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## **EXECUTIVE SUMMARY**

### **1. THE RESEARCH PROPOSAL AND BRIEF**

During the course of the HSRC/NTB Investigation into Skills Training in the RSA and the HSRC/NTB Enquiry into the Training and Placement of the Disabled Person it became increasingly apparent that there was a need for an overall national training strategy in the RSA. Individual industries would then be able to plan their training in terms of such a strategy while the state would be able to determine its training priorities and plan the allocation of funds in order to implement the strategy and address the priorities. The Chairman of the National Training Board (NTB) then entered into discussions with the Executive Director of the former Institute for Educational Research (now the Group: Education) of the Human Sciences Research Council (HSRC) on this topic which resulted in a research proposal being submitted to the NTB. The proposal was accepted with the intention of commencing the investigation in 1989 once the investigations into skills training and the training and placement of the disabled person had been concluded. The two reports were presented to the NTB on 28 April 1989 where they, as well as the research proposal on a training strategy, were accepted. This cleared the way for the commencement of the NTB/HSRC Investigation into a National Training Strategy for the RSA. It was subsequently decided to incorporate the recommendations of the Skills Training Report in the Report on a National Training Strategy.

### **2. THE NEED FOR A TRAINING STRATEGY FOR THE RSA**

It is generally accepted today that investment in human capital by means of training plays an important role in the development of the economy and technology of a country. Vast sums of money are spent on training in the RSA by both the private sector and the state, while tax concessions for training were costing between R120 m and R500 m annually up to July 1990 when the tax concessions system was discontinued. This enormous national training effort in the RSA is largely unco-ordinated and uncontrolled with regard to national training needs. The main reason for this lies in a shortage of skilled manpower which makes training pull-orientated in order to meet the short-term market needs rather than anticipating long-term trends in the market place. Should all interested parties, on the other hand, participate in designing, accepting and implementing a national training strategy, it would be possible for training in the RSA to change from reacting to trained manpower needs which already exist, to a system which would anticipate future manpower needs so as to assist the economy in developing.

The training effort is also sporadic as it is very sensitive to the economic or business cycle and studies have shown that the training cycle is out of phase with the business cycle (see the HSRC/NTB Investigation into the Training of Artisans in the RSA, Chapter 3, Par. 3.5). Training is curtailed in the economic downturn when in fact there could, and probably should be greater

training efforts so as to meet the increasing manpower demands during the subsequent upturn phase of the economy. As training is pull-orientated and consequently responds mainly to shortages of skilled manpower, it is largely conducted for the needs of the formal economic sector, thus ignoring possibilities of the informal sector and trends in turn also to become cyclical in nature. This is likely to lead to neglect of certain areas of training which would be valuable in the longer term and even to neglect of important areas of general training such as training for literacy and numeracy. Furthermore no system of recognition or accreditation of training exists between employers in different industries or, in many cases, between employers in the same industry. This may lead to duplication of training, trainees being retained in the same skills by different employers, or an inability of a person to obtain work demanding skills already acquired. There is also an absence of links between the training system and the formal education system and no accreditation system which would enable recognition by the formal education sector of qualifications obtained in the non-formal sector. The cost benefit of the total expenditure on training in the RSA would be considerably enhanced if the distribution and expenditure of training funds were done more effectively and according to a strategic plan.

It is stated in the Compendium of Training, published by the NTB in 1984, as a part of the national training policy, that

[t]he national and general training objective is to develop to the optimum the country's entire workforce, regardless of race, colour or sex by means of continual upgrading, to the highest level, of the individual's skills bearing in mind his talents, interests and other personal characteristics. This process must take place with due regard to the present and future technological, economic and social needs of South Africa.

(National Training Board, Department of Manpower, Compendium of Training p. 8)

The optimum use of the total training facilities in the RSA as well as training as an investment in human capital, is not possible due to the lack of co-ordination, clear-cut goals and objectives. A national training strategy which includes the identification of national training priorities is therefore essential to ensure that these objectives may be realised.

### 3. THE WORK COMMITTEE (WC)

It was considered necessary to appoint a work committee consisting of experts from the many organisations interested in and possibly influenced by a national training strategy that would be responsible for planning and monitoring the investigation and leading any research that was considered necessary. Dr A. Pittendrigh was appointed to lead the investigation as chairman of the WC. Discussions then took place concerning the membership of the committee in order to ensure that no important interested parties would be overlooked and to identify individuals who would be capable of making a positive contribution to the investigation.

**Members of the work committee:**

Dr A. Pittendrigh	Chairman of the investigation
Dr S.W.H. Eneglebrecht	General Manager: Group: Education, HSRC
Dr F.R.L.N. Eksteen	Chairman, National Training Board
Dr F.S. Barker	Acting Chairman, National Manpower Commission (NMC)
Mr L.P. Bartel	Afrikaanse Handelsinstituut (AHI)
Mr C.D. Beukes	Chief Director, Department of Education and Culture (House of Representatives)
Dr J.H. Beukes	General Manager: Group: Corporate Communication, HSRC
Mr G.W. Bezuidenhout	Labour adviser, SA Chamber of Business (SACOB)
Mr G.B. Blain	Head of Distributed Training, First National Bank
Dr P.J. Britz	Group Manpower Manager, Transnet
Mr L.N. Celliers	General Secretary, SA Confederation of Labour
Mr K. Fisher	Group Training Manager, Small Business Development Corporation (SBDC)
Mr D.B. Gaynor	General Manager, Education Services, Chamber of Mines
Dr G.D. Haasbroek	Chief Director: Manpower Training, Department of Manpower Manager, Manpower Provision Action, Foundation for Research Development
Dr J.F. Hattingh	Director, Department of National Health and Population Development
Prof. P.G. Human	Faculty of Education, University of Stellenbosch
Mr M.J. Klopper	Chairman, Association of Technical Colleges
Dr R.S. Loubser	Vice-President, SA Council for Professional Engineers
Mr P.Z.G. Malimela	Chief Executive Officer, Malimela and Associates
Mr P. Naidu	Technical education and training consultant
Dr G.A. Niebuhr	Chief Director, Education Policy, Department of National Education
Dr E. Orbach	Group Manager, Development Bank of Southern Africa (DBSA)
Prof. A.M. Reynolds	Chief Director, Institute for Training, Commission for Administration Manager, Human Resource Studies, National Productivity Institute (NPI)
Mr A.D. Riley	Department of Psychology, Rand Afrikaans University (RAU)
Prof. J.M. Schepers	Department of Psychology, Rand Afrikaans University (RAU)
Dr H.J. Smith	Chief Director, Technology Advancement, Department of Commerce and Industry
Dr I. Steyl	Rector, Vaal Triangle Technikon
Prof. F.G. Steyn	Department of Economics, University of Pretoria
Mr J.R. Tyers	Executive Director, Furniture Industry Training Board (FITB)
Mr J.G.J. van der Berg	Chairman, Private Sector Education Council (PRISEC)
Mr M.C. van Niekerk	Manager: Training, SA Agricultural Union
Mr H. van Schalkwyk	Co-ordinator, HSRC

Mr L.N. van der Schyff      Co-ordinator, NTB  
Mr M.C. Edmunds              Co-ordinator, NTB

The executive committee consisted of:

Dr A. Pittendrigh              Chairman  
Dr S.W.H. Engelbrecht  
Dr F.R.L.N. Eksteen  
Dr G.D. Haasbroek  
Dr R.S. Loubser  
Mr P.Z.G. Malimela  
Mr H. van Schalkwyk        Co-ordinator  
Mr L.N. van der Schyff       Co-ordinator

At a later stage requests for WC membership were received from other organisations and the executive committee decided to offer observer status to the Southern African Society for Training and Development (SASTD) and the Institute of Personnel Management (IPM). This offer was accepted and Mr S. Fourie of the SASTD and Mr Tony Ansara of IPM were appointed as observers to the WC.

Dr D. Haasbroek was transferred from the NTB to the Department of Manpower as chief director and at that stage became an observer member instead of a full member as the Department of Manpower would eventually have to consider the final report officially.

#### 4. RESEARCH METHOD

At the fourth meeting of the Exco, the chairman proposed a system of corporate strategic management and the various elements of the corporate strategic management process. This meeting was also attended by Professors S. Marx, M.J.C. van Vuuren and N.F. Alberts of the Department of Business Economics and the Graduate School of Management of the University of Pretoria. Their views were obtained on the feasibility of this approach being used in order to determine a national training strategy. At this meeting it was decided to make a similar presentation on strategic management to the WC. This was done at the second meeting of the WC which was also attended by Prof. M.J.C. van Vuuren and Prof. N.F. Alberts. The WC then agreed to this process being used as the basis for the research project and left negotiations with suitable and competent research into the Exco. The corporate strategic management process is described in detail in Chapter 2. In order to implement this process it became necessary for the WC to define certain terms.

## **5. DEFINITIONS**

### **5.1 Training**

The Compendium of Training of the National Training Board defines training as

**the transfer or gaining of technical knowledge, related skills, values and attitudes in order to develop proficiency and to develop a person's natural aptitudes and other abilities to improve his capabilities as a worker. Training, which generally takes place outside formal educational institutions, is more often than not directed towards the needs of a specific employer or group of employers.**

**(Compendium of Training, pp. 3-4)**

The skills that are developed could be of a technical, human or conceptual nature and are needed to a varying degree in the various levels of occupation from the unskilled worker up to the highly skilled levels of senior management.

### **5.2 Training strategy**

Many authors have defined the word strategy in books on management, corporate strategic planning and corporate strategic management. After weighing up the implications of each definition a selection was made from those considered to be applicable and the WC arrived at the following definition of a national training strategy:

**The national training strategy is a plan of action, based on predetermined long-term goals and short-term objectives, to provide for the systematic structured training of manpower in skills at different levels in order to better match the supply of an appropriately trained and highly productive workers' corps required to match the present and future qualitative and quantitative needs of each production sector in the country's economy.**

### **5.3 The Training Partnership (TTP)**

In order to apply the system of corporate strategic planning to the development of a national training strategy it became necessary to define the organisation for which the strategy was being planned. After a study of documents on training in other countries and particularly the report of Her Majesty's Stationery Office (HMSO) on Employment for the 1990s, it was considered essential to create the concept of the private sector and the state interacting in an equal partnership in order to design a training strategy on a voluntary basis. If this could be achieved each industry, as well as other partners in TTP, could be considered as a strategic business unit (SBU) and they could in turn design the strategy for their own industry on a voluntary basis under the umbrella of the national training society which they had helped to design.



The WC then decided that TTP includes all training initiatives of the state, organised industry, individual training employers as well as training initiatives of trade unions and they defined TTP as follows:

**The Training Partnership (TTP) is all parties involved in training policy formulation, planning, implementation as well as the financing and provision of training for the world of work in the RSA.**

#### **5.4 The mission of TTP**

It was also necessary for the WC to determine the mission of TTP as one of the first steps in corporate strategic planning. Most of the time of an Exco meeting was devoted to the formulation of a suitable mission statement which was further refined at the second WC meeting. It was then agreed that

**[t]he mission of TTP is to concern itself with the provision of appropriate and adequate training for all the peoples of the RSA. While doing this TTP will bear in mind the economic and other needs of the country, the aspirations and the aptitudes of the individual and the need to optimise the utilisation of the limited training facilities of the country.**

### **6. APPOINTMENT OF RESEARCH WORKERS**

After the WC had decided on the use of the system of corporate strategic management as the research method and the training strategy, TTP and mission statement had been defined, negotiations were entered into with potential research workers. It was decided that two main research projects were necessary, namely an internal organisational assessment and an external environmental assessment. Two research contracts were finalised by 30 November 1989 when formal agreements were entered into.

### **7. INDUSTRY SEMINARS**

The concept of the training partnership as a means to voluntary participation in the planning and implementation phases was considered as being of paramount importance. If the partners were able to play a positive role in formulating a training strategy they could be expected to associate themselves with it and adopt it as their own training strategy. For this reason it was decided to propagate the concept of TTP throughout the course of the investigation. It was also decided that once the research was completed and a draft report had been compiled, a series of seminars would be arranged in order to further refine and finalise the national strategy. These seminars were organised by the regional training committees at five major centres namely Port Elizabeth, Cape Town, Bloemfontein, Durban and Johannesburg.

Discussion at these seminars was used as a further input in order to refine the goals, objectives, strategy and priorities and the report was finally accepted by the WC at its meeting on 31 October 1990.

## **8. SALIENT POINTS ON EACH OF THE CHAPTERS IN THE MAIN REPORT**

### **8.1 CHAPTER 1: BACKGROUND TO THE INVESTIGATION INTO A TRAINING STRATEGY FOR THE RSA**

This chapter contains the research proposal, the research brief, the need for a training strategy, the composition of the work committee, research methods and definitions. The research method, based on an approach by which the system of corporative strategic management was used is of particular interest as this well trodden path in corporate management had to be adapted in order to be used as a research method.

### **8.2 CHAPTER 2: THE SYSTEM OF CORPORATIVE STRATEGIC MANAGEMENT**

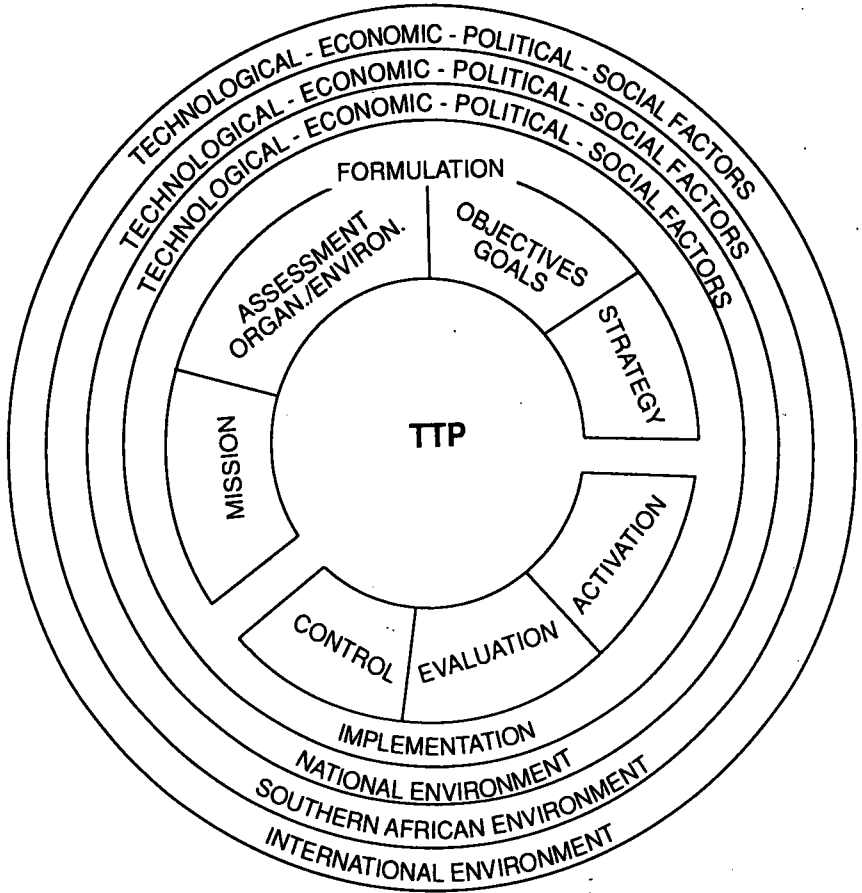
The first part of this chapter has detailed a system or process of corporate strategic management which is used, in the form described or in similar forms by many business undertakings in the Western World. These undertakings are profit motivated and consequently all facets of the system are not necessarily applicable to a training strategy. On the other hand a training strategy should be cost conscious and aim at effective and efficient use of available facilities. On this basis the Exco and WC decided to adapt and use this system to determine the training strategy. The second part of the chapter dealt with the system of strategic management as adapted to formulate a national training strategy.

The elements of the system are consequently:

1. The organisation TTP
2. The mission statement
3. The organisational assessment
4. The environmental assessment at national, regional and international levels
5. The SWOT analysis
6. Goals, objectives, strategies and priorities
7. The strategic planning structure
8. Feedback and strategy review mechanisms.

The basic strategy management process has been amended as shown in Figure 1 in order to illustrate the national training strategic management process.

**FIGURE 1 : THE NATIONAL TRAINING STRATEGIC MANAGEMENT PROCESS**

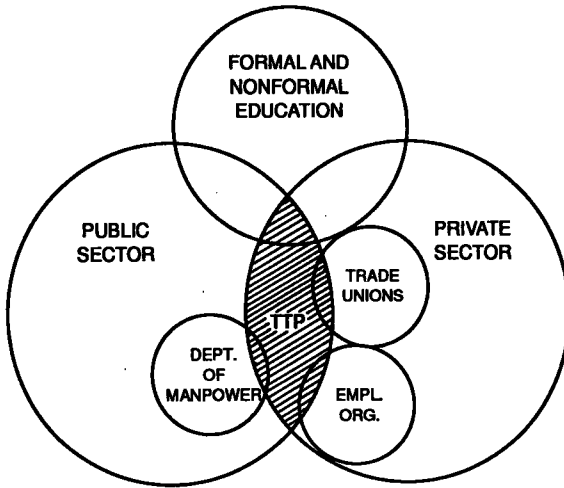


The organisation (TTP) and the mission statement was dealt with in Chapter 1 (see Par. 5 DEFINITIONS). The various elements of TTP and the contribution of various institutions to training for TTP are indicated in Figures 2.8 and 2.9 of the main report.

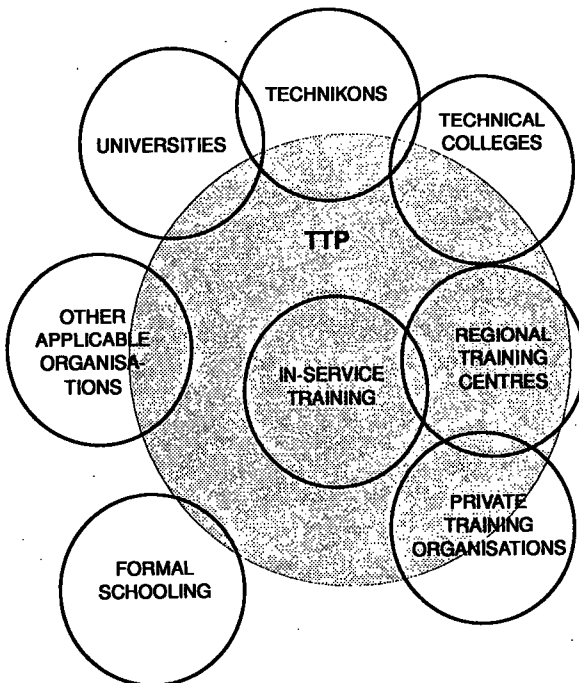
The organisational assessment was dealt with in Chapter 4 of the report and aimed at the following aspects in order to describe TTP in more detail.

- To give an overview of employment and productivity in South Africa at the present time.
- To analyse the various SBUs in terms of
  - the ways in which they are involved in training,
  - their registration status with the Department of Manpower and the proportion of their courses that are registered, if applicable,
  - their approach to accreditation and the extent to which courses are nationally recognised,
  - whether or not there is an existing or a planned official training board in the industry.
- To give an overview of the activities of specific SBUs according to each industry.
- To examine the value of training and the way in which existing training facilities are being utilised in the country.
- To suggest factors that may be hindering and factors that may be promoting the development of TTP.
- To suggest the strengths and weaknesses of TTP.

