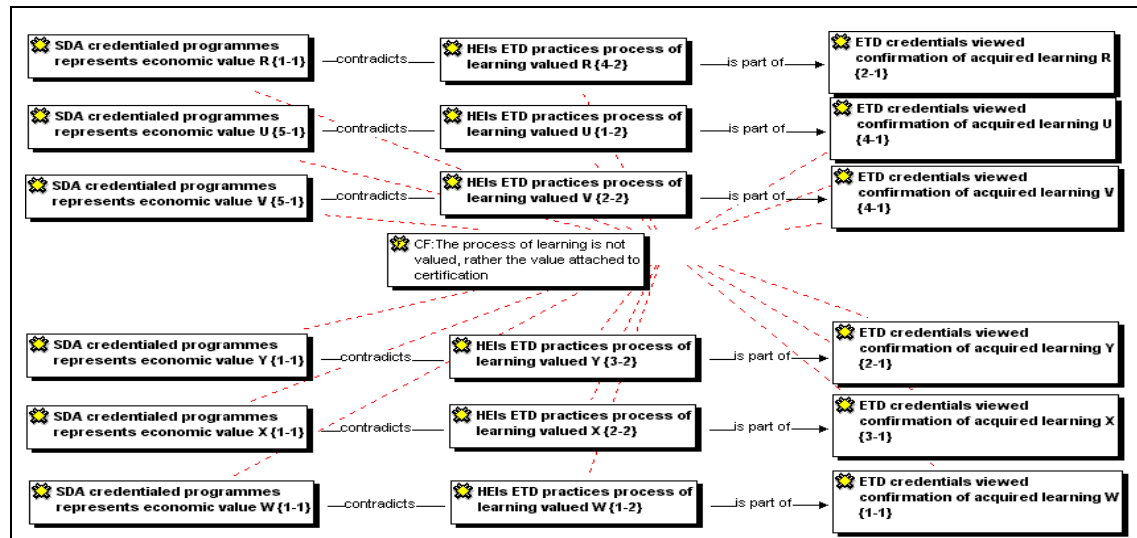


Figure 4.46 HEIs consider the SDA not to focus on the process of learning, rather the value attached to certification

The network display shown in Figure 4.46 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate the inference that the SDA portrays the view that the process of learning is not valued, instead the value attached to certification. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The aim of this part of my empirical research was to determine whether the value attached to credentialed learning promoted by the SDA is similar to or contradicts the value that HEIs attach to the process of learning. The network display illustrates that the SDA's focus on credentialed programmes representing economic value for the individual contradicts the value that HEIs attach to the process of learning which is essential to ETD practices. The SDA's focus on credentials as a means to achieve individuals' economic prosperity was substantiated by the seven participating SDFs. For example:

[A]ccording to the SETA the reason why they're emphasising accredited courses is that accredited courses provide the individual with a lever to obtain a job at another institution. They actually promote that we get our staff members to go through accredited courses so that they could be recognised at other institutions. In other words, accredited programmes have value for promotion or attaining a better position



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(P 6: RT1:39, 103-107). I wonder why the Act is putting a lot of emphasis on investment in credentialed skills development and not knowledge development (P28: UF2.txt - 28:17 47-50). Maybe for lower levels of staff, accredited skills would be applicable for promotion purposes (P28: UF2.txt – 28:18 54-70). The recent ruling of the labour court in the case of the services SETA, who provided, who set up additional requirements to the Act, in this case it was so they would only fund or pay mandatory grants if the employers used accredited providers and gave accredited learning programmes (P28: UF2:19, 118-123). Organisations that are focused on qualifications will look for qualifications. Most other organisations, like Microsoft, like IBM, like PWC, like DeLoitte and Touche do not include higher education, those people focus more on performance and meeting targets, their targets not the credit value of programmes (P24: VF1 24:48, 385-391). The SDA legislates workplace education training and development and it allows employees to gain credits towards a qualification (P34: VT2:33, 4-5). *Why?* In essence I believe that the SDA is to formalise ETD in the workplace so that all employees achieve NQF credits towards qualifications. *Why?* Maybe, to standardise the ETD interventions and programmes of training providers, to provide learning to employees as per the SAQA NQF criteria (P34: VT2:34, 120-123). For designated people, more emphasis is given to furthering their positions in organisations from an economic and quality of life perspective. For this reason the Act highlights credentialed learning as a way to place value on the development that the individual completed (P35: WT1:30, 74-77). *Why?* [no answer]. The SDA is about to embrace the national imperatives of unemployment and to uplift the literacy level of staff so that they can apply for jobs that would put them in a better financial position than currently (P36: XT2:33, 81-83). I think, um, the SDA looks at how can we better the qualifications of people so that they can help themselves (P19: YF2:98, 486-506).

