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NAVAL TRAINING CO-OPERATION PLAN: REPORT ON THE ESTABLISHMENT OF A SOUTHERN AFRICAN DEVELOPMENT COMMUNITY (SADC) CENTRE OF EXCELLENCE FOR MARITIME TRAINING

- Reference 1: Record of 11th Annual Meeting of the Standing Maritime Committee of the Inter State Defence and Security Committee, (ISDSC) held in Simon's Town, South Africa from 22-26 August 2005
- 2: Minutes of the ISDSC, 21 July 2006
- 3: Publication SADC SMC 1: Organisation and Co-operation
- 4: Challenges in Maritime Training: Paper Presented by Rear-Admiral (Junior Grade) B.H. Teuteberg at the Sea Power for Africa Symposium: 29 August 2005

INTRODUCTION

1. In terms of Reference 3, the SMC has made an appreciation of the regional maritime situation, with specific reference to common interests of security and welfare of the members of the SADC, and a number of aims, priorities, prerequisites and restrictions generated.
2. In order to give effect to these, co-operation plans are being drawn up in a number of specified domains, with the intention being to *promote naval co-operation between member states of the SADC*.
3. In terms of Reference 1, South Africa has been appointed as the co-ordinating Country for the **Naval Training Co-operation Plan (NTCP)**. This document accordingly presents such a plan iaw the format prescripts reflected in Reference 3, par 3006.

AIM

4. In accordance with Reference 3, the aim of this NTCP is *to create opportunities for the development of standard knowledge and skills required for the execution of appropriate combined tasks*.

SCOPE

5. The NTCP will address the following:
 - a. **Section 1: Strategic Guidelines To Combat Challenges Facing Maritime Training Within The SADC Region**
 - i. Introduction.
 - ii. Strategic Issues within the SADC.
 - iii. Factors to be Appreciated in Deriving Training Need.
 - iv. Summary of Training Need.
 - v. Strategy to Address Training Need.
 - b. **Section 2: NTCP Action Plan to Operationalise Training Strategy.**

The Action Plan will delineate the following:

 - i. Aims.
 - ii. Objectives.
 - iii. Methods.
 - iv. Resources.

SECTION 1: STRATEGIC GUIDELINES TO COMBAT CHALLENGES FACING MARITIME TRAINING WITHIN THE SADC REGION

INTRODUCTION

6. The establishment and effective use of Sea Power, within the SADC may be identified as an important underpinning for the achievement of the Vision of the SMC (Reference 3; hereafter termed the Vision), viz “*to promote peace and prosperity in the region through maritime co-operation*”, as also of its aims and objectives which include

- a. the provision of mutual maritime security in order to ensure the freedoms of sea lines of communication;
- b. the development and maintenance of maritime security; and
- c. the development of maritime capacity to meet contingencies that require a quick response.

7. In terms of Reference 4, which has been utilised extensively to inform Section 1 of the NCTP, Sea Power may be manifested in a number of ways, which include

- a. being present in the maritime domain in an authoritative way, and to be seen to be present;
- b. command of the sea;
- c. use of the sea with vigour;
- d. having potential to deny the sea to adversaries and enemies if necessary; and
- e. co-operation with allies in the zones of entitlement.

8. The enablers which make such manifestation of Sea Power possible, include the requisite human resources, machinery and methods, with such elements as ships and equipment, harbours and infrastructure, command and control, and common legislation and documentation being illustrative.

9. The NCTP addresses one specific dimension inherent to the above enablers, namely the facilitation of the required human resource competence through integrated, effective, and efficient education, training and development.

10. It is to be noted that Section 1 has focussed on the conceptual/philosophical level, with Section 2 operationalising and informing these concepts in action plan format.

STRATEGIC ISSUES WITHIN THE SADC

11. In accordance with Reference 4, a number of strategic issues within the SADC region underpin the capability requirements inherent to the maintenance of Sea Power. These include

- a. charting of maritime zones;
- b. command, control, and communications in maritime zones;
- c. maritime security;
- d. piracy and crime;
- e. maritime training;
- f. peace keeping operations;
- g. early warning;
- h. regional co-operation; and
- i. appropriate vessels.