**FIGURE 2 : VARIOUS ELEMENTS OF TTP**



**FIGURE 3 : THE CONTRIBUTION OF VARIOUS INSTITUTIONS TO TRAINING FOR TTP**



The environmental assessment (Chapter 5) aimed at analysing the external environment of TTP and covered the following topics:

- Economic factors
- Demographic factors
- Supply and demand of labour
- Technology and productivity
- Acts, statutes and political matters
- Formal and non-formal education
- National Service system
- National and international labour matters

The SWOT analysis consisted of submitting the research reports to the Exco and WC to ensure that they had adequately covered all pertinent aspects of TTP and organisational and environmental analysis and adequately identified the strengths, weaknesses, opportunities and threats. After refining these factors the WC carried out a SWOT analysis, which was facilitated by Prof. M.J.C. van Vuuren and arrived at the goals, objectives, a strategy and listed priorities. These topics are covered in Chapter 6 of the main report.

In order to activate, evaluate and control the strategic process as well as review the strategy itself, an organisational structure is required. The establishment of this strategic planning organisational structure, because of the iterative nature of strategic management, may well be considered to be one of the major recommendations which emerged from this research. Attention was also given to the nature of the information required for evaluation to take place and to the forms of persuasion and the motivational factors that will be necessary to ensure the participation of all parties involved as well as acceptance and adoption of the national strategy. Recommendations on these matters are listed in Chapter 7 of the main report.

### **8.3 CHAPTER 3: PREVIOUS INVESTIGATIONS INTO TRAINING**

In this chapter previous investigations relevant to the formulation of a national training strategy were considered. The HSRC/NTB Investigation into the Training of Artisans was conducted during the period 1983 to 1985 and after public comment on this report had been considered, the White Paper (WPO-86) on the report was submitted to Parliament by the Minister of Manpower and Public Works. The decisions contained in the White Paper finally led to the publication of the Manpower Training Amendment Act, 1990 (Act No. 39 of 1990) on 23 May 1990. The effects of Act 39 of 1990 in areas such as the training of artisans, accreditation of training boards, accreditation of training by accredited training boards, devolution of responsibility for training in a specific industry

to its accredited training board, development of regional training centres and training of the unemployed, to mention only some areas, must be taken into account in developing a national training strategy. The Investigation into the Training of Artisans may be regarded as a pilot study for the further investigations into training.

The HSRC/NTB Investigation into Skills Training in the RSA was conducted during the period May 1987 to March 1989 and the report was released for public comment in September 1989. All comments were received by 31 January 1990 and as the state has not yet stated its intentions in the form of a white paper, no implementation of the bulk of the report has taken place. Announcements have been made on the termination of income tax concessions and the introduction of cash incentives for training although at this stage the details of these measures are not yet known. The present investigation into a training strategy, however, is a result of the skills training report in the process of developing a national training strategy.

In view of the foregoing it is essential that in the present investigation into a training strategy the findings, proposals and recommendations of the skills training report should be borne in mind. Consequently it was considered advisable to restate these in this report before proceeding with the organisational and environmental analyses in order to ensure that they were taken into account during the SWOT analysis. It must be stressed, however, that the findings in the skills training report were not expressed as strengths, weaknesses, opportunities or threats and consequently it is not easy to categorise them in this way. In Chapter 10 of the skills training report the 79 proposals were grouped under 11 headings and were then refined into the 27 recommendations, consequently the proposals have been omitted and all recommendations have been repeated as they either refer to the need for the training strategy or else may have an important bearing on a future strategy.

Comments on the recommendations of the skills training report were consequently also considered in this chapter with a view on a national training strategy.

#### **8.4 CHAPTER 4: AN ORGANISATIONAL ASSESSMENT OF THE TRAINING PARTNERSHIP**

The research done in the organisational assessment comprised of the following:

Firstly, a broad picture of the South African economy was obtained to describe the employment and productivity trends in each sector.

The industry training boards and the other main organisations who offer training within each industry were identified as being possible SBUs. A list of organisations that were approached to participate in the study is given in Table 4.21 of the main report.

A questionnaire was drawn up to obtain information from training managers or other representatives of these bodies on the various aspects of training in which each organisation is involved. A summary of this questionnaire appears in Table 4.22 of the main report.

Telephone interviews were then held with respondents in each organisation that was identified as being a possible SBU of TTP during which the questionnaire was administered. These interviews lasted approximately 45 minutes.

The information received from each organisation was analysed and presented in the form of descriptive case studies. Before they were finalised, a copy of each description was posted to the relevant organisation to ensure that the respondents felt that what they had said telephonically was accurately reflected in the report.

The organisational assessment resulted in a comprehensive list of strengths and weaknesses of the training partnership.

## **8.5 CHAPTER 5: AN ENVIRONMENTAL ASSESSMENT**

The aims of the environmental assessment as well as the areas of analysis are indicated in Chapter 2 of the main report (see also par. 8.2).

The first phase of the investigation consisted of the identification of relevant facets in the environment which would have an impact on training and TTP. Phase two consisted of an analysis and synthesis of the relevant information from various available sources in order to determine the relative importance and role of each. Only currently available sources were used, and specialists from the various fields were involved in doing the assessment.

A comprehensive list of threats and opportunities were identified in the assessment of the environment.

## **8.6 CHAPTER 6: OBJECTIVES, GOALS AND THE REGIONAL SEMINARS**

This chapter dealt with the way in which the findings of the organisational and environmental assessments had been considered, interpreted and reviewed in order to finalise the list of strengths, weaknesses opportunities and threats on which the SWOT analysis would be based.



## The final list of strengths, weaknesses, threats and opportunities

### Strengths

- S1. A favourable and established training system consisting of the following: .
  - 1.1 Favourable training legislation and policy
  - 1.2 Statutory co-ordination of a decentralised system of training through accreditation by the Department of Manpower and at second level by accredited training boards
  - 1.3 Positive attitudes towards training by the state, major employers, some employer organisations and the trade unions
  - 1.4 Growing co-operation between some industry training boards
- S.2 The existence of a training network/infrastructure at local and regional levels in public and private organisations having a well-developed training technology and considerable spare capacity.
- S3. The availability of training for the unemployed and the workseeker.
- S4. The existence of a system of competency-based modular training based on needs analyses.
- S5. High levels of motivation at lower skills levels.

### Weaknesses

- W1. The lack of a national strategy and the suitable structure for strategy determination.
- W2. Inadequate structures to co-ordinate training, the lack of co-operation between different industries and not making optimal use of facilities.
- W3. Inadequate linkages between training and education.
- W4. Training is not sufficiently geared towards -

4.1 the mix in the skills needed by industry relating to aspects such as reasoning, communication and attitudes.

4.2 greater productivity.

4.3 the development of a career within an industry.

W5. Partial acceptance of industry training boards as the result of among other factors -

5.1 inadequate awareness of the need for training boards;

5.2 prejudice against training boards, and

5.3 fear of the creation of bureaucracies.

W6. The shortages and inadequate co-ordination of the training of the unemployed to meet the needs of the informal employment sectors and to develop these sectors.

W7. The lack of a system of national training qualifications.

W8. Shortage of a competent and professional training corps.

### Threats

T1. The high level of illiteracy in the economically active population.

T2. Low economic growth resulting in inadequate job creation aggravated by a growing shortage of skilled manpower.

T3. Training not considered as an investment in human capital.

T4. Discontinuity in state financing of training, i.e. tax concessions/cash grants.

T5. Output from the education system does not satisfy the minimum requirements of industry.

T6. There is an imbalance between the nature and extent of training offered at post-school training institutions on the one hand and the needs of the world of work on the other.

T7. Disparity of education systems leads to shortcomings which have to be addressed before job-related training can be undertaken.

T8. Uncertainty about the future political dispensation.

## Opportunities

01. The development of the informal sector of the economy.
02. Productivity awareness by the management in many industries.
03. Urbanisation and population growth.
04. The multiplier effect of new technologies and beneficiation.
05. The contribution of the education renewal strategy.

This chapter also indicates the objectives and goals formulated on the basis of the SWOT-analysis conducted by the work committee. The objectives and goals are

### 1. Objectives

- 1.1 To determine the initial national training strategy.
- 1.2
  - (a) To create the structure for regular updating of the national training strategy on the basis of voluntary commitment.
  - (b) To realise the establishment of the Training Partnership (TTP).
- 1.3 To negotiate an acceptable training financing model within the limitations of the economy.
- 1.4 To promote and support the privatisation, decentralisation and co-ordination of training.
- 1.5 To promote the effectiveness and efficiency of training.

### 2. Goals

2. To equip the labour force with the necessary skills and values needed to assist the development of the economy in the formal and informal sectors.
- 2.2 To optimise the trainability basis of employees with specific reference to bridging training, reading and writing skills, numeracy, work skills, learning skills and further training of the employee.
- 2.3 To design a training qualification structure administered by a training certification body in order to ensure acceptable training standards.
- 2.4 To clarify the basic education requirements for training in industry.

- 2.5 To establish effective linkages between training and education especially direct linkages with respect to vocational education.

Chapter 6 also reflects on the regional seminars which were held in order to test the initial training strategy as formulated by the work committee. The Exco prepared an initial training strategy which could be used to initiate discussion and comment at the five regional seminars which were to be held at Port Elizabeth, Cape Town, Bloemfontein, Durban and Johannesburg.

It is of importance to note that, with the exception of Cape Town, attendance by trade union members was very limited. The acceptance of a national training strategy by the trade unions, particularly Cosatu and its affiliated bodies, is considered to be essential to the success of the strategy and serious attention needs to be given to this in all follow-up actions arising from the report.

The comments made during the discussion periods at the seminars may be classified as follows:

- A. Requests for further information on specific aspects of the topics discussed.
- B. Support for, elaboration on and general confirmation of ideas presented at the seminars.
- C. Suggestions on matters which might or should be incorporated into the proposed strategy.

## 8.7 CHAPTER 7: RECOMMENDATIONS

This chapter lists all recommendations on a national training strategy and the recommendations are given as reported in the main report.

### 1. RECOMMENDATIONS OF THE SKILLS TRAINING REPORT (STR)

An attempt was made to incorporate the 27 recommendations of the STR in the proposed training strategy. It was not possible to include all of these and an analysis of the recommendations indicated that in addition to the proposed training strategy attention should also be given to recommendations R.3; R.4B, E, H, Q, R; R.18 and R.26(4), (5) and (6).

- R.3 It is recommended that the national manpower policy should determine that the training of local labour should be a prerequisite before the favourable consideration of employers' applications for trained immigrant labour.

This recommendation has become even more important in view of the dissatisfaction caused by recent immigration of artisan labour from Spain and Turkey.

**R.4 It is recommended that the National Training Board should formulate and regularly update a national strategy for the development of human resources in the RSA. This strategy must address the following matters:**

- B. Regularly ascertain manpower and training requirements in consultation with, among others, the Department of Manpower, the National Manpower Commission, the proposed Association of Accredited Training Boards, an Advisory Committee for Regional Training Centres and a national co-ordinating body for training for the informal sector.**
- E. A survey of all vocational education and training facilities in the private and public sectors as well as in formal education with a view to their optimum utilisation.**
- H. Guidance, training and placement.**
- Q. Publicising available training facilities, courses, qualifications and financial aid.**
- R. The guidance, training and placement of disabled persons.**

**R.18 Regarding the training of workseekers and the unemployed it is recommended that -**

- A. their training continue to be funded separately by the Department of Manpower, since the training of the workseekers refers to structural and that of the unemployed to cyclical unemployment and the separate administrative structures already established.**
- B. an *ad hoc* investigation be launched by the NTB to determine the socio-economic, financial feasibility and other implications of a possible reintroduction of funding of accommodation of workseekers on a limited and selective basis.**
- C. the NTB will provide guidelines for the offering of follow-up and refresher courses for those trainees who, after a stated period of time, still cannot find work, thereby risking the loss of their newly acquired skills.**
- D. the Department of Manpower pays attention to the improvement of training, concentrating on quality rather than quantity, in accordance with the manpower training needs of industry.**

**R.26** The following areas have been identified for further research:

- (4) Ongoing study into the relevancy of financing of training by the state.
- (5) The relationships between skills training, labour productivity, social stability and equitability and the financial role to be expected of the state.
- (6) The co-ordination of efforts between skills training and the formal education system, for example the Australian Traineeship System and its linking of training and education within a single state department.

The recommendations that are not included in this report are contained in Annexure 3 of the main report.

## **2. THE PROPOSED NATIONAL TRAINING STRATEGY**

### **2.1 Introduction**

As a result of the five seminars, adjustments were made to the mission statement, the objectives and goals of TTP and these are now stated in their changed form.

### **2.2 The Training Partnership (TTP)**

The Training Partnership (TTP) consists of all parties involved in training policy formulation, planning, implementation as well as the financing and provision of training for the world of work in the RSA.

### **2.3 The mission of TTP**

The mission of TTP is to concern itself with the provision of appropriate and adequate training for all the people of the RSA.

In doing this TTP will bear in mind the economic and other needs of the country, the aspirations and aptitudes of the individual, as well as the need to optimise the utilisation of the limited training abilities of the country.

### **2.4 Objectives**

- (a) To determine the initial training strategy.

- (b) (i) To realise the establishment of the Training Partnership (TTP) and
- (ii) to create the structure for regular updating of the national training strategy on the basis of voluntary commitment.
- (c) To negotiate an acceptable training financing model with the limitations of the economy.
- (d) To promote and support privatisation, decentralisation and co-ordination of training.
- (e) To promote the efficiency and effectiveness of training.

## **2.5 Goals**

- (a) To equip the labour force, including disabled persons, with the skills and values needed to assist the development of the economy in the formal and informal sectors.
- (b) To optimise the trainability basis of employees with specific reference to bridging training, reading and writing skills, numeracy, work skills, learning skills and further training of the employee.
- (c) To design a training qualification structure administered by a training certification body in order to ensure acceptable training standards.
- (d) To clarify the basic education requirements for training in industry.
- (e) To establish effective linkages between training and education and especially direct linkages with respect to vocational education.

## **3. THE INITIAL NATIONAL TRAINING STRATEGY**

After consideration of the discussion which took place at the five seminars on the national training strategy the WC arrived at the following as initial strategy:

### **3.1 The initial training strategy, structure for updating the strategy and realisation of the TTP**

This strategy is designed to realise the first two objectives of TTP and accommodate the following recommendations of the Skills Training Report: R.1; R.2; R.4 A, D, F, I, J, K; R.5; R.7; R.8; R.9; R12(2); R.17 and R.20 which have already been detailed in Paragraph 3.4 of Chapter 3.

The first two objectives are

- (a) to determine the initial national training strategy;
- (b)
  - (i) to realise the establishment of the Training Partnership (TTP), and
  - (ii) to create the structure for regular updating of the national training strategy on the basis of voluntary commitment.

### **3.2 The national convention**

It is recommended to the Minister of Manpower that this report should be published calling for public comment by a notice in the *Government Gazette*. Such notice should make it clear that the comment will not be treated as confidential. The report, with the comments received thereon, will be presented to an inaugural meeting of TTP which will take the form of a national convention of all the partners of TTP. The identified partners of TTP should be invited at a high level, possibly by the minister, to attend the national convention and any interested parties which do not receive an invitation should be free to make representation to participate. In addition to this the Ministers of Manpower and Education of the national and independent states should receive copies of the report, be asked to comment on it and be specifically invited to attend the national convention.

The national convention should be arranged by the Department of Manpower and the National Training Board with the assistance of specialists from the private sector. This organising group should make use of the report, of comments on it as well as of the recommendations of the Skills Training Report. After the national convention has been held the organising group should produce a report on the national training strategy as agreed to at the convention which should be submitted to the Minister of Manpower. It is recommended that a white paper then be published which will become the national training strategy and be implemented on the basis of voluntary commitment by the members of TTP.

### **3.3 Policy formulation**

It is realised that the process of establishing and updating a national training strategy as well as activating and monitoring it requires action at two different levels, namely those of policy formulation and management. The policy formulation will take place at the initial and subsequent meetings of TTP at national conventions. For this reason the national convention will have to give consideration to the future membership of TTP as well as the frequency of future TTP meetings. It is recommended that such meetings do not take place more frequently than once in five years. Consideration will also have to be given to the method of financing, managing and monitoring the implementation of the national training strategy.



### **3.4 Management of the national training strategy**

#### **(a) The structure of management of the national training strategy**

It is considered that the elements necessary for management have already been provided in Recommendation R.27 of the Skills Training report which deals with the structure for skills training. The various aspects of this diagram with minor adjustments, are illustrated in Figures 7.1 to 7.4.

Figure 7.1 illustrates the first level of accreditation by the Registrar: Manpower Training of accredited industry training boards (ATBs) as well as accreditation of regional training centres. In addition it illustrates possible second-level accreditation by an ATB of training in formal educational institutions, industry and private training centres, including private consultants, training in regional training centres in courses for employment in the specific industry of the ATB concerned as well as training of the unemployed for the formal industry sector by either the regional training centres or by private contractors.

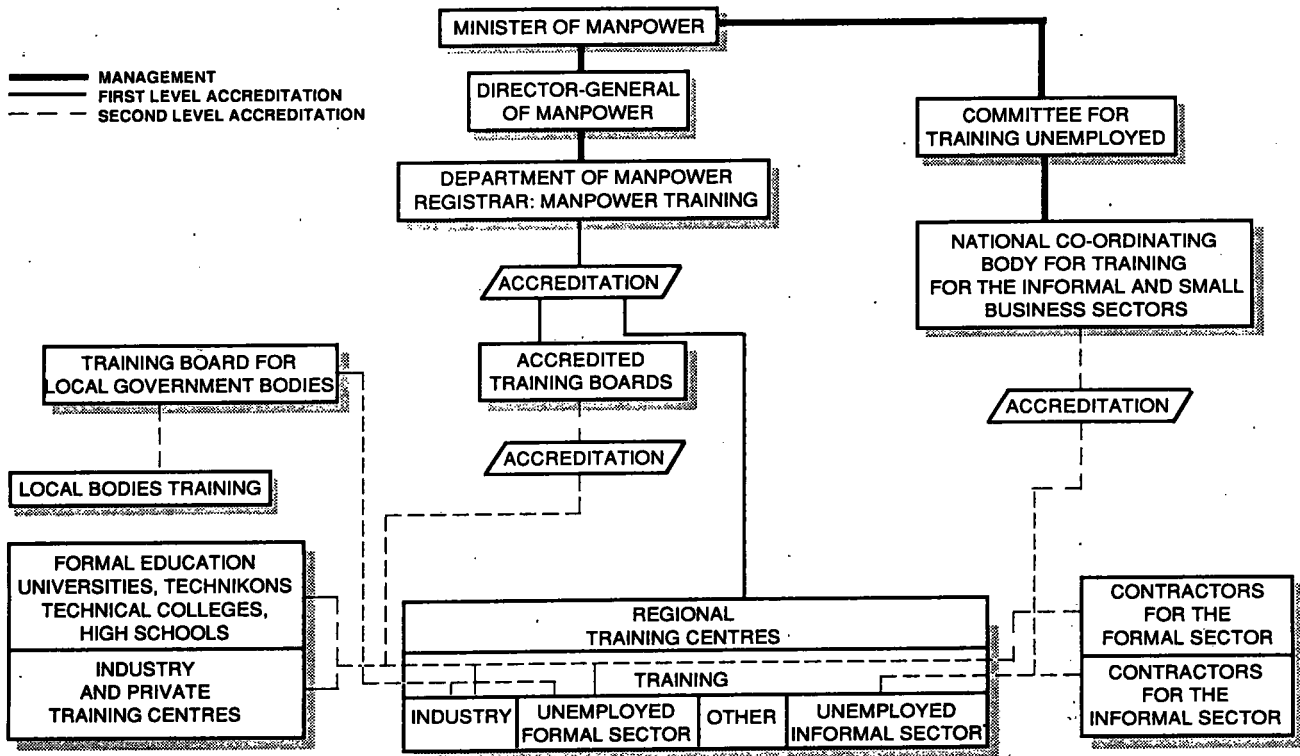
#### **(b) The functions of accredited training boards (ATBs)**

The main function of accredited training boards (as set out in Recommendation R.22 of the Skills Training Report) is the acceptance of full responsibility for all levels of training within the industry concerned, particularly by means of modular competency-based training along industry-based paths. Other functions of ATBs include the following:

- (i) The achievement of higher levels of labour productivity
  - The determination of training needs
  - The formulation of training standards
  - The accreditation of training institutions undertaking training for the industry
  - The encouragement of employers to invest in training
  - The development of techniques with a view to the evaluation of validation of training
  - The implementation of cost-benefit analyses in order to increase the cost-effectiveness of training
  - The promotion of training in thinking, communication and human skills
  - The promotion of the development of a professional training corps.
- (ii) Consideration of a training levy in order to distribute training costs among users of trained manpower in the industry.
- (iii) The introduction of a uniform management information system in order to operate a cash grant system.