The SDFs perceived the credits or certification that the individual received after successfully completing a learning programme as a confirmation of acquired learning. This is an indication that HEIs do not value credits in terms of economic grains. For example:

Credentials, it is a confirmation that the person has acquired some degree of learning during the intervention and therefore he/she is deemed competent (P32: RT2:11, 64-66). The attainment of formal credentials (or credits) in accordance with the NQF is not critical (P37: UT2:3, 32-36). [The] credit allocation is suitable or necessary (P37: UT2:4, 37-48), the credits might be for the purpose of acquiring the necessary CPD points. The credentials that a person receives after completing a learning intervention and/or qualification is only as good as the depth and meaning of the learning and insights gained in the actual process. It is in the process of learning that an individual assimilates new concepts and insights, and undertakes reflection and self-evaluation. In the absence of high-quality experiential and relevant learning, the attainment of credentials just for the sake of receiving a certificate or commendation, becomes meaningless (P37: UT2:22, 198-204). People who attend training without credentials will not necessarily be less skilled than the person who attends accredited training in terms of competency certificates (P23: VT1:23, 169-180). Most organisations, like Microsoft, like IBM, they don't necessarily take you on because you've got a qualification (P24: VF1:30, 381-392). The credentials that the person receives after completing a programme as well as the process of learning are valuable together with application of learning on the job to improve performance, products and profits for the organisation (P34: VT2:7, 76-78). The process of learning is valuable for change in behaviour and performance improvement, not the certification *per se* (P35: WT1:26, 43-44). The pure root of development is rather benchmarking, networking and not the certification (P29: XF1:34, 161-164). We reward performance, we don't reward attainment of qualifications *per se* (P19: YF2:69, 444-448). The aforementioned perceptions that the SDA focuses on credentials ties in with the publications of various authors. As such, the SDA specifies that providers of workplace learning must be

accredited and the programme outcomes achieved should provide workers with qualifications that are recognised nationally in the South African National Qualifications Framework (NQF) (DoL, SDA No 19420 of 1998) (P2:36 233-237). The organisation that employs highly qualified people will outwit and outperform another company (P1:399 1661-1662).

The above-mentioned quotations substantiate the finding that SDFs HEIs do not value credits in terms of economic gains. I will now present the quotations to substantiate that SDFs value the process of learning in HEIs. For example:

The process is the more valuable, the paper is only the confirmation (P32: RT2:12, 68-69). Learning in itself is a process that cannot be placed in a linear or static box. It is in the process of learning that an individual assimilates new concepts and insights, and undertakes reflection and self-evaluation. In the absence of high-quality experiential and relevant learning, the attainment of credentials just for the sake of receiving a certificate or commendation, becomes meaningless (P37: UT2:21, 197-204). The process of learning is valuable together with application of learning on the job to improve performance (P34: VT2:28, 77-78). We concentrate rather on the process of learning since hopefully it will lead to change in behaviour and performance improvement (P35: WT1:8, 43-44). The process of learning is more valuable than the credentials (P36: XT2:9, 55-57). The process of learning is more important as it addresses the development growth of employees' needs attained through reflection and discussions with peers (P33: YT1:12, 55-57).

The aforementioned (process of learning as essential to learning) ties in with the views of various authors discussed earlier. For example:

Allen, Blackwell and Gibbs (2003: 66 to 78) note the trend towards the value of the learning process in staff development (P1:555 1122-1123). Ljubljana (1995:68) specifically reports on the staff development practices connected to learning, where learning is acquired from group discussions, trial and error, reflection, discovery and learning from one another (P1:616, 1079-1082). Social activities (i.e. group discussions, trial and error, reflection, discovery, learning from one another or methods of learning previously referred to as co-operative or active learning) are considered key to the process of learning in HEIs. (P1:617, 1088-1093).

Against this background, I can substantiate that there is a discrepancy or dissonance between HEIs' ETD practices valued for the process of learning and the SDA that values the credentials of a certificate or qualification as a means of furthering the economic prosperity of the individual.