12. While it is not the intention of this Staff Paper to analyse all of the above, they provide an important context for the generation of the required human resource competence in order to ensure *the promotion of peace and prosperity in the region through maritime co-operation*.

FACTORS TO BE APPRECIATED IN DERIVING TRAINING NEED

13. Proceeding from the strategic issues delineated above, a number of factors require appreciation prior to generation of the broad training need. These factors may be considered critical to the attainment of the Vision of the SMC, and to the Strategic issues as reflected above. For ease of reference, these factors are reflected in tabular format below, and thereafter briefly discussed:

Ser No	Issue	Factors Essential For Successful Attainment of SMC Vision				
		Doctrine	Language	Staff Methods	Law	Inter-Operability
	a	b	c	d	e	f
1	Charting Maritime Zones		✓		✓	
2	Command, Control, Communications	✓	✓	✓	✓	✓
3	Security	✓	✓	✓	✓	✓
4	Piracy and Crime	✓	✓	✓	✓	✓
5	Peace Keeping	✓	✓	✓	✓	✓
6	Early Warning	✓	✓	✓		✓
7	Regional Co-operation	✓	✓	✓	✓	✓
8	Appropriate Vessels	✓	✓		✓	✓

14. **Maritime Doctrine**. A generic approach to Maritime Doctrine is imperative for almost all of the factors delineated above. It is critical that both consensus and uniformity characterise the tenets which are to guide operational behaviour and approach to the execution of naval missions, tasks and evolutions. Once such doctrine has been derived and published, the human resource components of all member States will need to be made conversant therein, with regular exercise thereof being scheduled in order to ensure maintenance of competence.

15. **Operational Language**. A critical factor to the attainment of the Vision, is the determination of a common operational language. Language tends to carry with it a host of cultural and other associations, and as such discussion thereof tends to become emotive and non-productive. However, it must be emphasised that there needs to be one operational language which will enable co-operation. Consensus needs to be attained on the language which is both accessible to the greatest number of member states, but also which is able to give expression to the maritime/naval narrative in terms of technical terminology and the like. Thus languages such as Portuguese, Spanish, French and English are to be given

consideration. This Staff Paper does not aim to propose the selection of a particular operational language. It does, however, wish to stress that a critical component of the training need will be ensuring that all members are conversant in the operational language of choice.

16. **Staff Methods**. Sound planning, well co-ordinated action, and effective control, are ensured through the exercise of staff work. While the naval forces of member States employ similar thinking strategies regarding problem solving and decision making, it is imperative that generic staff method conventions are determined and adopted. These need to be agreed upon, taught, and exercised regularly.

17. **Interpretation of Law**. Member States are in the process of ratifying and accepting maritime laws and conventions. For effective Vision attainment, a standardised application and uniform execution of the law are imperative. A uniform execution is dependent upon a uniform interpretation, which, in turn, depends upon a thorough knowledge of the relevant law. A generic interpretation needs to be agreed upon, and perpetuated through training and education opportunities within the domain of the applicable maritime law.

18. **Inter-Operability**. The acquisition strategies utilised by different member States are at variance. While common systems in such domains as navigation, communication and direction finding might exist, these are from different sources. This poses a significant challenge to interoperability between member States; a challenge which must be overcome if the Vision and strategic intent of the SMC is to be attained. Agreement needs to be reached on issues compromising interoperability. Thereafter the required competence set will need to be determined in order to ensure that naval forces of member States will be able to demonstrate such competence in combined exercises.