FIGURE 7.1 :

BODIES INVOLVED IN THE ACCREDITATION PROCESS



- (iv) The encouragement of a more positive approach by management towards training.
- (v) Consideration of the accreditation of the training boards of major national employers in their industry rather than the accreditation of individual courses conducted by such employers.

ATBs should plan manpower training for the industry as a whole and encourage, advise and accredit training rather than necessarily becoming directly involved in the training process.

Second-level accreditation by the Local Government Training Board is also indicated which can take place at local authorities, formal educational institutions, private and industry training centres as well as at regional training centres. The Local Government Training Board functions under the Department of Constitutional Development and Planning in terms of the Local Government Training Act, 1985 (Act No. 41 of 1985).

**(c) The National Co-ordinating Body for the informal and Small Business Sector (NCBIS)**

Accreditation of the regional training centres and private contractors for training of the unemployed for the informal sector is shown as taking place under an organisation proposed in the Skills Training Report, namely the National Co-ordinating Body for the Informal and Small Business Sector (NCBIS). It is recommended that provision should be made in the Manpower Training Act, 1981 (Act No. 56 of 181) for the establishment of the NCBIS to assist in the planning and implementation of the national training strategy with regard to the development of the informal business sector.

The NCBIS should consist of representatives of the NTB, SBDC, associations concerned with the interest of small business, small business development agencies, the private sector and interested public sector departments. Its functions would be to -

- (i) decide, in conjunction with the NTB, on the strategy for the promotion and development of training for the informal sector.
- (ii) decide on funding of training for the informal sector in terms of decisions of the Committee for the Training of the Unemployed.
- (iii) function as the accreditation board for informal sector training and represent the NCBIS on the Association of Accredited Training Boards (AATB).
- (iv) develop modular training programmes aimed at job creation in the informal and small business sectors.

- (v) develop trainability selection procedures for trainees who have completed skills training courses for the unemployed in order to ensure successful completion of follow-up training courses for self-employment.
- (vi) give guidance to facilitators and trainers operating in the informal sector.
- (vii) investigate the possibility of utilising on-the-job counsellors and mentors, retired businessmen and staff seconded from industry for training in the informal and small business sectors.

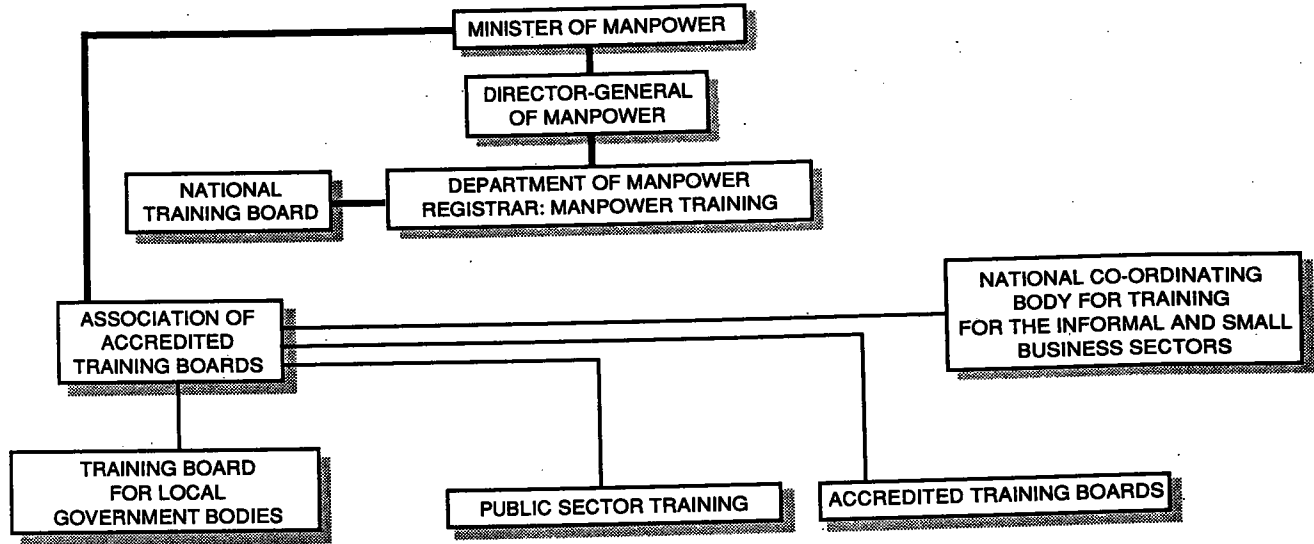
Funding of the NCBIS could come from the Fund for the Training of Unemployed Persons which was created by Section 36A of the Manpower Training Act, 1981 (Act No. 56 of 1981) as amended. The NCBIS could also give consideration to the recommendation contained in the Skills Training Report on a national year for the promotion of the small business and informal sectors. This could be evaluated in terms of cost and effectiveness in relation to other activities having the same objectives.

**(d) The Association of Accredited Training Boards (AATB)**

Figure 7.2 illustrates the proposed AATB which would consist of representatives of: accredited training boards, the NTB, training boards which are being established, the NCBIS, the Local Government Training Board, public sector departments having training divisions and the training organisations of public utilities. Provision should be made in the Manpower Training Act, 1981 (Act No. 56 of 1981) for the creation of the AATB. The AATB should be a purely voluntary body acting as a forum for discussion between training boards and organisations and a communication link between training and the Minister of Manpower. The functions of the AATB would be to

- (i) provide a forum to discussion between training boards and organisations on matters of common interest, so that discussion can take place on mutual training problems and to help other industries in the establishment of their training boards.
- (ii) act as a direct communication link with the minister on training matters.
- (iii) provide for possible co-ordination of training efforts and more effective use of available facilities and training staff.

FIGURE 7.2 : THE PROPOSED ASSOCIATION OF ACCREDITED TRAINING BOARDS



The major thrust of the AATB should be towards the more effective investment in human capital through concerted training efforts.

**(e) Bodies involved in management of the national training strategy**

Figure 7.3 indicates the major bodies which should become involved in activating the national training strategy.

These bodies are:

- (i) The Minister of Manpower, the Director-General of Manpower, the Department of Manpower and the Registrar: Manpower Training.
- (ii) The NTB.
- (iii) The AATB.
- (iv) The Advisory Committee for Regional Training Centres.
- (v) The Committee for Training of the Unemployed.
- (vi) The NCBIS.

In this process it is considered essential that the AATB, the Advisory Committee for Regional Training of the Unemployed should have direct links with the minister. This will require amendment to Sections 31B and 36A of the Manpower Training Act.

It is also considered that the composition of the NTB should be reconsidered and its proposed membership is illustrated in Figure 7.4.

**(f) The national training board (NTB)**

In order to increase the sphere of influence of the NTB and bring about a greater understanding of its activities which form an essential component of the development of training in the RSA, it is recommended that its membership should include representatives appointed to the NTB by the AATB, the Advisory Committee for Regional Training Centres and the NCBIS. These would be in addition to representatives from other state departments, and employer and employee organisations. It is also recommended that representation be given to the Private Sector Education Council

FIGURE 7.3 : MAJOR BODIES INVOLVED IN MANAGEMENT OF THE NATIONAL TRAINING STRATEGY

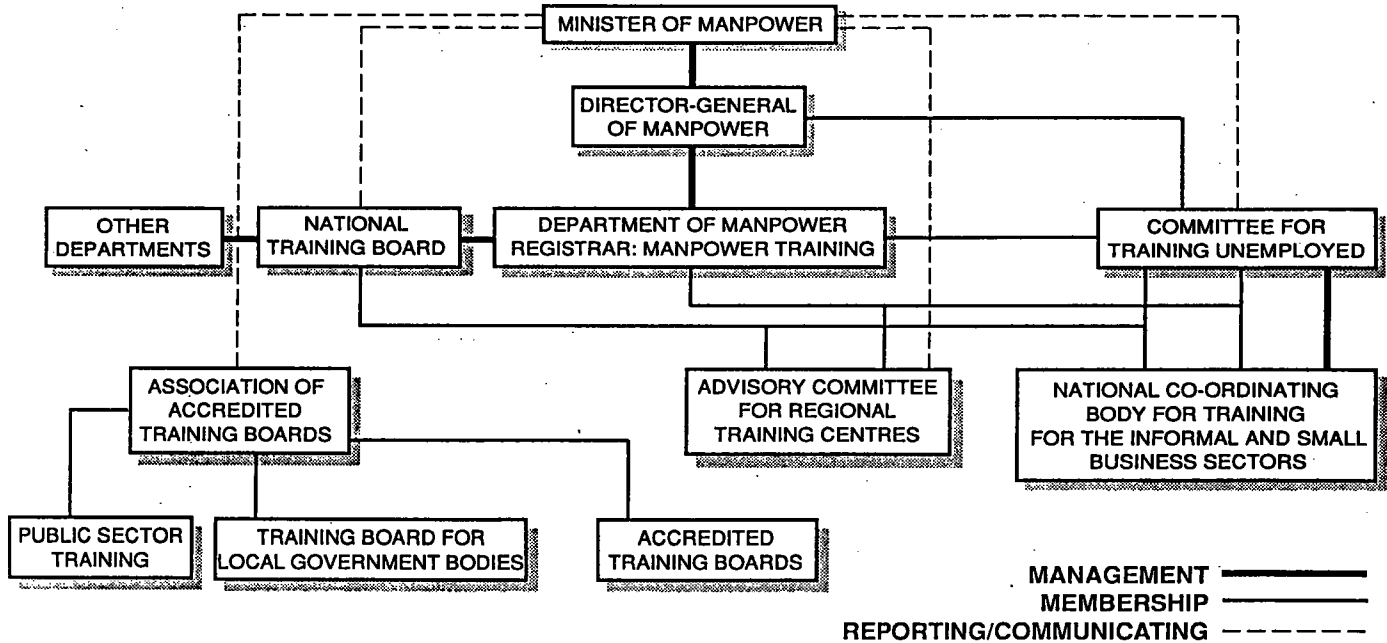
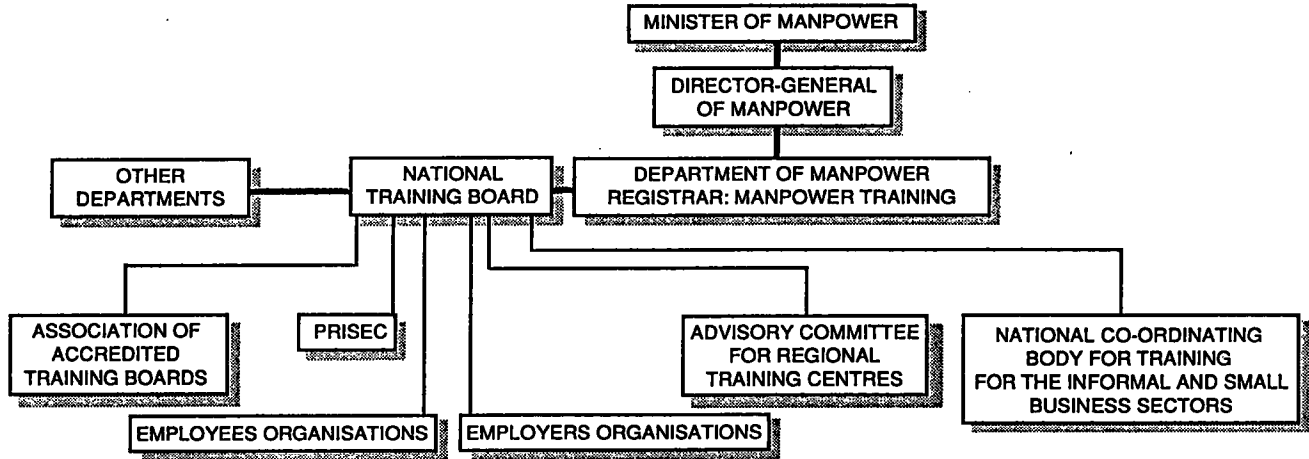


FIGURE 7.4 : THE NEW NATIONAL TRAINING BOARD





(PRISEC). As representatives of these bodies they would report back to their bodies on NTB matters and to be able to make representation to the NTB on matters which should receive the attention of the NTB and its committees. Provision should also be made for the NTB to co-opt a limited number of specialists or specific bodies not already represented on the NTB.

The new bodies, i.e. the AATB and the NCBIS, and restructuring of the NTB, as well as other amendments necessary to the Manpower Training Act are considered essential to the activation and monitoring of the national training strategy.

#### 4. AN ACCEPTABLE TRAINING FINANCING MODEL

This strategy is intended to address the third objective of TTP as well as recommendations R.4 F, G; R.10; R.11; R.13; R.14; R.16 E; R.22 (2) and (3).

The third objective is to negotiate an acceptable training financing model within the limitations of the economy.

Tax concessions for training which were originally introduced as incentives to employers to embark on approved training programmes were initially effective in stimulating training. It was generally accepted, however, that they had outlived their usefulness and that they should be replaced by a system of cash grants for training. The phasing out of tax concessions was in line with the Margo Commission's Report and these concessions were discontinued on 31 July 1990 in terms of the Income Tax Act, 1990 (Act No. 101 of 1990). In announcing the termination of tax concessions the Minister of Finance also referred to targeted subsidies for training, but no further announcement in this regard or reference to cash grants has been made. It has become clear that there are expectations of cash grants for training and that if these expectations are not realised it may well adversely affect training, particularly that by the smaller employer.

It is generally accepted that the state has the full responsibility for the funding of compulsory basic education while the employer has the responsibility of training his own personnel. It is considered essential, however, that the state should offer some form of incentive to the private sector to make a training investment in human capital. The private sector already makes a considerable contribution to formal education by means of loans and bursaries to individuals, substantial donations to a variety of educational institutions, as well as the provision of actual educational services where the state has not been able to make such provision. Were all such contributions to formal education by the private sector to be discontinued, the state would find it extremely difficult to provide such funding.

In addition to paying income tax the private sector already invests in the formal education system, it is considered that the state should make an investment in the training system. Training is supplementary and complementary to the education system and is concerned with the development and evolution of the total community and as such is also a state responsibility. Training of manpower increases its earning capacity which in turn widens the state's tax basis and increases its total possible income from individuals and the private sector. Due to the present serious inadequacies of the education system, an additional burden, namely that of compensatory and remedial education, is thrown on the training system. The state could use cash grants for training in order to stimulate development in certain critical areas such as the development of ATBs, of new technologies and of the earning capacity of individuals who might otherwise be a liability to the state.

It is accepted that there are at present great constraints on state expenditure because of the state of the economy, inflation, world oil prices and the demands of housing, health services and particularly achieving equality in educational facilities. It was pointed out in the Skills Training Report, however, that a considerable saving to the state was brought about by terminating tax concessions for training. This had been estimated at between R120 million and R500 million per annum prior to July 1990 when tax concessions for training were terminated. This amount should be determined by the Treasury and the NTB and a large percentage of such savings should be appropriated for cash grants for training.

At the same time a subsidy formula should be developed for cash grants to ATBs based on criteria such as man-days or man-weeks of approved training courses which would be comparable with the subsidy formulae used in formal education based on full-time equivalent students. This formula could also incorporate an "A" factor which is the percentage of the funds generated by the formula which the state could afford in any one fiscal year.

It is also considered essential that, in addition to the cash grant for training originating from the state's income, attention should be paid to the distribution of training costs among employers so as to ensure that all employers contribute their reasonable share of training costs. At present there are employers who do not carry out their share of training and resort to piracy of trained labour and immigration at inflated wage rates. This distribution of training costs is in the first place the responsibility of an industry which in setting up its ATB should give consideration to levy/grant systems. In addition, serious consideration should be given to the introduction of a training tax which could be modelled on the Australian Training Tax which was introduced as recently as 1 July 1990. This tax applies to all employers with a turnover exceeding A\$200 000 which covers 80 % of the total Australian formal labour force. For such employers the tax is 1 % (1,5 % w.e.f. 1 July 1991) of their total salary bill. The tax payable is the difference between this 1 % and their actual training expenditure on approved training. The training tax is funded and then paid to the individual Australian states for the purpose of further training courses.

There are also two other financial incentives worthy of consideration relating to exemption from import duty on expensive training equipment and tax concessions on donations to training boards and accredited training programmes. These benefits are already enjoyed by the formal education system and it is recommended that with the necessary financial controls, they now be extended to the training system. A further strong appeal has been received, and is supported, that donations made to the regional training centres, which are considered as an important part of training for industries' needs, should also qualify in terms of Section 18A of the Income Tax Act, 1962.

#### **5. PRIVATISATION, DECENTRALISATION, CO-ORDINATION, EFFICIENCY, EFFECTIVENESS OF TRAINING AND EQUIPPING THE LABOUR FORCE WITH THE NECESSARY SKILLS**

This strategy addresses objectives 4 and 5 and the first of the goals and encompasses the following recommendations of the Skills Training Report: R.4 D, O, P; R.21; R.22 and R.25.

Objectives 4 and 5 are as follows:

To promote and support the privatisation, decentralisation and co-ordination of training.

To promote the efficiency and effectiveness of training.

The first goal is the following:

To equip the labour force, including disabled persons, with the skills and values needed to assist the development of the economy in the formal and informal sectors.

The determination of the national training strategy, establishment of TTP and acceptance of its mission, the establishment of the AATB and the NCBIS and their functions and the establishment of the new NTB, lay a sound foundation for the realisation of these objectives and this goal.

The establishment of industry training boards will lead to a devolution of decision making from the department to ATBs which in turn will make privatisation, decentralisation and co-ordination of training possible while the activation of the AATB with its members can lead to greater effectiveness and efficiency of training. Particular attention is drawn to the existence of the nine regional training centres which have over 50 satellites. These are available to industry, and can be used to research training needs, develop training courses and provide accredited training according to industry's needs and may well be more cost-effective than establishing further independent training facilities in these times of financial constraints and a shortage of competent training staff as well as physical facilities.

All the bodies concerned in the provision of the training network in the RSA need to take note of the content of the Skills Training Report as well as the Report on the Training Artisans in the RSA.

## **6. TO OPTIMISE THE TRAINABILITY BASIS OF EMPLOYEES AND PROSPECTIVE EMPLOYEE**

This strategy addresses Goal and Recommendation R.19 of the Skills Training Report.

### **Goal 2:**

To optimise the trainability basis of employees with specific reference to bridging training, reading and writing skills, numeracy, work skills, learning skills and further training of the employee.

This goal and strategy are directed particularly at the "lost generation" which is the youth of the country who, for a variety of reasons, have missed the opportunity of going to school or who have dropped out of the school system without adequate schooling, who are without a trainable base, possibly illiterate and innumerate, and who are at present without employment. All indications are that there must be more than a million such persons who are without work or any hope of obtaining employment and who would be difficult to train if they did obtain a job. It will be necessary for full-time training which is financed by the state and is designed in concert with the private sector, to be provided to such persons in a way that is acceptable to them and to the private sector. This training will have to equip them with the necessary value systems and the skills required for them to be able to benefit from skills training on an in-service basis so as to enhance their competence.