I now present the penultimate network display relevant to my personal opinion about the effects of the implementation of the SDA in HEIs. The following network display illustrates that the withholding the levy grants from HEIs would perpetuate and tighten government's power-grip over HEIs

4.3.6.10 Withholding levy grants would perpetuate government's financial power over industry

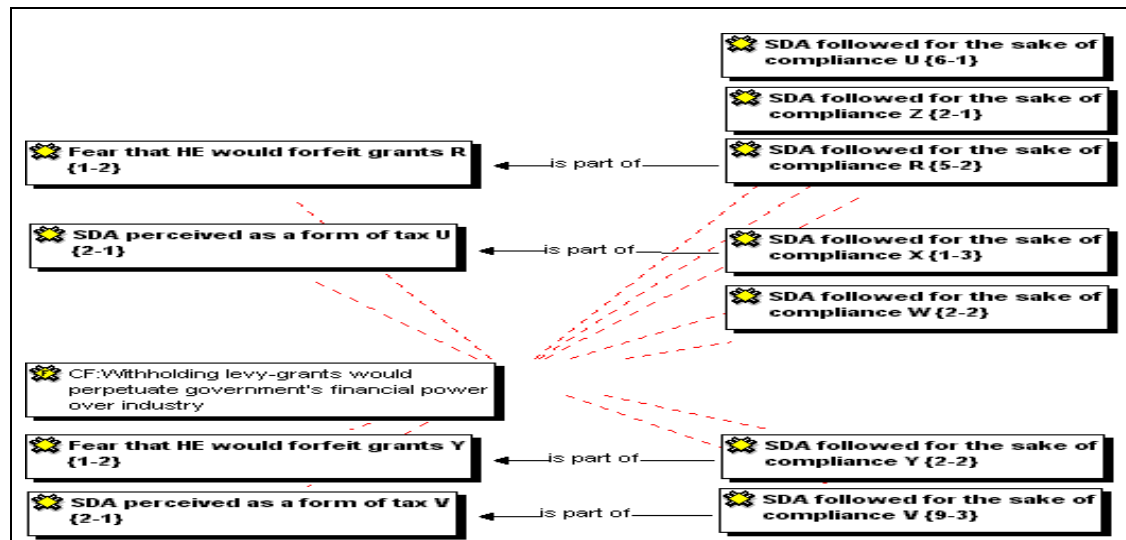


Figure 4.47 Withholding levy grants would perpetuate government's financial power over industry

The network display shown in Figure 4.47 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate my personal opinion that withholding the levy grants from HEIs would perpetuate and tighten government's power-grip over HEIs. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that all seven of the participating HEIs follow the requirements of the SDA for the sake of compliance to earn levy-grants. The reason that HEIs comply with the requirements of the SDA is illustrated in the network display as part of the quotations of two SDFs (who represent their respective HEI) who perceive the SDA as a form of tax, whereas another two SDFs fear the withholding of mandatory levy grants. The following was substantiated:

- That HEIs follow the requirements of the SDA for the sake of compliance (refer §4.3.3.4).
- That two SDFs consider the implementation of the SDA as a form of taxation (refer §4.3.3.8).
- That two SDFs fear the ETDP SETA may withhold the mandatory levy grants (refer §4.3.1.1 and 4.3.5.5).

The latter points, therefore, substantiate my personal opinion that withholding mandatory levy grants would perpetuate government's power-grip over HEIs.

I now present the last network display relevant to my personal opinion about the effects of the implementation of the SDA in HEIs. The following network display illustrates that the implementation of the SDA strengthens a mechanistic system for managing human behaviour in HEIs.