19. **Development of Operators**. Once the requisite education and training has been provided, it is imperative that the required activities are undertaken in order to ensure consolidation of learning, and maintenance of the required level of

competence. Such consolidation may be undertaken through the utilisation of such mechanisms as attachments which make provision for observing and experiencing relevant evolutions, providing learners with specific tasks which allow for the exercise of a specific competence, or mentorship. Such developmental activities are undertaken specifically to allow for learners to be prepared to operate the technical, operational and support systems within their own naval forces. When such developmental activity is combined with activities which promote inter-State co-operation, the result is improved inter-operability. As such, it is vital that consideration be given to place members from various member States with forces of other member States, in order to facilitate appropriate development and consolidation of learning.

SUMMARY OF TRAINING NEED

20. Proceeding from the above, a number of premises may be highlighted. These include the following:

- a. Competence in combined operations and support activities is critical to successful Vision attainment.
- b. There is a need to determine a common approach to maritime doctrine and to practice it frequently in both combined and other evolutions.
- c. A common operational language must be agreed upon, and member States must all be given the required opportunity to become conversant in this language.
- d. A generic set of conventions regarding staff work must be agree upon, and made accessible to all.
- e. Education and training activities must be established within the domain of maritime law.
- f. Complementary operational knowledge and skills must be acquired, and must then be consolidated through the use of combined exercises.

- g. Developmental opportunities which allow for consolidation of the above competence requirements must be determined, and must be utilised; with such mechanisms as exchange programmes being utilised.

STRATEGY TO ADDRESS TRAINING NEED

21. The generation of a strategy which addresses the broad training need defined above, needs to give consideration to the factors listed below, each of which will be briefly discussed:

- a. Definition and standardisation of competencies.
- b. Training infrastructure.
- c. Determination and pursuance of competence requirements.
- d. Definition of outcomes.
- e. Sharing of resources and experiences through mutual mentorship.
- f. Professional approach to seafaring and maritime defence.
- g. Common standards.
- h. Co-ordination Mechanism.

22. **Definition and standardisation of competencies**. In many instances, the legacy of colonialism has persisted in the force design (vessels), infrastructure, cultures, training systems and qualification mechanisms of previous colonially dominated navies. In some instances, this has been exacerbated by the acquisition of vessels from third party nations, each with their own logistic and training philosophies. This legacy of colonial domination constitutes a significant challenge to standardising the requirements regarding education, training and development, and also to define common levels of competency as an input into the training delivery system.

23. **Training infrastructure**. The lack of resources expended on training infrastructure within most of the member States has resulted in such infrastructure being in a generally degraded state. A lack of resources has resulted in funding being directed at keeping ships at sea, with supportive infrastructure such as that required by education and training processes, receiving less attention. It is clear that the current focus within the SMC represents a high prioritisation of training and education, and the recognition that adequate resourcing of this process is imperative. It is critical that such resourcing would be significantly enhanced through greater integration, sharing and directed development.

DETERMINATION AND PURSUANCE OF COMPETENCE REQUIREMENTS

24. The first **critical requirement** is for member States to undertake a training appreciation. This will be amplified in Section 2. Such an appreciation allows for the identification of a training gap, and also indicates problems which might be inherent to the training delivery system, and more importantly, problems which reside at the interface between the training delivery system and the Organisation interface. Factors to be appreciated in this regard include the following:

- a. Identification of the capability requirement.
- b. Identification of the training need to meet the capability requirement.
- c. Assessment of the current training delivery system output, where such output is defined in terms of training teams, training material, and infrastructure.
- d. Derivation of the training gap between capability requirement and training delivery system output.

25. In determining the training gap, it is essential that a precise and specific formulation of requirement is achieved. It is proposed that consideration be given to a definition, where three aspects of competence are contemplated as follows:

- a. **Foundational Competence.** Such competence is the result of educational activities, and achieves knowledge, skills, and attitudes which provide an understanding of the context of the world in which we operate, an intellectual grasp of the world, and an understanding of the sciences.
- b. **Practical Competence.** Practical competence is the result of training, and accomplishes knowledge, skills, and attitudes that give the learner the ability to perform a task, employ appropriate methods and technology to do the job.
- c. **Reflexive Competence.** Such competence is achieved through development, and allows for the application of all knowledge, skills and attitudes (foundational and practical) in an integrated manner to solve problems.