In order to ensure the acceptance of such training by the private sector it is recommended that the Private Sector Education Council (PRISEC) be approached to assist in the design of such a programme, taking cognisance of schemes in other parts of the world such as the Youth Training Programmes of the United Kingdom, the Australian Traineeship System, the English National Vocational Qualification and any other appropriate system. The programme should consist of facets such as literacy, numeracy, communication, social and personal skills, technology, the working environment and working ethics, problem solving and general job-related skills and should develop moral and religious values. Once such programmes have been accepted by all relevant parties, the funding will have to be provided by the state and the courses would ideally be offered by the regional training centres and the technical colleges acting in concert or individually.

## **7. SA TRAINING QUALIFICATION STRUCTURE AND TRAINING CERTIFICATION BODY**

This strategy is designed to meet the requirements of Goal 3 which is to design a training qualification structure administered by a training certification body in order to ensure acceptable training standards.

It also must satisfy Recommendations R.4 M, N and R.25 of the Skills Training Report.

The concept of a training qualification structure is that accredited modular training undertaken with one employer and fitting into the qualification structure will be recognised for employment purposes by other firms within the same industry as well as by employers in other industries. Recognition will be given because the course is well structured and is competency based resulting in the holders of a specific qualification having known competencies which are of value in employment. The design of such a structure should be the responsibility of an independent body such as the National Council for Vocational Qualifications in the United Kingdom and the Department of Manpower, the NTB and the AATB should all be well represented on such a body.

In the design of courses consideration should be given to courses such as those leading to national vocational qualifications (NVQ) in the United Kingdom as well as the Traineeship System of Australia. The Australian Traineeship consists of at least one year's duration including 13 weeks of institutional training as well as in-service training with a balanced programme covering communications, the working environment, the technology of the occupation including the use of computers, numeracy and literacy, practical and manual skills of the occupation, problem solving and planning as well as job-specific skills. In this training qualification structure it is envisaged that there will be modular competency-based training within industry career path structures and the training for the lost generation could well represent the first modules of such career path structures.

## **8. TO CLARIFY THE BASIC EDUCATION REQUIREMENTS OF INDUSTRY AND ESTABLISH EFFECTIVE LINKAGES BETWEEN TRAINING AND EDUCATION**

This strategy is designed to satisfy Goals 4 and 5 as well as Recommendation R.4 C of the Skills Training Report. The stated goals are:

To clarify the basic education requirements for training in industry.

To establish effective linkages between training and education and especially direct linkages with respect to vocational education.

## **8.1 Basic education requirements**

Because of general dissatisfaction felt by the private sector regarding the products of the education system, a one-day workshop was held in Pretoria on 28 November 1989. This workshop was organised by the Federated Chamber of Industries, Assocom, SEIFSA, BIFSA and the Chamber of Mines and all Ministers and Deputy Ministers of Education as well as their Directors-General were invited to attend. As a result of this workshop the Private Sector Education Council (PRISEC) was established during 1990, with the following mission:

PRISEC will be actively involved in the ongoing development of a non-racial, relevant and legitimate national education system which will encourage optimum economic growth and equip each user to cope with the responsibilities of life in a democratic society.

Because of its membership, which includes bodies representing the bulk of employers in the RSA, PRISEC is in an outstanding position to express the exact qualities and skills that employers require in the products of the formal education system. These will include literacy in mother tongue and in English, numeracy up to particular types of calculations which can be specified, work ethics, personal and social skills, reasoning ability, manual dexterity, an understanding of the world of work and the potential to develop specific job skills through in-service training. It is recommended that TTP and the NTB make arrangements with PRISEC for the determination of these basic educational requirements. There will, however, have to be continuous interaction between these parties to ensure a regular updating of the requirements so that the changing needs of industry can be taken into account. It must be clearly stated that these requirements will not include job-specific requirements which are the responsibility of the employer and in-service training.

## **8.2 Effective linkages between training and education**

As PRISEC came into existence in order to express the view of the private sector of education to the relevant authorities and work towards its mission of a relevant education system, it seems clear that PRISEC already represents a possible linkage between the private sector training system and formal education. In view of this all the partners of TTP should build strong linkages with PRISEC and supply it with clear indications of what they require of the education system as well as what services they could provide to formal education. These could be particularly strong in the areas of vocational guidance, profiles of job requirements, exposure of guidance teachers to actual work situations and even provision of vocation job exposure to pupils and students.

In addition to these departments there is a body which has been newly constituted, namely the South African Council for Education (SACE), which was established in terms of the National Policy for General Education Affairs Act, 1984 (Act No. 76 of 1984). The SACE advises the Minister of National Education on any matters relevant to the functions of his department as set out in Section 2 of the Act and this includes formal, non-formal and informal education. However, this non-formal education, by agreement between the education and manpower departments, does not include training in terms of the Manpower Training Act, 1981. It should be possible for PRISEC to link and interact with the SACE and express the private sector's view on education to it. Initially this linkage would be informal as the present chairman and one member of PRISEC are also members of the SACE but in the longer term provision should be made for formal interaction on a regular basis.

The SACE is, however, merely an advisory body which cannot ensure that its decisions are in fact acted upon. For this reason a more formal linkage is required in the longer term so that PRISEC can interact with a body that is able to ensure that its decisions are carried out by both the training and the education sector. Ideally this implies one department having the dual functions of education and training. This is the case in Australia where the Commonwealth Government has a Department of Education, Employment and Training. Another possibility is the establishment of a superior body such as the State President's Training and Education Council which would be in the position to dictate to both these sectors. This concept received strong support from the regional training seminars.

Ultimately it will be very important that continuous, unfettered and effective liaison and interaction take place between TTP, PRISEC, SACE or a possible future alternative as well as the Minister of Manpower and Ministers of Education.

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te streef, blyk dit duidelik dat PRISEC alreeds h moontlike skakel tussen die opleidingstelsel van die privatektor en die formele onderwys verteenwoordig. Met inagneming hiervan behoort alle lede van DOV stewige skakelmeganismes met PRISEC tot stand te bring en hulle moet PRISEC duidelik ingelig hou insake dit wat hulle van die onderwysstelsel verwag, asook ten opsigte van dienste wat hulle aan die formele onderwys kan lewer. Dit kan besonder Intensief geskied op die gebied van beroepsvoortligting, profiele van werkverlestes, blootstelling van voortligtingonderwysers aan werklike werksituasies en selfs voorsiening van blootstelling van leerlinge en studente aan werkgeleenthede tydens vakansies.

Benewens hierdie departemente is daar h liggaam wat onlangs nuut saamgestel is, naamlik die Suid-Afrikaanse Raad vir Onderwys (SARO), wat ingevolge die Wet op die Nasionale Beleid vir Algemene Onderwys, 1984 (Wet No. 76 van 1984) tot stand gekom het. SARO adviseer die minister oor enige aangeleenthede met betrekking tot die werksaamhede van sy departement soos bedoel in artikel 2 van die wet en dit behels formele, nie-formele en informele onderwys. Nie-formele onderwys sluit egter mannekrageopleiding ingevolge die Wet op Mannekrageopleiding van 1981 uit, volgens ooreenstemming tussen die Departemente van Onderwys en Mannekrag. Dit behoort moontlik te wees vir PRISEC en SARO om met mekaar te skakel en op mekaar te reageer en PRISEC behoort die siening van die privatektor ten opsigte van onderwys aan SARO te kan voorlê. Hierdie skakel sal aanvanklik van 'n informele aard wees aangesien die huidige voorsitter en een lid van PRISEC ook lede van die SARO is, maar oor die lang termyn moet daar vir formele wisselwerking op 'n gereelde grondslag voorsiening gemaak word.

SARO is egter bloot 'n raadgewende liggaam wat nie kan verseker dat daar trouens volgens sy besluite opgetree sal word nie. Daarom is daar oor die lang termyn 'n meer formele skakel nodig sodat PRISEC in wisselwerking kan optree met 'n liggaam wat daartoe in staat is om te verseker dat sy besluite deur beide die opleiding- en die onderwyssektor uitgevoer sal word. Ideaal gesien beteken dit één departement wat oor die tweedelige funksies van onderwys en opleiding beskik. In Australië byvoorbeeld beskik die Gemenebes-regering oor 'n enkele Departement van Onderwys, Werkverksaffing en Opleiding. h Tweede moontlikheid is die instelling van h hoër gesagsliggaam, byvoorbeeld h opleiding- en onderwysraad van die Staatspresident wat in staat sal wees om aan albei hierdie sektore voor te skryf. Hierdie gedagte het by geleentheid van die vyf streekseminare sterk ondersteuning geniet.

In die geheel gesien is dit van belang dat daar gedurige, onbelemmerde en effektiewe skakeling tussen die volgende instansies sal wees: DOV; PRISEC; SARO of 'n moontlike toekomstige alternatief; die Minister van Mannekrag en die Ministers van Onderwys.

## **2. DIE VOORGESTELDE NASIONALE OPLEIDINGSTRATEGIE**

### **2.1 Inleiding**

Na aanleiding van die vyf seminare wat gehou is, is die stelling van die missie, asook die doelstellings en doelwitte daarvan, gewysig en die veranderde vorm word hier aangegee.

### **2.2 Die Opleidingsvennootskap (DOV)**

Die Opleidingsvennootskap (DOV) bestaan uit alle partye wat by die formulering van opleidingsbeleid, by beplanning en by die finansiering en verskaffing van opleiding vir die wêreld van werk in die RSA betrokke is.

### **2.3 Die missie van DOV**

Die missie van die Opleidingsvennootskap is om betrokke te wees by die voorsiening van toepaslike en toereikende opleiding vir al die mense van die RSA.

In die uitvoering van die missie sal DOV die ekonomiese en ander behoeftes van die land en die strewes en vermoëns van die individu in gedagte hou, asook die noodsaaklikheid om die beperkte opleidingsvermoë van die land optimaal te benut.

### **2.4 Doelwitte**

- (a) Om die aanvanklike nasionale opleidingstrategie te bepaal.
- (b)
  - (i) Om h struktuur te skep, geskoei op die basis van vrywillige verbintenis, wat gereelde hersiening van die nasionale opleidingstrategie kan behartig en
  - (ii) om die totstandkoming van die Opleidingsvennootskap (DOV) te realiseer.
- (c) Om 'n aanvaarbare finansieringsmodel vir opleiding te onderhandel binne die beperkings van die ekonomie.
- (d) Om die privatisering, desentralisering en koördinerings van opleiding te bevorder en te ondersteun.

(e) Om die doelmatigheid en doeltreffendheid van opleiding te bevorder.

## 2.5 Doelstellings

- (a) Om die arbeidsmag, met inbegrip van gestremde persone, toe te rus met die vaardighede en waardes wat benodig word om die ontwikkeling van die ekonomie in die formele en informele sektore te ondersteun.
- (b) Om die opleibaarheid van werknemers ten beste te bevorder met spesifieke verwysing na oorbruggingsopleiding, lees- en skryfvaardighede, syfervaardigheid, werkvaardigheid, leervaardigheid sowel as verdere opleiding van werknemers.
- (c) Om h kwalifikasiestruktuur vir opleiding te ontwerp wat deur h sertifiseringsliggaam geadminestreer word ten einde aanvaarbare opleidingstandaarde te verseker.
- (d) Om die vereistes ten aansien van basiese onderwys vir opleiding in die rywereld uiteen te sit en duidelik aan te toon.
- (e) Om effektiewe skakelmeganismes tussen opleiding en onderwys te skep en direk te skakel veral ten aansien van beroepsopleiding.

## 3. **DIE AANVANKLIKE NASIONALE OPLEIDINGSTRATEGIE**

Na oorweging van bespreking wat by die vyf seminare insake die nasionale opleidingstrategie plaasgevind het, het die WK op die volgende as aanvanklike strategie besluit:

### 3.1 Die aanvanklike opleidingstrategie, struktuur vir hersiening van die strategie en die realisering van DOV

Hierdie strategie is ontwerp om die eerste twee doelwitte van DOV te realiseer en om vir die volgende aanbevelings van die Verslag oor Vaardighedsopleiding, wat reeds in paragraaf 3.4 van hoofstuk 3 uiteengesit is, voorsiening te maak:

A.1; A.2; A.4.A, D, F, I, J, K; A.5; A.7; A.8; A.9; A.12(2); A.17 en A.20.

Die eerste twee doelwitte is die volgende:

Daar word besef dat die proses van instelling en hersiening van 'n nasionale opleidingsstrategie, asook die inwerkingstelling en kontroliering daarvan, optrede op twee verskillende vlakke sal vereis, naamlik die van beleidstormulering en bestuur. Die beleidstormulering sal by die aanvaanklike en daaropvolgende vergaderings van DOV by geleentheid van nasionale konvensies plaasvind. Daarom sal die nasionale konvensie die toekomsstige lidmaatskap van DOV, asook hoe dikwels hulle sal vergader, moet oorweeg. Daar word aanbeveel dat sodanige vergadering nie meer as een keer in vyf jaar moet plaasvind nie.

### 3.3 Beleidsformulering

Die nasionale konvensie behoort deur die Departement van Mannekrag en die Nasionale Opleidingsraad, in samewerking met kundiges uit die privaatsektor, gereël te word. Die verslag, kommentaar wat daaroor ontvang is, asook die aanbevelings van die Verslag oor Vaardighedsopleiding, behoort deur die organiseseersders beru te word. Na aloop van die nasionale konvensie sal die organiseseersders h verslag oor die nasionale opleidingsstrategie, soos by die konvensie ooreengekom is, vir voorlegging aan die Minister van Mannekrag moet opstel. Daar word aanbeveel dat h wiskrft na aanleiding van die verslag gepubliseer moet word en dit sal die nasionale opleidingsstrategie wees wat op h grondslag van vrywillige verbinten is deur die lede van DOV geïmplementeer sal word.

Daar word by die Minister van Mannekrag aanbeveel dat hierdie verslag gepubliseer moet word en dat openbare kommentaar daaroor deur 'n kennisgewing in die *Staatskoerant* aangevera word. Sodanige kennisgewing behoort dit duidelik te stel dat die kommentaar nie as vertroulik beskou sal word nie. Die verslag, tesame met die kommentaar daaroor, sal voorgele word by h inhuilidigingsvergadering van DOV, wat die vorm van h nasionale konvensie van alle vennote van DOV sal aanneem. Die geïdentifiseerde vennote van DOV behoort op hoë vlak, moonlik deur die minister, genoo te word om die nasionale konvensie by te woon en dit moet enige belanghebbende instansies wat nie genoo is nie, vrystaan om h versook om deelname te rig. Benewens hierdie uitnodigings behoort die Ministers van Mannekrag en Onderwys van die nasionale en onafhanklike state atskrifte van die verslag te ontvang, versook te word om kommentaar te lewer, en by name genoo te word om die nasionale konvensie by te woon.

### 3.2 Die nasionale konvensie

- (a) Om die aanvaanklike nasionale opleidingsstrategie te bepaal.
- (b) (i) om die totstandkoming van die Opleidingsvennootskap (DOV) te realiseer.
- (ii) om h struktuur te skep, geskoe op die basis van vrywillige verbinten is, wat gereelde hersiening van die nasionale opleidingsstrategie kan behartig.

Aandag sal ook geskenk moet word aan die wyse waarop die uitvoering van die nasionale opleidingstrategie gefinansier, bestuur en gemonitor sal word.

### **3.4 Bestuur van die nasionale opleidingstrategie**

#### **(a) Die struktuur vir die bestuur van h nasionale opleidingstrategie**

Daar word aanvaar dat die elemente wat vir bestuur vereis word, alreeds verskaf is in aanbeveling A.27 van die Verslag oor Vaardigheidsopleiding, wat die struktuur vir vaardigheidsopleiding behandel. Die verskillende aspekte van dié diagram word met enkele aanpassings in figure 7.1 tot 7.4 geïllustreer.

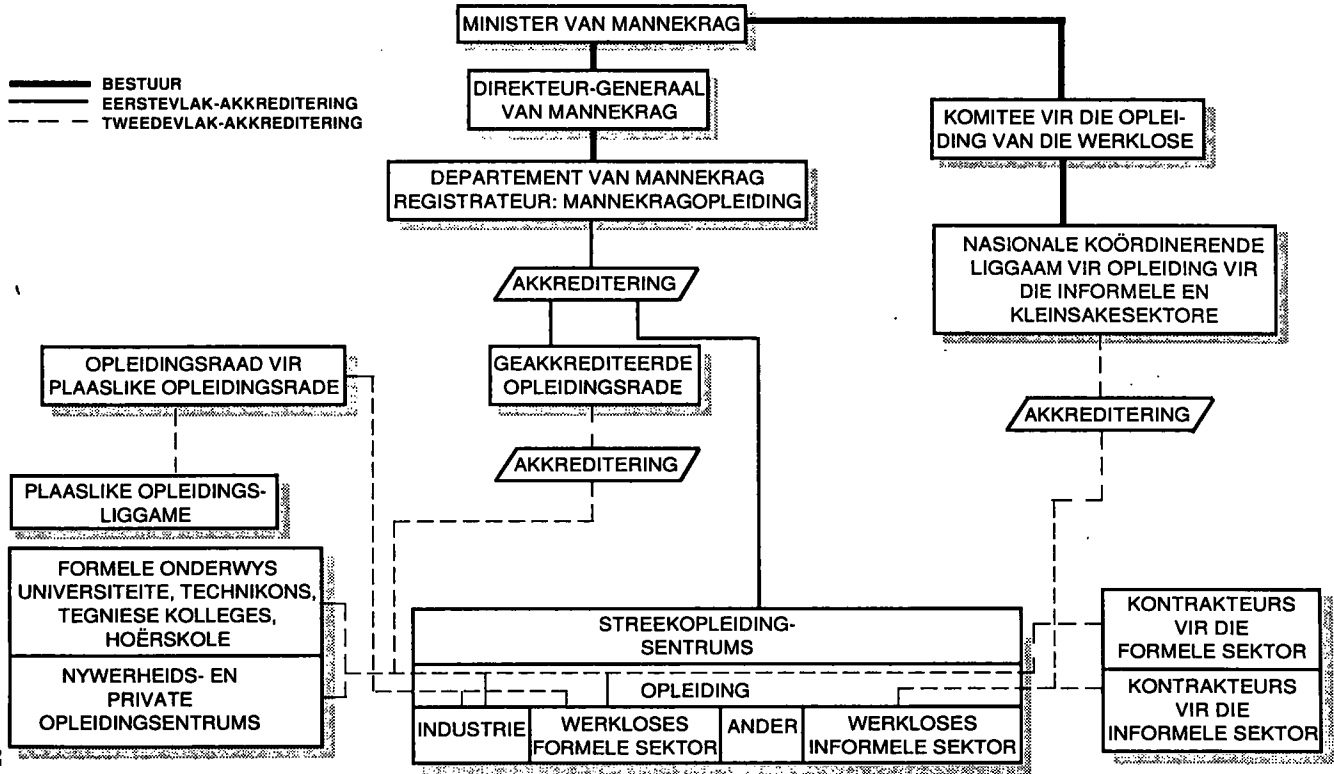
Figuur 7.1 illustreer die eerste akkrediteringsvlak van geakkrediteerde opleidingsrade (GOR) deur die Registrateur: Mannekragopleiding, asook akkreditering van streekopleidingsentrums. Daarbenewens illustreer dit moontlike tweedevlak-akkreditering deur h GOR, van opleiding in formele opvoedkundige inrigtings, nywerheids- en private opleidingsentrums met inbegrip van private konsultante, opleiding in streekopleidingsentrums deur middel van kursusse vir werkseleenthede in die bepaalde nywerheid van die betrokke GOR, asook opleiding van werkloses vir die formele sektor, of deur die streekopleidingsentrums of deur private kontrakteurs.