4.3.6.11 The SDA portrays a mechanistic system for managing human behaviour

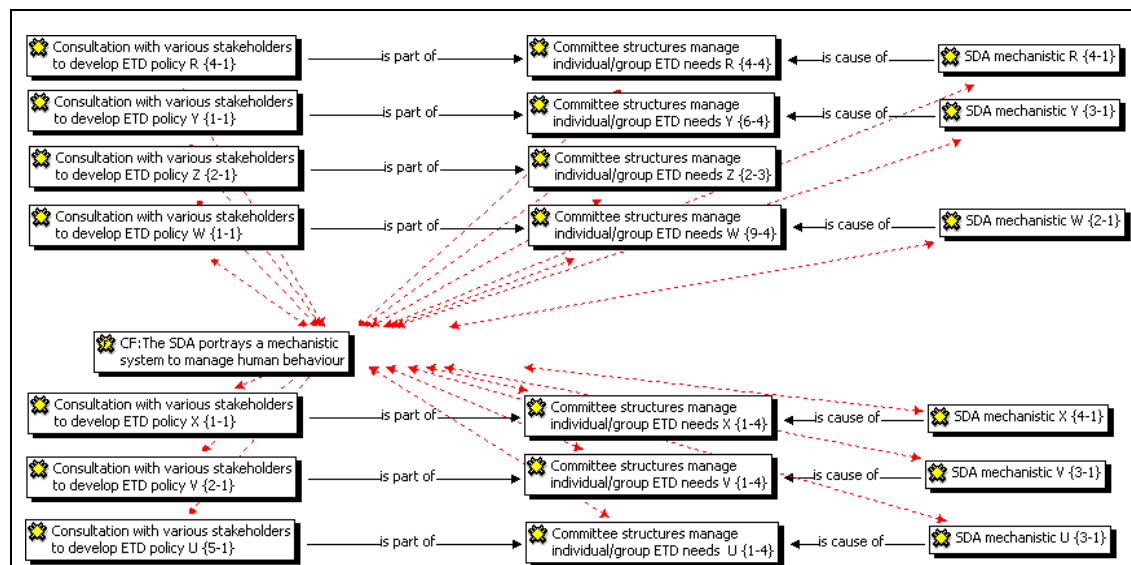


Figure 4.48 The SDA portrays a mechanistic system for managing human behaviour

The network display shown in Figure 4.48 illustrates the number of findings *vis-à-vis* quotations (segments of text coded in *Atlas.ti*TM) selected, as shown in brackets (e.g. 6-1) in each textbox from each of the seven research participants (the letter R, U, V, W, X, Y or Z in the textbox represents an SDF) to substantiate my personal opinion that the effect of the implementation of the SDA is that it strengthens a mechanistic system for managing human behaviour in HEIs. The number of quotations assigned on *Atlas.ti*TM can be viewed on the compact disk (SDF Voice: Outputs). The network display illustrates that as a result of the SDA being mechanistic, all seven of the participating HEIs consult with various stakeholders to develop ETD policy and manage individual or collective ETD needs via committee structures. The following was substantiated:



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- That consultation with various stakeholder HEIs takes place as a consequence of the implementation of the SDA (refer §4.3.1.3).
- That committee structures have managed individual or collective ETD needs in HEIs after the implementation of the SDA (refer §4.3.1.3, 4.3.4.7 and 4.3.1.3).
- That the SDA is perceived as mechanistic towards the management of HEIs' employee ETD practices (refer §4.3.2.8).

The latter bullets substantiate my personal opinion that the implementation of the SDA contributes to a mechanistic management system of human behaviour in HEIs.

In this section I have substantiated my personal opinion about the effects of the implementation of the SDA in HEIs as follows:

- That the development of systems to capture HEIs' employee ETD practices is costly, hence reducing the actual funds available for HEIs' employee ETD practices.
- That the appointment of SDFs and the establishment of consultative forums to plan and approve employee ETD practices are signs that government aims to control HEIs' ETD practices and that government seems to mistrust HEIs' employee ETD practices.
- That government compels HEIs to be co-responsible for investment in ETD towards unemployed SA citizens.
- That the funding available for staff development on a micro-level has increased since the implementation of the SDA. It has, however, decreased when viewed from an institutional macro-financial level.
- That the lack of public debate and communication could result in HEIs perception that the SDA should be followed only to recoup their levy-grant. HEIs could, in addition, create negative social relations amongst its staff members when funds for development opportunities are predominantly offered to designated employees, neglecting the development of white males.
- That the SDA ETD reporting time-frame differs from the HEIs' actual ETD time-frame.
- That the implementation of the SDA could be perceived as an invasion of institutional autonomy.



- That the SDA does not value the process of learning, but rather the value attached to certification.
- That the SDA portrays a mechanistic system for managing human behaviour.
- That the withholding of levy grants would perpetuate government's financial power-grip over HEIs.

Epilogue

This chapter presents the findings based on the empirical and non-empirical data analysis. The findings of the non-empirical data analysis were presented as the entry point for the empirical data analysis phase of this study. The findings of the non-empirical data analysis were then presented. By following the hermeneutic circle, I could interpret the meaning of what the research participants said. My critical interpretation is therefore a mixture of the research participants' viewpoints and my critical interpretation of our interaction. I do not, however, wish to end this analysis at this point. As a researcher in the critical paradigm, I shall attempt to move beyond the data analysis tendered in this chapter in the following chapter. Consequently, the next chapter attempts to integrate this chapter's findings into one critical voice.