DEFINITION OF OUTCOMES

26. Progress in definition of outcomes, will be dependent upon the careful and precise definition of the required outcome. The education, training and developmental outcomes required for successful attainment of the Vision may be categorised as follows:

- a. **Fundamental Outcomes.** Fundamental outcomes form the basis of the profession or trade. These outcomes describe the elementary and vital competence that comprises the *foundation* on which all other skills will be based. Examples include the ability to communicate, literacy to a determined level, numeric skills to a determined level, health and safety, and generic management.
- b. **Core Outcomes.** Core outcomes are those outcomes which lie at the heart of a trade or profession, distinguishing the trade/profession from other fields of study or endeavour. Within the naval domain, such core outcomes could entail the competence to ensure that vessels float,

move and fight with due regard for safety, as well as the competence required for the ancillary and support functions which form part of the competence set for seafarers, such as navigation, shipping and port networks, and infrastructure.

- c. **Elective Outcomes**. Elective outcomes would allow for specialisation in a particular aspect of a trade or profession.

ILLUSTRATION: SHARING OF RESOURCES AND EXPERIENCES THROUGH MUTUAL MENTORSHIP

27. Allowing learners to obtain experience in consolidation of learning outcomes is resource-intensive, requiring both vessels and facilitators/instructors. To purchase vessels with which to facilitate such exposure is expensive, with the acquisition process being time-consuming. It takes a generation to acquire a maritime force.

28. An illustrative example of a creative means of overcoming such challenges, and utilising principles which would ensure success of establishing a Centre of Excellence for Maritime Training, is reflected in the Reference 4. Reference 4 made the proposal that in order to circumvent the challenges of such acquisition, member States give consideration to agree on one basic hull form, and order the hull through one shipyard. Selection of the hull type would be predicated by such factors as attainment of the Vision at modest cost. As the building project was launched by two member States, their neighbours would attach young engineers and project officers to the acquisition teams in order to learn and to develop themselves for the phase in the project which would allow for them to initiate acquisition within their State. Thus, this would facilitate mutual mentorship. Not only would time and effort be saved by learning the core and fundamental outcomes of operating and maintaining the vessels. Member States would thereafter be able to customise the generic hull with equipment and fittings applicable to their individual requirements, with elective learning outcomes being derived in support.

29. The above illustrative example is important in

- a. its demonstration of the principles of mutual mentorship and sharing of resources; and
- b. its separation of fundamental/core outcomes and elective outcomes. This demonstrates the principle that a Centre of Excellence for Training should direct its attention at generic fundamental/core outcomes, with member States retaining the responsibility for the education, training and development to support elective outcomes, as also the fundamental/core outcomes which would be specific to the unique capability requirements of a particular member State.

PROFESSIONAL APPROACH TO SEAFRARING AND MARITIME DEFENCE

30. Attainment of the Vision, with specific reference to the establishment and maintenance of a Centre of Training Excellence, will need to be underpinned by effective leadership, based on the core elements of professionalism, viz competence; corporate identity with the naval community; and acceptance of the greater obligation to the society.

COMMON STANDARDS

31. It is absolutely imperative that member States attain consensus on the qualification, the standards of competence and the quality assurance framework which is to regulate those shared education, training and development outcomes. The adoption of such a common approach will ensure inter-operability, boost confidence building and increase professionalism.

CO-ORDINATION MECHANISM AND CONSOLIDATION OF NEEDS ANALYSES

32. In terms of Reference 3, South Africa has been appointed as having the co-ordinating responsibility for the NTCP, aimed at creating opportunities for the development of standard knowledge and skill required for the execution of appropriate combined tasks. As the co-ordinating entity, South Africa therefore assumes the responsibility for

- a. acting as the nodal point to synchronise competency requirements, based on the individual Needs Analyses,
- b. facilitating the derivation of qualification standards and the output of the training delivery system. This would be achieved through the facilitation of a Training Decum, with all member States being represented in a structured work session, aimed at deriving a shared statement of competency requirements. This will be amplified upon in Section 2.
- c. Furthermore, as the nodal point, South Africa will create the required Information technology infrastructure to serve as a depository for available schedules and learning programmes, where member States would be able to source learning opportunities, and also register training needs.