#### **(b) Die funksies van geakkrediteerde opleidingsrade (GOR)**

Die hoof funksie van geakkrediteerde opleidingsrade (soos in aanbeveling A.22 van die Verslag oor Vaardigheidsopleiding uiteengesit) is die aanvaarding van die volle verantwoordelikheid vir alle vlakke van opleiding binne die betrokke nywerheid, veral deur middel van bevoegdheidsgerigte modulêre opleiding langs die weg van nywerheidsgebaseerde loopbaanrigtings. Ander funksies sluit die volgende in:

- (i) Die behoefte daaraan om arbeidsproduktiwiteit te verhoog.
- Die vasstelling van opleidingsbehoefes.
- Die omskrywing van opleidingstandaarde.
- Die akkreditering van opleidingsinstansies wat opleiding vir die nywerheid onderneem.
- Die aansporing van werkgewers om in opleiding te belê.
- Die ontwikkeling van tegnieke met die oog op die evaluering en validering van opleiding.

FIGUR 7.1 : LIGGAME WAT BY AKKREDITERINGSPROSESSE BETROKKE IS





Die uitvoering van koste-voordeelontledings ten einde die koste-effektiwiteit van opleiding te verhoog.

Die bevordering van opleiding in dink-, kommunikasie- en mensvaardighede.

Die bevordering van die ontwikkeling van h professionele opleierskorps.

- (ii) Die oorweging van h opleidingsheffing ten einde opleidingskoste onder alle gebruikers van opgeleide mannekrag in die nywerheid te versprei.
- (lii) Die instelling van h eenvormige bestuursinligtingstelsel ten einde h kontanttoelaestelsel te kan bedryf.
- (iv) Die aanmoediging van h positiewer benadering tot opleiding deur die bestuur.
- (v) Die oorweging van die akkreditering van opleidingsrade van groot nasionale werkgewers in hulle nywerheid, eerder as die akkreditering van individuele kursusse wat deur dergelike werkgewers aangebied word.

Geakkrediteerde opleidingsrade moet mannekragopleiding vir die nywerheid in sy geheel beplan en moet hulle op die aansporing, raadgewing en akkreditering van opleiding toelê eerder as om noodwendig direk by die opleidingsproses betrokke te raak.

Tweedevlak-akkreditering deur die Opleidingsraad vir Plaaslike Owerheidsliggame is ook aangewys en dit kan by plaaslike owerhede, formele opvoedkundige inrigtings, private en nywerheidsopleidingsentrums, asook by streekopleidingsentrums plaasvind. Die Opleidingsraad vir Plaaslike Owerheidsliggame fungeer onder die Departement van Staatkundige Ontwikkeling en Beplanning, ingevolge die Wet op Plaaslike Owerheidsopleiding, 1985 (Wet No. 41 van 1985).

**(c) Die Nasionale Koördinerende Opleidingsliggaam vir die Informele en Kleinsakesektor (NKOIK)**

Die Nasionale Koördinerende Opleidingsliggaam vir die Informele en Kleinsakesektor, h organisasie wat in die Verslag oor Vaardighedsopleiding voorgestel is, behoort die leiding te neem vir die akkreditering van die streekopleidingsentrums en private kontrakteurs vir die opleiding van werkloses vir die informele sektor.

Daar word aanbeveel dat die Wet op Mannekragopleiding, 1981, voorsiening moet maak vir die instelling van die NKOIK wat met die beplanning en implementering van die nasionale opleidingstrategie ten

opsigte van die informele sakesektor behulpsaam sal wees. Die NKOIK behoort saamgestel te word deur verteenwoordigers van die NOR, KSOK, verenigings wat na belange van kleinsake-ondernemings omsien, kleinsake-ontwikkelingsinstansies, die privaatsektor en belanghebbende departemente in die openbare sektor. Die funksies van die NKOIK sou wees om

- (i) In oorleg met die NOR, besluite aangaande die strategie vir die ontwikkeling van opleiding vir die informele sektor te neem;
- (ii) aangaande befondsing van opleiding vir die informele sektor in terme van beslissings van die komitee vir die opleiding van werkloses te besluit;
- (iii) as die akkrediteringsraad vir opleiding in die informele sektor op te tree en om die NKOIK in die Vereniging van Geakkrediteerde Opleidingsrade te verteenwoordig;
- (iv) modulêre opleidingsprogramme wat op werkskepping in die informele en kleinsakesektor gemik is, te ontwikkel;
- (v) opleibaarheidskeuring te ontwikkel vir opleidingsprogramme wat vaardigheidsopleidingskursusse vir werkloses voltooi het ten einde suksesvolle voltooiing van opvolgkursusse vir diene in eie diens te verseker.
- (vi) riglyne te verskaf aan fasiliteerders en opleiers wat in die informele sektor werksaam is.
- (vii) die moontlikheid te ondersoek om Intaakvoorigters en raadgewers, afgetrede sakelui en personele wat deur die nywerhede gesondeer word, vir opleiding in die informele en kleinsakesektor te gebruik.

Gelde vir die NKOIK kan van die Fonds vir die Opleiding van Werklose Persone verkry word Ingevolge artikel 36A van die Wet op Mannekragopleiding, 1981, soos gewysig, geskep is.

Die NKOIK kan ook die aanbeveling oorweeg vir h nasionale Jaar vir die bevordering van die informele en kleinsakesektor wat in die Verslag oor Vaardigheidsopleiding bevat is. Dit kan in terme van koste en effektiwiteit met betrekking tot ander werksaamhede met dieselfde doelwitte geëvalueer word.

**(d) Die Vereniging vir Geakkrediteerde Opleidingsrade (VGOR)**

Figuur 7.2 illustreer die voorgestelde VGOR wat saamgestel sal word deur verteenwoordigers van geakkrediteerde opleidingsrade, die NOR, opleidingsrade wat nog ingestel word, die NKOIK, die Opleidingsraad vir Plaaslike Owerheidsliggame, departemente van die openbare sektor wat oor opleidingsafdelings beskik en die opleidingsorganisasies van openbare nutsinstellings.

Daar behoort in die Wet op Mannekrageopleiding, 1981, voorsiening gemaak te word vir die skepping van die VGOR. Dit moet bloot h vrywillige liggaam wees wat as h forum vir bespreking tussen opleidingsrade en -organisasies sal optree en h verbindingslyn tussen opleiding en die Minister van Mannekrage sal daarstel. Die funksies van die VGOR sal wees om

- (i) as h forum vir bespreking tussen opleidingsrade en -organisasies aangaande sake van algemene belang op te tree, om besprekings oor gemeenskaplike opleidingsprobleme moontlik te maak en om ander nywerhede met die instelling van hulle opleidingsrade behulpsaam te wees.
- (ii) as h direkte kommunikasieskakel met die minister oor opleidingsake op te tree.
- (iii) voorsiening te maak vir moontlike koördinerings van opleidingspogings en effektiewer benutting van beskikbare fasiliteite en opleidingspersoneel.

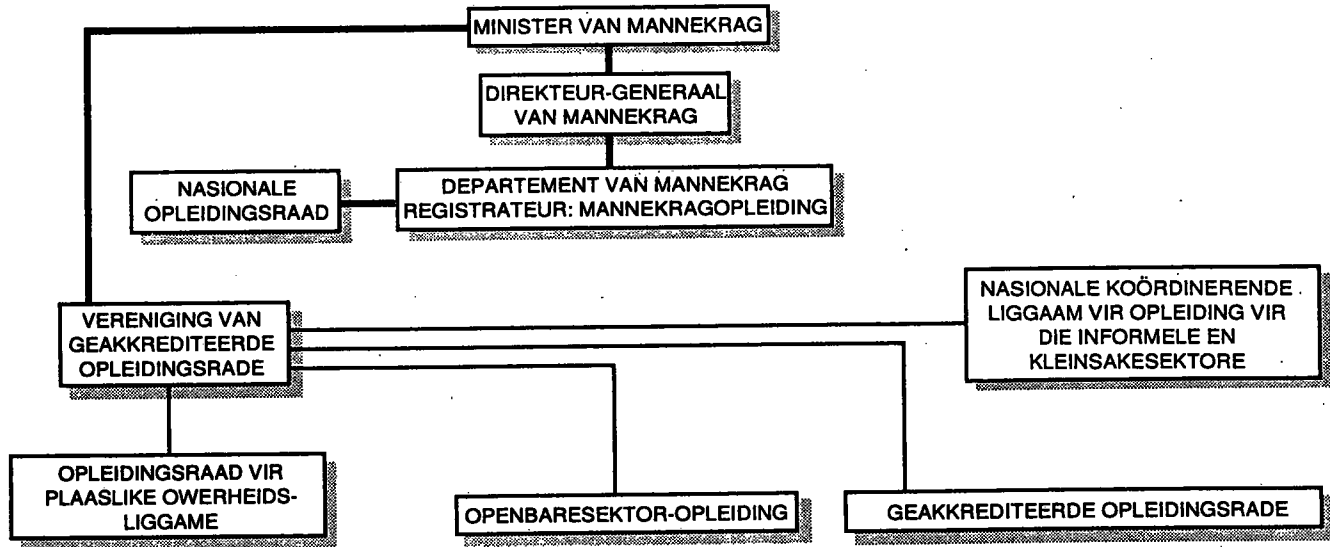
Die belangrikste dryfkrag van die VGOR moet toegespits wees op effektiewer belegging in menslike kapitaal deur middel van doelbewuste opleidingspogings.

**(e) Liggame wat by die bestuur van die nasionale opleidingstrategie betrokke is**

Figuur 7.3 dui die belangrikste liggame aan wat by die aktivering van die nasionale opleidingstrategie betrokke behoort te wees. Hulle is die volgende:

- (i) Die Minister van Mannekrage, die Direkteur-generaal van Mannekrage, die Departement van Mannekrage en die Registrateur: Mannekrageopleiding
- (ii) Die NOR
- (iii) Die VGOR
- (iv) Die Adviserende Komitee vir Streekopleidingsentrums

FIGUUR 7.2 : DIE VOORGESTELDE VERENIGING VIR GEAKKREDITEERDE OPLEIDINGSRADE (VGOR)



(v) Die Komitee vir Opleiding van Werklose Persone

(vi) Die NKOIK

Dit word as noodsaaklik beskou dat die VGOR, die Adviserende Komitee vir Streekopleidingsentrums en die Komitee vir Opleiding van Werklose Persone algaande direk met die minister sal kan skakel. Dit sal wysigings van artikels 31B en 36A van die Wet op Mannekrageopleiding verels. Dit word ook as nodig beskou dat die samestelling van die NOR in herooring geneem moet word en die voorgestelde lidmaatskap daarvan word in figuur 7.4 geïllustreer.

(f) Die Nasionale Opleidingsraad (NOR)

Ten einde die invloedseer van die NOR uit te brei en h beter begrip te bewerkstellig van sy werksaamhede wat h wesenlike komponent van die ontwikkeling van opleiding in die RSA vorm, word aanbeveel dat die lidmaatskap van die NOR verteenwoordigers moet insluit wat deur die VGOR, die Adviserende Komitee vir Streekopleidingsentrums en die NKOIK daartoe benoem is. Hierdie lede sal bykomend tot verteenwoordigers van ander staatsdepartemente en werkgewer- en werknemerorganisasies aangestel word. Daar word aanbeveel dat verteenwoordiging ook gegee word aan die Privaatsektoronderwysraad (PRISEC). As verteenwoordigers van dië liggame sal hulle verslag van sake aangaande die NOR uitbring aan die liggame wat hulle verteenwoordig en sal hulle daartoe in staat wees om vertoë tot die NOR te rig ten opsigte van sake waaraan die NOR en sy komitees aandag behoort te skenk. Daar behoort ook voorsiening gemaak te word vir die NOR om h beperkte getal spesialiste of verteenwoordigers van spesifieke liggame wat nie alreeds verteenwoordiging het nie, te koöpteer.

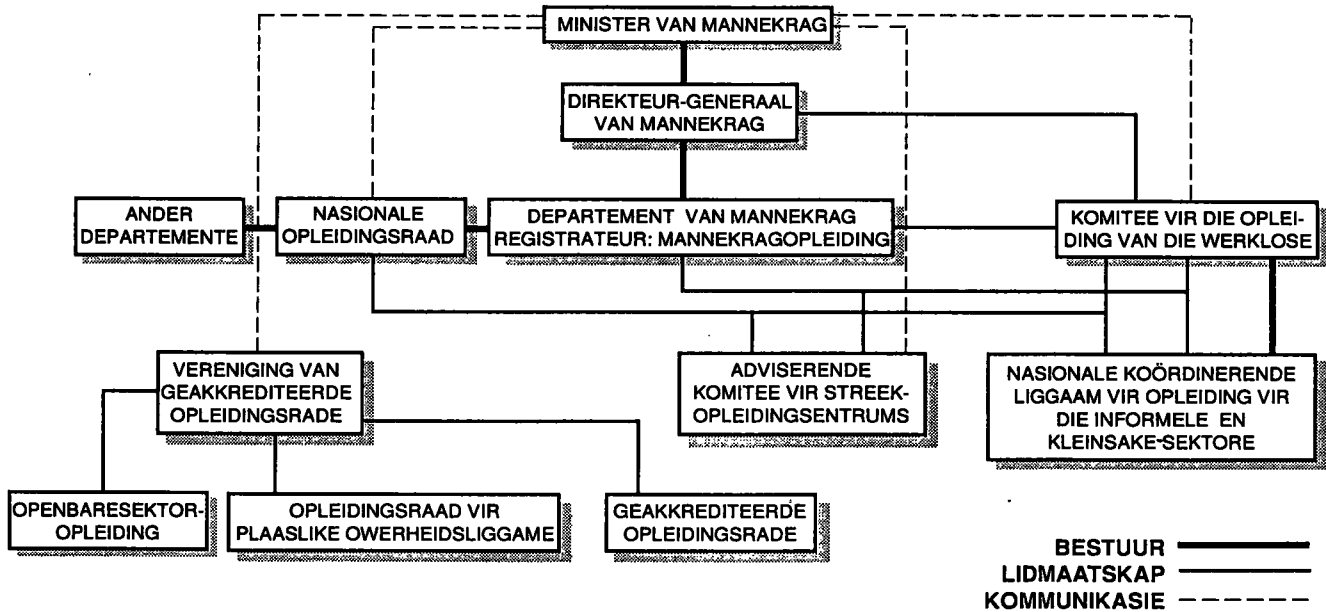
Die nuwe liggame, dit wil sê die VGOR en die NKOIK, die herstrukturering van die NOR asook ander wysigings ten opsigte van die Wet op Mannekrageopleiding, word as noodsaaklik beskou om die nasionale opleidingstrategie te aktiveer en te monitor.

#### 4. 'N AANVAARBARE FINANSIERINGSMODEL VIR OPLEIDING

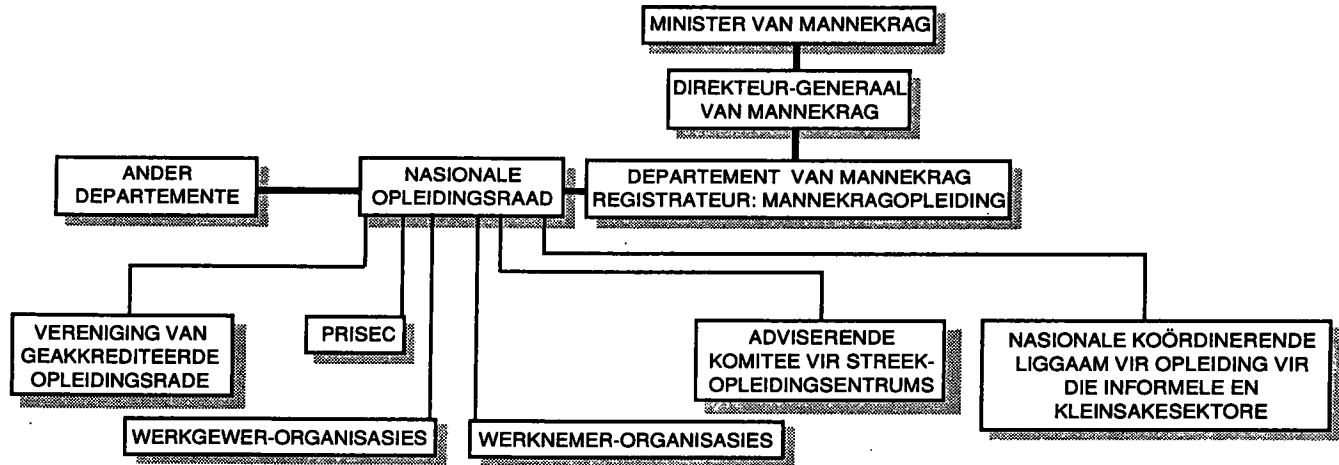
Hierdie strategie is bedoel om die derde doelwit van DOV asook aanbevelings A.4F, G; A.10; A.11; A.13; A.14; A.16 E; A.22(2) en (3) van die Verslag oor Vaardighedsopleiding aan te spreek.

Die derde doelwit is om te onderhandel oor h aanvaarbare finansieringsmodel vir opleiding binne die beperkings van die ekonomie.

**FIGUUR 7.3 LIGGAME WAT BY DIE AKTIVERING EN BESTUUR VAN DIE NASIONALE OPLEIDINGSTRATEGIE BETROKKE IS**



FIGUUR 7.4 : DIE NUWE NASIONALE OPLEIDINGSRAAD



Belastingtoegewings ten opsigte van opleiding, wat oorspronklik as aansporing vir werkgewers ingestel is om goedgekeurde opleidingsprogramme te onderneem, het opleiding aanvanklik doeltreffend gestimuleer. Daar word egter algemeen aanvaar dat die bruikbaarheid daarvan uitgedien is en dat dit deur 'n stelsel van kontanttoelaes vir opleiding vervang moet word. Die uitfasering van belastingtoegewings was in ooreenstemming met die verslag van die Margo-kommissie en ingevolge die Wet op Inkomstebelasting, 1990 (Wet No. 101 van 1990) is dié toegewings op 31 Julie 1990 beëindig. Met die aankondiging van die beëindiging van belastingtoegewings, het die Minister van Finansies ook na beoogde opleidingsubsidies verwys, maar tot op hede is geen verdere aankondiging in dié verband gedoen nie en is geen verdere melding van kontanttoelaes gemaak nie. Dit is duidelik dat verwagtinge met betrekking tot kontanttoelaes vir opleiding ontstaan het en as hierdie verwagtinge nie verwesenlik word nie, kan opleiding en veral opleiding deur die klein sakeman, nadelig daardeur beïnvloed word.

Dit word algemeen aanvaar dat die staat die volle verantwoordelikheid dra vir die koste van verpligte basiese onderwys, terwyl dit die verantwoordelikheid van die werkgewer is om sy eie personeel op te lei. Dit word egter as noodsaaklik beskou dat die staat die een of ander vorm van aansporing aan die private sektor moet bied om hulle opleidingsbelegging in menslike kapitaal te doen. Die private sektor maak afgesien van inkomstebelasting reeds 'n wesenlike bydrae tot die formele onderwys deur middel van lenings en beurse aan individue, aansienlike skenkings aan 'n verskeidenheid opvoedkundige inrigtings en die voorsiening van wesenlike opvoedkundige dienste waar die staat nie sodanige voorsiening kan maak nie. Sou alle dergelike bydraes deur die private sektor tot die formele onderwys gestaak word, sou die staat dit uiters moeilik vind om sodanige koste aan te gaan.

Aangesien die private sektor reeds in die formele onderwysstelsel belê, word aanvaar dat die staat hulle belegging in die opleidingsstelsel behoort te maak. Opleiding is aanvullend tot die onderwysstelsel en is betrokke by die ontwikkeling en ontplooiing van die gemeenskap in sy geheel en as sulks is dit ook hulle verantwoordelikheid van die staat. Die verdienvermoë van mannekrag word verhoog deur middel van opleiding en op sy beurt word die belastinggrondslag van die staat daardeur verbreed. Gevolglik verhoog die algehele maatskappij inkomste wat die staat van individue en die private sektor ontvang. As gevolg van die huidige ernstige tekortkominge in die onderwysstelsel, word hulle bykomende las, naamlik dié van kompenserende en remediërende onderwys, op die opleidingsstelsel gelê. Kontanttoelaes vir opleiding kan deur die staat aangewend word om uitbreiding op sekere kritieke gebiede te stimuleer, soos die ontwikkeling van geakkrediteerde opleidingsrade, nuwe tegnologieë en die uitbreiding van die verdienstekapasiteit van individue wat andersins 'n las op die staat sou wees.

Staatsuitgawes verkeer tans onder aansienlike druk as gevolg van die huidige konjunktuur, inflasie, wêreldoliepryse en die eise van behuising, gesondheidsdienste en veral die strewe na die voorsiening van gelykwaardige opvoedkundige fasiliteite. In die Verslag oor Vaardighedsopleiding is egter aangetoon



/dat die afskaffing van belastingtoegewings vir opleiding h aansienlike besparing vir die staat meegebring het. Daar word beraam dat dié besparing jaarliks tussen R120 miljoen en R500 miljoen bedra het totdat belastingtoegewings vir opleiding in Julie 1990 verval het. Die werklike bedrag behoort deur die Tesourie en die NOR bereken te word en h groot persentasie van dié besparing behoort vir kontanttoelaes ten behoeve van opleiding beskikbaar gestel te word.

h Subsidieformule vir kontanttoelaes aan die geakkrediteerde opleidingsrade behoort terselfdertyd uitgewerk te word en dit moet op maatstawwe soos mandae of manweke van goedgekeurde opleidingkursusse gebaseer wees wat vergelykbaar sal wees met die subsidieformules wat op formele onderwys van toepassing is en wat op voltydse ekwivalente studentetale gebaseer is. h "A"-faktor kan by hierdie formule ingelyf word wat h persentasie van die gelde verteenwoordig wat voortspruit uit die formule van wat die staat gedurende h belastingjaar kan bekostig.

Dit word ook as noodsaaklik beskou dat, benewens die kontanttoelae vir opleiding wat van staatsinkomste afkomstig is, aandag geskenk moet word aan die verspreiding van opleidingskoste onder werkgewers om te verseker dat alle werkgewers h redelike deel tot opleidingskoste bydra. Daar is tans werkgewers wat nie hulle deel van opleiding dra nie en wat hulle wend tot roofkoop van arbeid en immigrasie teen inflasionêre loontariewe. Hierdie verspreiding van opleidingskoste is eerstens die verantwoordelikheid van h nywerheid wat, by die daarstelling van sy GOR, oorweging aan heffing-/toelaestelsels moet gee. Daarbenewens moet die instelling van h opleidingsbelasting in ooreenstemming met die Australian Training Tax wat so onlangs soos 1 Julie 1990 ingestel is, ernstig oorweeg word. Hierdie belasting is van toepassing op alle werkgewers met h omset wat A\$200 000 oorskry, waardeur 80 % van die totale formele Australiese arbeidsmag gedek word. Die belasting van sodanige werkgewers bedra 1 % (1,5 % met ingang van 1 Julie 1991) van hulle totale salarisrekening. Die betaalbare belasting is die verskil tussen hierdie 1 % en hulle werklike uitgawe aan goedgekeurde opleiding. Die opleidingsbelasting word befonds en vervolgens aan die individuele Australiese state uitbetaal ter benutting in verdere opleidingskursusse.

Twee ander finansiële aansporings wat agtenswaardig is, hou verband met die vryskelding van invoerreg op duur opleidingstoerusting en belastingtoegewings verbonde aan skenkings aan opleidingsrade en geakkrediteerde opleidingsprogramme. Sodanige voordele word alreeds in die formele onderwysstelsel benut en daar word aanbeveel dat dit, onder die vereiste finansiële beheer, na die opleidingstelsel uitgebrei moet word. h Ander ernstige versoek wat ontvang is, en ondersteun word, is dat skenkings aan streekopleidingsentrums ook ingevolge artikel 18A van die Inkomstebelastingwet, 1962, in aanmerking geneem moet word, aangesien hulle aandeel aan opleiding vir nywerheidsbehoefes as belangrik beskou word.

## **5. PRIVATISERING, DESENTRALISERING, KOÖRDINERING, DOELMATIGHEID EN DOELTREFFENDHEID VAN OPLEIDING EN VOORSIENING VAN DIE NODIGE VAARDIGHEDEN AAN DIE ARBEIDSKORPS**

Hierdie strategie behandel doelwitte 4 en 5 en die eerste doelstelling en behels die volgende aanbevelings van die Verslag oor Vaardighedsopleiding: A.4 D, O, P; A.16; A.21; A.22 en A.25.

Doelwitte 4 en 5 is die volgende:

Om die privatisering, desentralisering en koördinering van opleiding te bevorder en te ondersteun.

Om die doelmatigheid en doeltreffendheid van opleiding te bevorder.

Die eerste doelstelling is:

Om die arbeidskorps, met inbegrip van gestremde persone, toe te rus met die vaardighede en waardes wat benodig word om die ontwikkeling van die ekonomie in die formele en informele sektore te ondersteun.

Die bepaling van die nasionale opleidingstrategie, die instelling van DOV en aanvaarding van sy missie, die daarstelling van die VGOR en die NKOIK en hulle funksies en die instelling van die nuwe NOR, lê h sterk grondslag vir die verwesenliking van bogenoemde doelstelling en doelwitte.

Die instelling van nywerheidsopleidingsrade lei na h oordrag van beleidsbepaling vanaf die departement na die opleidingsrade, wat op hulle beurt, privatisering, desentralisering en koördinering van opleiding moontlik maak, terwyl die aktivering van die VGOR en sy lede tot effektiewer en doeltreffender opleiding kan lei. Die aandag word veral gevestig op die bestaan van die nege streekopleidingsentrums wat oor meer as 50 satelliete beskik. Hulle is tot die beskikking van die nywerheid en kan benut word om opleidingsbehoefes na te vors, opleidingskursusse op te stel en om geakkrediteerde opleiding na gelang van nywerheidsbehoefes te voorsien en kan wel meer koste-effektief wees as om verdere onafhanklike opleidingsfasiliteite tot stand te bring, veral onder die huidige omstandighede van finansiële beperkings en h tekort aan bekwaame opleidingspersoneel en fisiese fasiliteite.

Alle liggame wat by die voorsiening van die opleidingstruktuur in die RSA betrokke is, behoort op die inhoud van die Verslag oor Vaardighedsopleiding en die Verslag oor die Opleiding van Ambagsmanne in die RSA te let.

## 6. OM DIE OPLEIBAARHEIDSBASIS VAN WERKNEMERS EN VOORNEMENDE WERKNEMERS TEN BESTE TE BEVORDER

Hierdie strategie handel oor die tweede doelstelling en aanbeveling A.19 van die Verslag oor Vaardighedsopleiding.

Tweede doelstelling:

Om die opleibaarheidsbasis van werknemers ten beste te bevorder met spesifieke verwysing na oorbruggingsopleiding, lees- en skryfvaardigheid, syfervaardigheid, werkvaardigheid, leervaardigheid, sowel as na verdere opleiding van werknemers.

Hierdie doelstelling en strategie is veral toegespits op die sogenaamde "lost generation", naamlik die jeug van die land wat om verskeie redes die geleentheid ontbeert om h skool by te woon, of by die skoolstelsel deur gebrek aan toereikende onderrig uitgesak het, of wat, sonder h opleibare grondslag, waarskynlik ongeletterd en onsyfervardig en tans werkloos is. Alles wys daarop dat daar meer as h miljoen sulke persone moet wees wat werkloos is en min of geen hoop het om ooit werk te kry nie en indien hulle wel in diens geneem word, moeilik opgelei sal kan word. Dit sal nodig wees om heeltydse opleiding, wat deur die staat gefinansier sal moet word en in samewerking met die privaatsektor ontwerp is, aan sulke persone te voorsien en wel op sodanige wyse dat dit vir hulle en vir die privaatsektor aanvaarbaar is. Dié opleiding sal hulle van die nodige waardestelsels moet voorsien asook van die vereiste vaardighede, sodat hulle by vaardighedsopleiding op h indiensgrondslag sal kan baat ten einde hulle bevoegdheid te verbeter.

Om die aanvaarding van dergelike opleiding deur die privaatsektor te verseker, word aanbeveel dat die Privaatsektoronderwysraad (PRISEC) genader moet word om met die beplanning van sodanige program behulpsaam te wees met inagneming van skemas in ander wêrelddele, byvoorbeeld die Youth Training Programmes van die Verenigde Koninkryk, die Australian Traineeship System, die English National Vocational Qualification en enige ander toepaslike stelsels. Die program behoort uit fasette soos geletterdheid, syfervaardigheid, kommunikasie, maatskaplike en persoonlike vaardighede, tegnologie, die werkomgewing, probleemoplossing en algemene werkverwante vaardighede te bestaan en morele en religieuse waardes te kweek. Nadat sodanige program deur al die betrokke partye aanvaar is, sal die koste daarvan deur die staat gedek moet word en die program sal, ideaal gesproke, deur die streekopleidingsentrums en die tegniese kolleges aangebied word waar hulle of in samewerking, of afsonderlik sal optree.

## **7. 'N KWALIFIKASIESTRUKTUUR EN SERTIFISERINGSLIGGAAM TEN OPSIGTE VAN OPLEIDING**

Hierdie strategie is ontwerp om aan die vereistes van die derde doelstelling te voldoen, naamlik om h kwalifikasiestruktuur vir opleiding te ontwerp wat deur h sertifiseringsliggaam geadministreer word ten einde aanvaarbare opleidingstandaarde te verseker.

Dit moet ook aan aanbevelings A.4 M, N en A.25 van die Verslag oor Vaardighedsopleiding voldoen.

Die idee agter h kwalifikasiestruktuur vir opleiding is dat geakkrediteerde modulêre opleiding wat by h bepaalde werkgewer ondergaan word en wat by die kwalifikasiestruktuur inskakel, tot h nasionale kwalifikasie sal lei wat vir indiensnemingsdoeleindes ook deur ander werkgewers binne dieselfde nywerheid, sowel as deur werkgewers in ander nywerhede, erken sal word omdat die kursus deeglik gestruktureerd en bevoegdheidsgerig is. Gevolglik sal persone wat h bepaalde kwalifikasie besit erkende bevoegdhede hê wat vir indiensneming van nut sal wees. Die ontwerp van h dergelike struktuur behoort die verantwoordelikheid van h onafhanklike liggaam soos dié van die National Council for Vocational Qualifications in die Verenigde Koninkryk te wees en die Departement van Mannekrag, die NOR en die VGOR behoort almal goeie verteenwoordiging op sodanige liggaam te hê.

By die ontwerp van kursusse kan oorweging gegee word aan kursusse soos dié van die National Council for Vocational qualifications (NCVQ) in die Verenigde Koninkryk wat tot nasionale beroepskwalifikasies lei, asook kursusse wat vergelyk met dié van die Traineeship-stelsel van Australië. Die Australian Traineeship duur minstens h jaar, met inbegrip van 13 weke van institusionele opleiding, asook indiensopleiding met h gebalanseerde program wat die volgende dek: kommunikasie, die werkomgewing, die tegnologie van die beroep (waaronder die gebruik van rekenaars) syfervaardigheid en gelettertheid, praktiese en handvaardighede ten opsigte van die beroep, probleemoplossing en beplanning, asook werkgerigte vaardighede. Daar word in die vooruitsig gestel dat daar in hierdie struktuur vir opleidingskwalifikasies modulêre bevoegdheidsgerigte opleiding binne die samestelling van loopbaanrigtings in die nywerheid sal wees en opleiding vir die "lost generation" kan wel die eerste modules van dergelike strukture vir loopbaanrigtings verteenwoordig.

## **8. OM DIE BASIESE OPVOEDKUNDIGE VEREISTES VIR OPLEIDING IN DIE NYWERHEID TE IDENTIFISEER EN OM EFFEKTIEWE SKAKELS TUSSEN OPLEIDING EN DIE ONDERWYS TOT STAND TE BRING**

Hierdie strategie is ontwerp om aan doelstellings 4 en 5, asook aan aanbeveling A.4C van die Verslag oor Vaardighedsopleiding te voldoen. Die genoemde doelstelling is:

Om die vereistes ten aansien van basiese onderwys vir opleiding uiteen te sit en duidelik aan te toon.

Om effektiewe skakelmeganismes tussen opleiding en onderwys te skep en direk te skakel veral ten aansien van beroepsowerwys.

### **8.1 Basiese opvoedkundige vereistes**

As gevolg van algemene ontevreedenheid by die privaatsektor oor die produkte van die onderwysstelsel, is h eendaagse seminaar op 28 November 1989 in Pretoria gehou. Dië seminaar is deur die Federasie van Nywerheidskamers, VKK, SAFSIB, BIFSA en die Kamer van Mynwese gereël en alle ministers en adjunk-ministers van onderwys asook hulle direkteurs-generaal is daarheen genool. Na aanleiding van hierdie seminaar het die Privaatsektorowerwysraad (PRISEC) gedurende 1990 tot stand gekom en sy missie is soos volg gestel:

PRISEC sal daadwerklik betrokke wees by die voortgesette ontwikkeling van 'n nie-rassige, relevante en regmatige nasionale onderwysstelsel wat optimale ekonomiese groei sal aanspoor en wat elke deelnemer daaraan sal toerus om opgewasse te wees teen die verantwoordelikhede van die lewe in h demokratiese gemeenskap.

Omrede sy lidmaatskap, waarby liggame ingesluit is wat die meerderheid van werkgewers in die RSA verteenwoordig, is PRISEC in h uitstekende posisie om die juiste eienskappe en vaardighede te identifiseer wat werkgewers van die produkte van die formele onderwysstelsel verwag. Dit behels onder andere die volgende: gelettertheid in die moedertaal en in Engels, syfervaardigheid tot op sekere vlakke van berekening wat gespesifiseer kan word, werketiek, persoonlike en maatskaplike vaardighede, redeneervermoë, handvaardigheid, h begrip van die wêreld van werk en die potensiaal om spesifieke taakvaardighede deur middel van indiensopleiding te ontwikkel. Daar word aanbeveel dat DOV en die NOR met PRISEC in hierdie verband moet skakel. Daar sal egter voortgesette wisselwerking tussen hierdie partye moet wees om gereelde hersiening van die vereistes te verseker sodat daar met die veranderende behoeftes van die nywerheid rekening gehou kan word. Dit moet egter duidelik gestel word dat taakspesifieke vereistes, waarvoor die werkgewer en indiensopleiding die verantwoordelikheid dra, nie hierby ingesluit is nie.

### **8.2 Effektiewe skakels tussen opleiding en onderwys**

Aangesien PRISEC ontstaan het met die doel om die siening van die privaatsektor ten opsigte van onderwys aan die betrokke owerhede weer te gee en om sy missie van h relevante onderwysstelsel na

R. Die voorligting, opleiding en plasing van gestremde persone.

A.18: Met betrekking tot die opleiding van werksoekers en werkloos word aanbeveel dat:

A. finansiering steeds op 'n afsonderlike wyse deur bemiddeling van die Departement van Mannekrag sal geskied; aangesien die opleiding van werksoekers na strukturele en dié van werkloos na sikliese werkloosheid verwys, terwyl die aparte administratiewe strukture daarvoor reeds gevestig is.

B. die NOR 'n ad hoc-ondersoek sal loods om die sosio-ekonomiese, finansiële, uitvoerbaarheids- en ander implikasies van h moontlike herinstelling van finansiering van werksoekerhuisvesting op h beperkte en selektiewe grondslag te bepaal.

C. die NOR riglyne sal voorsien vir die aanbleding van opvolg- en opknappingskursusse aan daardie opledlings wat na h bepaalde tydsverloop steeds nie werk kan bekom nie en sodoende gevaar loop om hul nuutverworwe vaardighede te verloor, en dat

D. die Departement van Mannekrag aandag sal skenk aan die verbetering van opleiding en sodoende op kwaliteit eerder as kwantiteitopleiding sal konsentreer, ooreenkomstig die mannekragopleidingsbehoefes van die nywerheid.

A.26 Die volgende areas is vir verdere navorsing geïdentifiseer:

4. Die relevantheid van finansiering van opleiding deur die staat.

5. Die verhouding tussen vaardighedsopleiding, arbeidsproduktiwiteit, sosiale stabiliteit en regverdigheid en die finansiële rol wat van die staat verwag word.

6. Die koördinerings pogings deur vaardighedsopleiding en die formele onderwysstelsel, byvoorbeeld die "traineeship"-stelsel van Australië waarvolgens opleiding en onderwys binne h enkele staatsdepartement aaneengeskakel word.

Die aanbevelings van die vaardighedsopleidingsverslag wat nie in hierdie verslag ingesluit is nie, word wel in bylae 3 van die hoofverslag geïllustreer.

## **8.7 HOOFSTUK 7: AANBEVELINGS**

Hierdie hoofstuk bevat al die aanbevelings aangaande 'n nasionale opleidingstrategie vir die RSA en die aanbevelings word hier volledig weergegee:

### **1. AANBEVELINGS VAN DIE VAARDIGHEIDSOPLEIDINGVERSLAG (VOV)**

'n Poging is aangewend om die 27 aanbevelings van die VOV in die voorgestelde nasionale opleidingstrategie te inkorporeer. Dit was egter nie moontlik om al die aanbevelings in te sluit nie. 'n Uiteensetting van die aanbevelings het aangetoon dat aandag geskenk sal moet word aan die voorgestelde opleidingstrategie asook aan aanbevelings A.3; A.4B, E, H, Q, R; A.18; en A.26(4), (5) en (6).

**A.3** Daar word aanbeveel dat die nasionale mannekragbeleid sal bepaal dat die opleiding van plaaslike arbeid 'n voorvereiste moet wees voordat immigrasie-aansoeke van opgeleide werkers gunstig oorweeg word.

In die lig van ontevredenheid wat as gevolg van die onlangse immigrasie van ambagsmanne vanaf Spanje en Turkye ontstaan het, het hierdie aanbeveling nog belangriker geword.

**A.4** Daar word aanbeveel dat die Nasionale Opleidingsraad gereeld 'n nasionale strategie vir die ontwikkeling van menslike hulpbronne in die RSA moet formuleer en byhou. Dié strategie moet onder andere die volgende sake aanspreek:

- B.** Gereelde bepaling van mannekrag- en opleidingsbehoefte in ooreenstemming met onder andere die Departement van Mannekrag, die Nasionale Mannekragkommissie, die voorgestelde vereniging van geakkrediteerde opleidingsrade, 'n adviserende komitee vir streekopleidingsentrums en 'n nasionale koördinerende opleidingsliggaam vir die informele sektor.
- E.** 'n Opname van alle beroepsonderwys- en -opleidingsfasiliteite in die private en openbare sektore asook in die formele onderwys met die oog op die optimale benutting daarvan.
- H.** Voorligting, opleiding en plasing.
- Q.** Bekendstelling van beskikbare opleidingsfasiliteite, -kursusse, -kwalifikasies en finansiële hulp.

ontwikkeling van die ekonomie in die formele en informele sektore te ondersteun.

- 2.2 Om die opleikbaarheid van werknemers te optimeer met spesifieke verwysing na oorbruggingsopleiding, lees- en skryfvaardigheid, syfervaardigheid, werkvaardigheid en leervaardigheid sowel as verdere opleiding van werknemers.
- 2.3 Om 'n kwalifikasiestruktuur vir opleiding te ontwerp wat deur 'n sertifiseringsliggaam geadministreer word ten einde aanvaarbare opleidingstandaarde te verseker.
- 2.4 Om die vereistes ten aansien van basiese onderwys vir opleiding te verhelder en duidelik aan te toon.
- 2.5 Om effektiewe skakelmeganismes tussen opleiding en onderwys te skep en direk te skakel veral ten aansien van beroepsonderwys.