CONCLUSION

33. One of the fundamental Vision Success Factors is the establishment and maintenance of the required supportive education, training and development process and infrastructure. Thus, the undertaking of a Training Needs Analysis by member States is a matter of priority. Thereafter, a facilitated Training Decum will determine the need, and indicate the required activities to establish the required education, training and development delivery system. Factors that will require attention in terms of improving already existing training commonality will include doctrine, language, staff methods, law and inter-operability.

34. Through following a programme which is underpinned by such principles as mutual mentorship, a common approach to standards and shared leadership, the attainment of the SMC Vision will be significantly facilitated.

35. As the philosophy is given shape by the strategy, the strategy will be given practical implementation through a structure and plan. Section 2 will address the derivation of the Plan.

SECTION 2: NTCP ACTION PLAN TO OPERATIONALISE TRAINING STRATEGY

1. The NTCP Action Plan has been drawn up with due cognisance of the broad strategy and supporting principles reflected above, and the two sections must, therefore, be read in conjunction with each other.

Serial No	Aim/Objective	Method/Actions	Role Players	Resources
	a	b	c	d
1	Determine Individual Future Capability Requirements	<ul style="list-style-type: none"> i. Analyse Organisation Strategic Business Plan with specific reference to Strategic Objectives and Force Design (vessel) configuration for the Medium Term Expenditure Framework ii. Derive statement of desired capability for the Medium Term Expenditure Framework (3-5 years) 	Individual Member States	Accommodated by individual operating budgets of member states
2	Appreciate Individual Training Capability Requirement Based On Future Capability	Conduct Training Appreciation to determine future training capability requirement , with due cognisance being taken of desired Training Delivery System Output (learning opportunities, supportive resources, infrastructure).	Individual Member States	Accommodated by individual operating budgets of member states
3	Appreciate Individual Current Training Delivery System Output	Conduct Training Appreciation to determine current training capability , with due cognisance being taken of Training Delivery System Output (learning opportunities, supportive resources, infrastructure).	Individual Member States	Accommodated by individual operating budgets of member states
4	Derive Gap Between Future Training Capability Requirement And Current Training Capability	<ul style="list-style-type: none"> i. Conduct appreciation in order to determine the training gap between future training capability requirement and current training capability ii. Document iii. Submit to SMC Secretariat by 30 November 	Individual Member States	Accommodated by individual operating budgets of member states

Serial No	Aim/Objective	Method/Actions	Role Players	Resources
	a	b	c	d
		2006 for collation and further processing		
5	Analyse document inputs and consolidate	SA Navy to execute following: <ol style="list-style-type: none"> i. Analyse Gap Analyses ii. Consolidate Gap Analyses, indicating areas of divergence and convergence iii. Analyse statements of future capability, indicating areas of divergence and convergence iv. Prepare presentation in preparation for Training Decum v. Distribute to all member States for comment by 28 February 2007 	SA Navy	SA Navy to accommodate budget requirements
6	Convene Training Decum	<ol style="list-style-type: none"> i. SA Navy to liaise with role-players to determine date for Training Decum ii. SA Navy to host 3-day Training Decum in order to derive <ul style="list-style-type: none"> • generic capability requirement • generic current training capability • generic future training capability requirement • generic gap analysis 	<ol style="list-style-type: none"> i. One training entity appointed and mandated by each member State ii. SA Navy to provide facilitator and secretariat 	<ol style="list-style-type: none"> i. SA Navy to obtain requisite Ministerial Approval and cover cost of hosting event ii. Member States to cover own costs of air travel, accommodation and subsistence

Serial No	Aim/Objective	Method/Actions	Role Players	Resources
	a	b	c	d
		<ul style="list-style-type: none">• action plan to address gap		