Hoofstuk 6 verwys ook na die streekseminare insake 'n nasionale opleidingstrategie wat gehou is om die aanvanklike nasionale opleidingstrategie wat deur die WK geformuleer is, te toets.

Die bestuurskomitee het 'n aanvanklike opleidingstrategie voorberei wat aangewend kon word om bespreking en reaksie uit te lok by die vyf streekseminare wat in Port Elizabeth, Kaapstad, Bloemfontein, Durban en Johannesburg gehou is.

Die is belangrik om daarop te let dat die bywoning deur vakbondede, met uitsondering van by Kaapstad, uiters beperk was. Die aanvaarding van 'n nasionale opleidingstrategie deur die vakbonde, veral deur Cosatu en sy geaffilleerde liggame, word as noodsaaklik vir die sukses van die strategie beskou en in alle opvolgaksies wat uit hierdie verslag spruit, sal hierdie saak ernstige aandag moet geniet.

Kommentaar wat by besprekings tydens die seminare gelewer is, kan as volg geklassifiseer word:

- A. Versoeke om nadere inligting oor bepaalde aspekte van die onderwerpe wat bespreek is.
- B. Ondersteuning vir, uitweiding oor en algemene bevestiging van idees wat by die seminare voorgelê is.
- C. Voorstelle met betrekking tot sake wat moontlik by die voorgestelde strategie ingesluit kon word, of daarby ingesluit behoort te word.



T8. Onsekerheid omtrent die toekomstige politieke bedeling.

### **Geleentehede**

- O1. Die ontwikkeling van die informele sektor van die ekonomie.
- O2. Produktiwiteitsbewustheid by bestuur van meeste nywerhede.
- O3. Verstedeliking en bevolkingsgroei.
- O4. Die vermenigvuldiger-effek van nuwe tegnologie en verwerking.
- O5. Die bydrae van die onderwysvernuwingstrategie.

Die hoofstuk toon ook die doelwitte en doelstellings aan wat geformuleer is op sterkte van die SWOT-analise. Hierdie doelwitte en doelstellings is die volgende:

#### **1. Doelwitte**

- 1.1 Om 'n aanvanklike nasionale opleidingstrategie te bepaal.
- 1.2 (a) Om 'n struktuur te skep, geskoei op die basis van vrywillige verbintenis, wat gereelde hersiening van die nasionale opleidingstrategie kan behartig.
- (b) Om die totstandkoming van die opleidingsvennootskap (DOV) te realiseer.
- 1.3 Om 'n aanvaarbare finansieringsmodel vir opleiding binne die beperkings van die ekonomie te onderhandel.
- 1.4 Om die privatisering, desentralisering en koördinering van opleiding te bevorder en te ondersteun.
- 1.5 Om die doeltreffendheid en effektiwiteit van opleiding te bevorder.

#### **2. Doelstellings**

- 2.1 Om die arbeidsmag toe te rus met die vaardighede en waardes wat benodig word om die

- W5. Gedeeltelike aanvaarding van nywerheidsopleidingsrade as gevolg van onder andere die volgende faktore:
- 5.1 Onvoldoende bewustheid van die behoefte aan opleidingsrade.
  - 5.2 Vooroordeel teenoor opleidingsrade.
  - 5.3 Vrees vir die totstandkoming van burokratiese strukture.
- W6. Die tekort aan en onvoldoende koördinerende van opleiding van die werklose ten einde die behoeftes van die informele en formele werkgewerssektore te bevredig en daardie sektore verder te ontwikkel.
- W7. Die gebrek aan 'n nasionale kwalifikasiestruktuur vir opleiding.
- W8. Die tekort aan 'n bevoegde professionele opleierskorps.

### **Bedreigings**

- T1. Die hoë vlak van ongeletterdheid onder die ekonomies aktiewe bevolking.
- T2. Lae ekonomiese groei met gepaardgaande onvoldoende werkskepping wat vererger word deur 'n groeiende tekort aan geskoolde mannekrag.
- T3. Opleiding word nie beskou as 'n belegging in menslike kapitaal nie.
- T4. Diskontinuiteit in staatsfinansiering van opleiding, dit wil sê belastingtoegewings/kontanttoelaes.
- T5. Die produkte van die onderwysstelsel voldoen nie aan die minimum vereistes van die nywerheid nie.
- T6. Daar is 'n wanbalans tussen die aard en omvang van opleiding wat deur naskoolse instellings aangebied word aan die een kant en die behoeftes van die wêreld van werk aan die ander kant.
- T7. Ongelykheid in die onderwysstelsel lei tot tekortkominge wat eers aangespreek moet word alvorens werkgerigte opleiding onderneem kan word.

- 1.2 die statutêre koördinerings van gedesentraliseerde opleidingsisteme deur middel van akkreditering deur die Departement van Mannekrag en op tweede vlak deur geakkrediteerde nywerheidsopleidingsrade;
  - 1.3 positiewe gesindheid van die staat, groot werkgewers, sommige werkgewersorganisasies en vakbonde; en
  - 1.4 groeiende samewerking tussen sommige nywerheidsopleidingsrade.
- S2. Die bestaan van 'n netwerk/infrastruktuur van private en openbare opleidingsinstellings op plaaslike en streeklakke wat beskik oor ontwikkelde opleidingstegnologie en aansienlike spaarkapasiteit.
  - S3. Die beskikbaarheid van opleiding vir die werklose en die werksoeker.
  - S4. Die bestaan van 'n bewese sisteem van bevoegdheidsgebaseerde modulêre opleiding gebaseer op behoeftebepalings.
  - S5. Hoë vlakke van motivering by opleidingsinstellings op die laer vaardigheidsvlakke.

### **Swak punte**

- W1. Die gebrek aan 'n nasionale opleidingstrategie en die gepaste strukture om strategie te bepaal.
- W2. Onvoldoende strukture vir die koördinerings van opleiding, die gebrek aan samewerking tussen verskillende nywerhede en die nie-optimale benutting van fasiliteite.
- W3. Onvoldoende skakelingsmeganismes tussen opleiding en onderwys.
- W4. Opleiding is nie voldoende gerig op die volgende sake nie:
  - 4.1 Die "mengsel" van behoeftes by nywerhede met verwysing na aspekte soos denke en redenasie, kommunikasie en gesindhede.
  - 4.2 Groter produktiwiteit.
  - 4.3 Die ontwikkeling van 'n loopbaan in 'n bepaalde nywerheid.

met respondente van die verskillende organisasies wat as moontlike SBE van DOV geïdentifiseer is.

Die inligting wat ingewin is, is ontleed en word aangebied in die vorm van beskrywende gevallestudies. 'n Afskrif van elke beskrywing is aan die betrokke organisasie gestuur vir kontrole om te verseker dat die inligting wat per telefoon bekom is, korrek in die verslag weergegee is.

'n Omvattende lys van sterk en swak punte van die opleidingsvennootskap is in die ontleding geïdentifiseer en word volledig in die hoofstuk aangetoon.

## **8.5 HOOFSTUK 5: EKSTERNE OMGEWINGSONTLEDING**

Die doelwitte van die eksterne omgewingsontleding sowel as die ontledingsareas is reeds in hoofstuk 2 van die verslag aangetoon. (Sien ook par. 8.2 hierbo.)

Die eerste fase het bestaan uit gesprekke met 'n aantal kundiges en belanghebbendes op die terrein van opleiding waartydens tersaaklike fasette geïdentifiseer en omskryf is. Fase twee het bestaan uit 'n ontleding en samestelling van die tersaaklike inligting uit die verskillende beskikbare bronne met die oog op die bepaling van die relatiewe belang en rol van elk. Alleen huidig beskikbare bronne is gebruik vir hierdie taak en kundiges op die onderskeie terreine is betrek.

'n Omvattende lys bedreigings en geleenthede is in die ontleding geïdentifiseer en word in dié hoofstuk aangetoon.

## **8.6 HOOFSTUK 6: DOELWITTE, DOELSTELLINGS EN DIE STREEKSEMINARE**

Hierdie hoofstuk behandel die wyse waarop die bevindings van die organisatoriese en omgewingsontledings oorweeg is, geïnterpreteer is en hersien is ten einde die lys van sterk punte, swak punte, geleenthede en bedreigings te finaliseer. Die SWOT-analise is op hierdie lys gebaseer.

**Die finale lys van sterk en swak punte, bedreigings en geleenthede**

### **Sterk punte**

S1. 'n Gunstige gevestigde opleidingsstelsel bestaande uit

1.1 gunstige opleidingswetgewing en -beleid;

inkomstebelastingtoegewings en die instelling van kontantaansporings vir opleiding is gedoen, maar besonderhede in verband met sodanige maatreëls is tans nog onbekend. Die huidige ondersoek na 'n opleidingstrategie is egter 'n uitvloeisel van die Verslag oor Vaardighedsopleiding wat gevolglik as 'n interimverslag in die ontwikkelingsproses van 'n nasionale opleidingstrategie beskou kan word.

Met die oog op die voorafgaande is dit noodsaaklik dat die bevindings in die Verslag oor Vaardighedsopleiding in die onderhawige ondersoek voor oë gehou moet word. Gevolglik is dit as wenslik beskou om dit in hierdie verslag te herhaal alvorens daar met die organisasie- en omgewingsontledings voortgegaan word, ten einde te verseker dat dit by die SWOT-ontleding in aanmerking geneem sal word. Dit moet egter beklemtoon word dat die bevindings wat in die Verslag oor Vaardighedsopleiding vervat is, nie as sterk of swak punte, geleenthede of bedreigings aangedui is nie en gevolglik kan dit nie geredelik as sulks gekategoriseer word nie. In hoofstuk 10 van die Verslag oor Vaardighedsopleiding is die 79 voorstelle onder 11 hoofde gegroepeer wat vervolgens tot 27 aanbevelings herlei is. Gevolglik is die voorstelle uitgelaat en is alle aanbevelings herhaal omdat hulle óf na die behoefte aan die opleidingstrategie verwys, óf andersins 'n belangrike invloed op 'n toekomstige strategie kan uitoefen.

Kommentare op die Verslag oor Vaardighedsopleiding is uiteeraard ook met die oog op 'n nasionale opleidingstrategie in die hoofstuk oorweeg.

#### **8.4 HOOFSTUK 4: 'N ORGANISATORIESE ONTLEDING VAN DIE OPLEIDINGVENNOOTSAP**

Die navorsing na 'n organisatoriese ontleding van die opleidingvennootskap het hoofsaaklik die volgende behels:

'n Oorsig van die Suid-Afrikaanse ekonomie is verkry om die werkverskaffing en produktiwiteitskoerse in elke bedryf te beskryf.

Die nywerheidsopleidingsrade en ander organisasies wat gemoed is met opleiding in die verskillende nywerhede is geïdentifiseer as maontlike SBE. 'n Lys van die organisasies wat aan die ondersoek deelgeneem het, word in tabel 4.21 van die hoofverslag gegee.

'n Vraelys is ontwikkel om inligting in te win by opleidingsbestuurders en ander personeel van die verskillende organisasies oor die verskillende aspekte van opleiding waarmee elke organisasie gemoed is. 'n Opsomming van die vraelys verskyn in tabel 4.22 van die hoofverslag.

Aan die hand van die vraelys wat ontwikkel is, is telefoononderhoude van ongeveer 45 minute gevoer

van Vuuren het as fasiliteerder opgetree en het die SWOT-ontleding gelei wat op die bepaling van doelstellings, doelwitte en 'n strategie uitgeloopt het en prioriteite vasgestel het.

Dié onderwerpe word in hoofstuk 6 van die hoofverslag behandel.

Ten einde die strategieproses te aktiveer, te evalueer en beheer daarvoor uit te oefen, asook om die strategie as sulks in hersiening te neem, word 'n organisasiestruktuur vereis. Die instelling van hierdie strategieë beplanningorganisasiestruktuur kan weens die iteratiewe aard van strategieë bestuur wel as een van die belangrikste aanbevelings beskou word wat uit hierdie navorsing sal voortspruit. Aandag is ook geskenk aan die aard van die inligting wat vir evaluering vereis word en aan die vorm van motiverende en ooreenstemmende faktore wat nodig is om deelname deur alle betrokkenes, asook die aanvaarding en goedkeuring van die nasionale strategie, te verseker.

Aanbevelings rakende hierdie sake word in hoofstuk 7 van die hoofverslag aangetoon.

### **8.3 HOOFSTUK 3: VORIGE ONDERSOEKE NA OPLEIDING**

In hierdie hoofstuk is vorige ondersoeke na opleiding wat relevant is tot 'n nasionale opleidingstrategie oorweeg.

Die RGN-/NOR-onderzoek na die Opleiding van Ambagsmanne in die RSA het gedurende 1983 tot 1985 plaasgevind en na openbare kommentaar met betrekking tot die verslag, is die Witskrif (WPO-86) daarvoor deur die Minister van Mannekrag en van Openbare Werke aan die Parlement voorgelê. Die besluite wat in die Witskrif vervat is, het uitgeloopt op die verskyning van die Wysigingswet op Mannekragopleiding, 1990 (Wet No. 39 van 1990). Dit sal 'n tyd lank duur vir die wet om 'n uitwerking te hê op gebiede soos die opleiding van ambagsmanne, akkreditering van opleidingsrade, akkreditering van opleiding deur geakkrediteerde opleidingsrade, devolusie van verantwoordelikheid vir opleiding in 'n spesifieke nywerheid deur die geakkrediteerde opleidingsrade, ontplooiing van streekopleidingsentrums en opleiding van werkloses, om slegs enkele voorbeelde te noem. Die wet sal egter by die opstel van 'n nasionale opleidingstrategie in aanmerking geneem moet word. Die Onderzoek na die Opleiding van Ambagsmanne kan as 'n loodsstudie vir verdere opleidingsonderseke beskou word.

Die RGN-/NOR-onderzoek na vaardigheidsopleiding in die RSA het gedurende die tydperk Mei 1987 tot Maart 1989 plaasgevind en die verslag is in September 1989 vir openbare kommentaar vrygestel. Alle kommentaar is teen 31 Januarie 1990 ontvang en aangesien daar tot nog toe geen verklaring van voorneme deur die staat in die vorm van 'n witskrif uitgereik is nie, kon implementering van die grootste gedeelte van die verslag nie plaasvind nie. Aankondigings ten opsigte van die beëindiging van

Die **organisasie-ontleding** is in hoofstuk 4 van die verslag beskryf en was gerig op die volgende oogmerke:

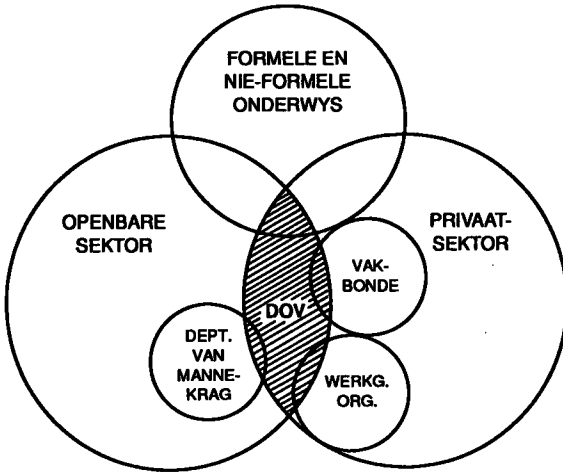
- \* Om 'n oorsig van die huidige stand van werkverskaffing en produktiwiteit in Suid-Afrika te verskaf.
- \* 'n Ontleding van die verskillende strategieë sake-eenhede in terme van
  - wyses waarop hulle betrokke is by opleiding;
  - hul registrasiestatus by die Departement van Mannekrag en, waar van toepassing, die aantal kursusse geregistreer;
  - hul houding teenoor akkreditering en die mate waarin kursusse nasionale erkenning geniet;
  - die bestaan al dan nie van 'n nywerheidsopleidingsraad in die bedryf.
- \* Om 'n oorsig van die opleidingsaktiwiteite van die verskillende SSE per bedryf te gee.
- \* Om die waarde van opleiding te bepaal asook die mate waarin die bestaande opleidingsfasiliteite in die land benut word.
- \* Om faktore wat die ontwikkeling van DOV strem of bevorder, te identifiseer.
- \* Om die sterk en swak punte van DOV te identifiseer.

Die **omgewingsontleding** (Hoofstuk 5) was gerig op die ontleding van die eksterne omgewing van DOV en het die volgende onderwerpe gedek:

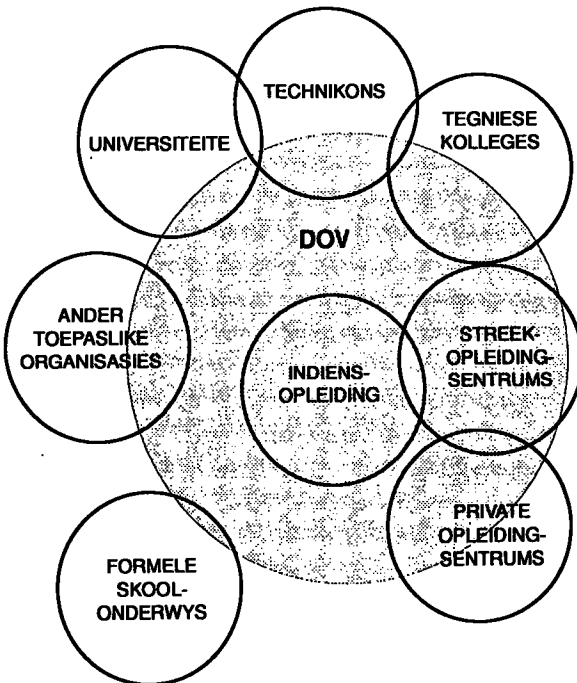
- \* Ekonomiese faktore
- \* Demografiese faktore
- \* Tegnologie en produktiwiteit
- \* Wetgewing, statutêre en politieke sake
- \* Formele en nie-formele onderwys
- \* Nasionale dienspligtelsel
- \* Nasionale en internasionale arbeidsaangeleenthede

Die **SWOT-ontleding** het uit die voorlegging van die navorsingsverslae aan die bestuurskomitee en die WK bestaan om te verseker dat alle tersaaklike aspekte van DOV en organisasie- en omgewingsontleding behoorlik gedek is en dat die **sterk en die swak punte, geleenthede en bedreigings** voldoende geïdentifiseer is. Na verfyning van die faktore, het die WK 'n SWOT-ontleding uitgevoer. Prof. M.C.J.

**FIGUUR 2 : VERSKILLENDE ELEMENTE VAN DOV**

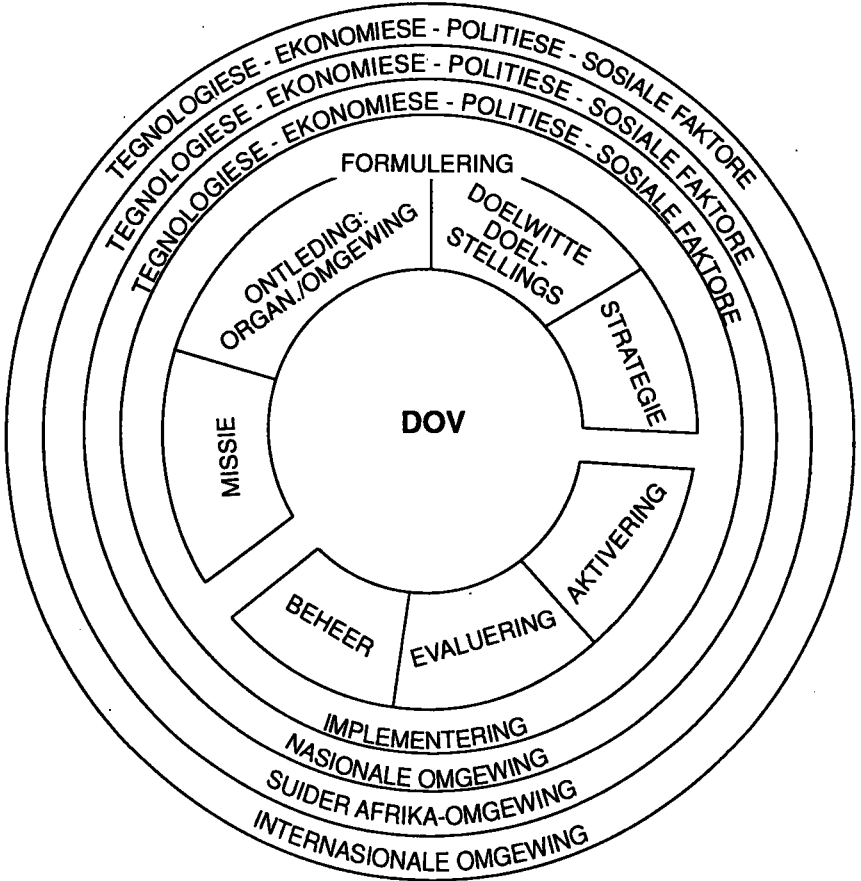


**FIGUUR 3 : DIE BYDRAE TOT OPLEIDING VIR DOV DEUR VERSKILLENDE INRIGTINGS**





**FIGUUR 1 : DIE NASIONALE STRATEGIESE BESTUURSPROSES VIR OPLEIDING**



## **8. KERN-AANTEKENINGE OOR ELKE HOOFSTUK VAN DIE HOOFVERSLAG**

### **8.1 HOOFSTUK 1: AGTERGROND TOT DIE ONDERSOEK NA 'N OPLEIDINGSTRATEGIE VIR DIE RSA**

Hierdie hoofstuk bevat hoofsaaklik die navorsingsvoorstel, die navorsingsopdrag, die behoefte aan 'n opleidingstrategie, die samestelling van die werkkomitee, navorsingsmetodes en definisies. Die navorsingsbenadering gebaseer op korporatiewe strategieëse bestuursbeginsels is van besondere belang aangesien die beproefde werkswyse in korporatiewe bestuur aangepas moes word om as navorsingsmetode aangewend te word.

### **8.2 HOOFSTUK 2: DIE KORPORATIEWE STRATEGIESE BESTUURSTELSEL**

In die eerste deel van hierdie hoofstuk is 'n stelsel of proses van korporatiewe strategieëse bestuur uiteengesit wat in een of ander vorm deur talle sakeondernemings in die Westerse Wêreld aangewend word. Sulke ondernemings is winsgerig en gevolglik is alle fasette van die stelsel nie noodwendig op 'n opleidingstrategie van toepassing nie. Daarenteen moet 'n opleidingstrategie kostebewus wees en na effektiewe en doelmatige benutting van beskikbare fasiliteite strew. Die bestuurskomitee en die WK het op dié grondslag besluit om hierdie stelsel aan te pas en te gebruik om die opleidingstrategie te bepaal. Die tweede deel van die hoofstuk behandel die strategieëse bestuurstelsel soos aangepas om 'n nasionale opleidingstrategie te formuleer. Die elemente van die stelsel is dus:

1. Die organisasie - DOV.
2. Die missiestelling.
3. Die organisasie-ontleding.
4. Die omgewingsontleding op nasionale, internasionale en streekvlakke.
5. Die SWOT-ontleding.
6. Doelstellings, doelwitte, strategieë en prioriteite.
7. Die strategieëse beplanningstruktuur.
8. Terugvoer- en hersieningsmeganismes.

Die basiese strategieëse bestuursproses is aangepas soos in figuur 1 aangetoon, om die nasionale strategieëse bestuursproses te illustreer.

Die organisasie (DOV) en die missie is reeds in hoofstuk 1 beskryf. (Sien par. 5 - DEFINISIES.) Die verskillende elemente van DOV asook die bydraes tot opleiding vir DOV wat deur verskillende inrigtings gemaak word, word in figure 2 en 3 aangetoon.

en die noodsaaklikheid om die benutting van die beperkte opleidingsfasiliteite van die land optimaal te ontwikkel.

## 6. AANSTELLING VAN NAVORSERS

Nadat daar besluit is om die stelsel van korporatiewe strategiese bestuur as die navorsingsmetode toe te pas en nadat die opleidingstrategie, DOV en missieverklaring gedefinieer is, is daar met maatskappye navorsers onderhandel. Daar is besluit dat twee hoofnavorsingsprojekte nodig was, naamlik 'n interne organisatoriese ontleding en 'n eksterne omgewingsontleding.

Die navorsing na die interne organisatoriese ontleding is deur dr. Ros Hirschowitz en mev. Susan Hayes van die Groep: Menslike Hulpbronne van die RGN onderneem. Navorsing na die eksterne omgewingsontleding is onderneem deur 'n span navorsers onder die leierskap van professor N.F. Alberts van die Nagraadse Bestuurskool van die Universiteit van Pretoria.

Die twee navorsingskontrakte is teen 30 November 1989 gefinaliseer by geleentheid waarvan formele ooreenkomste tussen die navorsers en die Instituut vir Opvoedkundige Navorsing (tans die Groep: Onderwys) van die RGN aangegaan is.

## 7. NYWERHEIDSEMINARE

Die konsep van die opleidingsvennootskap as 'n middel tot vrywillige deelname aan die beplannings- en implementeringsfasies is as van oorwegende belang beskou. Indien die vennote daartoe in staat was om 'n positiewe rol in die formulering van 'n opleidingstrategie te speel, kon van hulle verwag word om hulle daarmee te vereenselwig en dit as hulle eie opleidingstrategie te aanvaar. Om hierdie rede is daar besluit om die konsep van DOV dwarsdeur die verloop van die ondersoek uit te dra. Daar is ook besluit dat, sodra die navorsing voltooi is en 'n ontwerpverslag opgestel is, 'n reeks seminare gereël sal word ten einde die nasionale strategie verder te verfyn en te finaliseer. Die seminare is deur die streekopleidingskomitees by vyf hoofsentrums georganiseer, naamlik Port Elizabeth, Kaapstad, Bloemfontein, Durban en Johannesburg.

Bespreking by hierdie seminare is as bykomende inset aangewend om die beoogde doelstellings, doelwitte, strategie en prioriteite af te rond en die verslag is ten slotte deur die WK by 'n vergadering op 31 Oktober 1990 aanvaar.

Die missie van DOV is om gemoeid te wees met die voorsiening van toepaslike en toereikende opleiding vir al die mense van die RSA. In die uitvoering van die missie sal DOV die ekonomiese en ander behoeftes van die land in gedagte hou, asook die strewe en vermoëns van die individu verder uitgepluis is. Verdergens is as volg ooreengekom:

En van die eerste stappe by die korporatiewe strategieëse beplanning was dat die WK die missie van DOV moes bepaal. Gedurende 'n bestuursvergadering is die tyd grotendeels gewy aan die formulering van 'n verklaring aangaande 'n geskikte missie, wat by geleentheid van die tweede WK-vergadering

#### 5.4 Die missie van DOV

Die opleidingsvennootskap (DOV) bestaan uit alle partye wat by die formulering van opleidingsbeleid, by beplanning en by die finansiering en verskaffing van opleiding vir die wêreld van werk in die RSA betrokke is.

Opleidingsinstellings van vakbonde behels en hulle het DOV as volg gedefinieer: opleidingsinstellings van die staat, georganiseerde nywerhede, individuele werkgewers, asook opleidingsstrategie wat hulle help ontwerp het. Verdergens het die WK besluit dat DOV alle nywerheid op 'n vrywillige grondslag kan ontwerp en wel onder die vaandel van die nasionale strategieëse sake-eenhede (SSE) beskou kan word en op hulle beurt sal hulle die strategie vir hulle eie ontwerp kon word. Indien dit bereik kan word sal elke nywerheid sowel as ander vennote in DOV as 'n gelykwaardige vennootskap op mekaar inwerk sodat 'n opleidingsstrategie op 'n vrywillige grondslag is dit as noodsaaklik beskou om 'n konsep te skep waar die privaatsektor en die staat in 'n veral van die verslag *Employment for the 1980s* uitgegee deur Her Majesty's Stationery Office (HMSO), beplan moes word. Na aanleiding van 'n studie van dokumente aangaande opleiding in ander lande en opleidingsstrategie toe te pas, het dit nodig geword om die organisasie te definieer waarvoor die strategie ten einde die stelsel van korporatiewe strategieëse beplanning op die ontwikkeling van 'n nasionale

#### 5.3 Die opleidingsvennootskap (Die opleidingsvennootskap sal deur die akroniem DOV verteenwoordig word.)

Die nasionale opleidingsstrategie is 'n plan van aksie wat op voorafgepaalde langtermyndoelstelsels en korttermyn doelwitte gebaseer is om voorsiening te maak vir die sistematiese gestruktureerde opleiding van mannekrag in vaardighede op verskillende vlakke, ten einde beter aan te pas by die lewering van 'n behoorlik opgeleide en hoogs produktiewe werkerskorps wat vereis word om in die huidige en toekomstige kwalitatiewe en kwantitatiewe behoeftes van elke produksiesektor van die land se ekonomie te voorsien.

#### **4. NAVORSINGSMETODE**

By die vierde vergadering van die bestuurskomitee het die voorsitter 'n aanbieding van 'n stelsel van korporatiewe strategieëse bestuur en die verskillende elemente van die korporatiewe strategieëse bestuurproses voorgelê. Hierdie vergadering is ook bygewoon deur professore S. Marx, M.J.C. van Vuuren en N.F. Alberts van die Departement Bedryfsekonomie en die Nagraadse Bestuurskool van die Universiteit van Pretoria. Hulle menings is verkry in verband met die uitvoerbaarheid daarvan dat dié benadering aangewend kon word vir die bepaling van 'n nasionale opleidingstrategie. By dié vergadering is besluit om 'n soortgelyke aanbieding aangaande strategieëse bestuur aan die WK voor te lê en dit het by geleentheid van die tweede WK-vergadering plaasgevind, wat ook deur professore M.J.C. van Vuuren en N.F. Alberts bygewoon is. Die WK het saamgestem dat dié proses as grondslag vir die navorsingsprojek sou dien en het dit aan die bestuurskomitee oorgelaat om met geskikte en bekwame navorsers te onderhandel. Die korporatiewe bestuurproses word in besonderhede in hoofstuk 2 beskryf. Ten einde die proses te implementeer, was dit nodig vir die WK om sekere terme te definieer.

#### **5. DEFINISIES**

##### **5.1 Opleiding**

Die Kompendium van Opleiding van die Nasionale Opleidingsraad definieer opleiding as

die oordrag of verwerwing van vakkennis, verwante vaardighede, waardes en gesindhede ter bekwaammaking van die persoon en die ontwikkeling van sy aanlegte en ander vermoëns ter verbetering van sy werkgeskiktheid. Opleiding, wat meestal buite die formele onderwysinstellings plaasvind, is meermale gerig op die behoeftes van 'n bepaalde werkgewer of groep werkgewers.  
(Kompendium van Opleiding bl. 2)

Die vaardighede wat ontwikkel word, kan tegniese, konsepuele of mensvaardighede wees en word in mindere of meerdere mate benodig op die verskillende vlakke waarop die persoon werksaam is, vanaf dié van die ongeskoolde werker tot by die hoog geskoolde vlakke van senior bestuur.

##### **5.2 Opleidingstrategie**

Die woord strategie is deur verskeie skrywers in geskifte oor bestuur, korporatiewe strategieëse beplanning en korporatiewe strategieëse bestuur gedefinieer. Na oorweging van die implikasies van verskeie definisies, is 'n keuse gedoen uit dié wat as van toepassing beskou is en vervolgens het die WK op die volgende definisie van 'n nasionale opleidingstrategie besluit:

Mnr. P. Naidu	Tegniese Onderwys- en Opleidingkonsultant.
Dr. G.A. Niebuhr	Hoofdirekteur: Opvoedingsbeleid, Departement van Nasionale Opvoeding.
Dr. E. Orbach	Groepbestuurder, Ontwikkelingsbank van Suider-Afrika.
Prof. A.M. Reynolds	Hoofdirekteur, Instituut vir Opleiding, Kommissie vir Administrasie.
Mnr. A.D. Riley	Bestuurder, Menslike hulpbronstudies, Nasionale Produktiwiteits-instituut (NPI).
Prof. J.M. Schepers	Departement Sielkunde, Randse Afrikaanse Universiteit.
Dr. H.J. Smith	Hoofdirekteur, Tegnologiebevordering, Departement Handel en Nywerheid.
Dr. I. Steyl	Rektor, Vaaldriehoekse Technikon.
Prof. F.G. Steyn	Departement Ekonomie, Universiteit van Pretoria.
Mnr. J.R. Tyers	Uitvoerende Direkteur, Opleidingsraad vir die Meubelnywerheid (OVDM).
Mnr. T.G.J. van der Berg	Voorsitter, Privaatsektor Onderwysraad (PRISEC).
Mnr. M.C. van Niekerk	Bestuurder: Opleiding, SA Landbou-unie.
Mnr. H. van Schalkwyk	Koördineerder, RGN.
Mnr. L.N. van der Schyff	Koördineerder, NOR.
Mnr. M.C. Edmunds	Koördineerder, NOR.

Die bestuurskomitee het uit die volgende bestaan:

Dr. A. Pittendrigh	Voorsitter
Dr. S.W.H. Engelbrecht	
Dr. F.R.L.N. Eksteen	
Dr. G.D. Haasbroek	
Dr. R.S. Loubser	
Mnr. P.Z.G. Malimela	
Mnr. H. van Schalkwyk	Koördineerder
Mnr. L.N. van der Schyff	Koördineerder

In 'n later stadium is versoeke om WK-lidmaatskap van ander organisasies ontvang en die bestuurskomitee het besluit om waarnemerstatus aan die Suid-Afrikaanse Vereniging vir Opleiding en Ontwikkeling (SAVOO) en die Instituut vir Personeelbestuur (IPB) te bied. Die aanbod is aanvaar en mnr. S. Fourie van die SAVOO en mnr. Tony Ansara van die IPB is as waarnemerslede van die WK aangestel.

Dr. D. Haasbroek is van die NOR na die Departement van Mannekrag as Hoofdirekteur oorgeplaas en het vervolgens 'n waarnemende in plaas van 'n volwaardige lid geword, aangesien die Departement van Mannekrag uiteindelik die finale verslag amptelik sal moet oorweeg.

**opleidingsprioriteite ingesluit is, is dus noodsaaklik om te verseker dat hierdie doelwitte bereik word.**

### **3. DIE WERKKOMITEE (WK)**

Dit is as noodsaaklik beskou om 'n werkkomitee saam te stel wat verantwoordelik sou wees om die ondersoek te monitor en te beplan en om enige navorsing wat nodig geag sou word, te lei. Sodanige komitee is saamgestel uit deskundiges afkomstig van die talle organisasies wat in 'n nasionale opleidingstrategie belangstel en moontlik daardeur beïnvloed word. Dr. A. Pittendrigh is aangestel om, as voorsitter van die WK, die ondersoek te lei. Daarna is die aanstelling van komiteeledede bespreek om te verseker dat geen belangrike belanghebbendes oor die hoof gesien is nie, asook om individue te identifiseer wat as bekwaam beskou is om 'n positiewe bydrae tot die ondersoek te lewer. Die lede van die WK was soos volg:

Dr. A. Pittendrigh	Voorsitter van die ondersoek.
Dr. S.W.H. Engelbrecht	Hoofbestuurder, Groep: Onderwys, RGN.
Dr. F.R.L.N. Eksteen	Voorsitter, Nasionale Opleidingsraad.
Dr. F.S. Barker	Waarnemende Voorsitter, Nasionale Mannekragkommissie (NMK).
Mnr. L.P. Bartel	Afrikaanse Handelsinstituut (AHI).
Mnr. C.D. Beukes	Hoofdirekteur, Departement Onderwys en Kultuur (Raad van Verteenwoordigers).
Dr. J.H. Beukes	Hoofbestuurder, Groep: Korporatiewe Kommunikasie, RGN.
Mnr. G.W. Bezuidenhout	Arbeidsadviseur, Suid-Afrikaanse Besigheidskamer (SABEK).
Mnr. G.B. Blain	Hoof van Verspreide Opleiding, Eerste Nasionale Bank.
Dr. P.J. Britz	Groepmannekragbestuurder, TRANSNET.
Mnr. L.N. Celliers	Algemene Sekretaris, SA Konfederasie van Arbeid (SAKVA).
Mnr. K. Fisher	Groepopleidingsbestuurder, Kleinsake-ontwikkelingskorporasie (KSOK).
Mnr. D.B. Gaynor	Hoofbestuurder, Opvoedingsdienste, Kamer van Mynwese.
Dr. G.D. Haasbroek	Hoofdirekteur: Mannekragopleiding, Departement van Mannekrag.
Mnr. P. Handlinger	Bestuurder, Mannekragvoorsieningsaksie, Stigting vir Navorsingsontwikkeling.
Dr. J.F. Hattingh	Direkteur, Departement van Nasionale Gesondheid en Bevolkingsontwikkeling.
Prof. P.G. Human	Fakulteit Opvoedkunde, Universiteit van Stellenbosch.
Mnr. M.J. Klopper	Voorsitter, Vereniging van Tegnieese Kolleges.
Dr. R.S. Loubser	Vise-president, SA Raad vir Professionele Ingenieurs.
Mnr. P.Z.G. Malimela	Hoof- uitvoerende beampte, Malimela en Vennote.

Die opleidingspoging is ook sporadies omdat dit baie gevoelig is vir die ekonomiese of sakesiklus en studies het getoon dat die opleidingskringloop uit pas is met die sakesiklus (kyk die RGN-/NOR-onderzoek na die opleiding van ambagsmanne in die RSA, hoofstuk 3, par. 3.5). Gedurende die laagkonjunkturfase word opleiding beperk wanneer daar dan in werklikheid groter opleidingspogings kan en waarskynlik moet plaasvind om aan toenemende mannekragverleistes gedurende die daaropvolgende hoogkonjunktuur van die ekonomie te voldoen. Aangesien opleiding trekgerig is en gevolglik hoofsaaklik op tekorte aan geskoolde mannekrag reageer, word dit grootliks volgens die behoeftes van die formele ekonomiese sektor aangebied en sodoende ignoreer dit die moontlikhede van die informele sektor en nelg om ook siklies van aard te raak. Dit sal waarskynlik tot die verwaarloosing van sekere opleidingsgebiede lei wat in die langer termyn van waarde kan wees, en kan selfs verwaarloosing van algemene opleiding op belangrike gebiede soos dié van geletterdheid en syfervaardigheid veroorsaak. Voorts bestaan daar geen stelsel vir die erkenning of akkreditering van opleiding tussen werkgewers in verskillende nywerhede nie, of in menige gevalle, tussen werkgewers in dieselfde nywerheid nie. Dit kan uitloop op duplisering van opleiding, die heropleiding van opleidlinge in dieselfde vaardighede deur verskillende werkgewers, of 'n onvermoë van 'n persoon om werk te bekom waar vaardighede vereis word wat reeds aangeleer is. Daar is ook 'n afwesigheid van skakels tussen die opleidingstelsel en die formele onderwysstelsel en daar is geen akkrediteringstelsel wat die formele onderwyssektor in staat stel om kwalifikasies wat in die nie-formele sektor verkry is, te erken nie. Die kostevoordeel van die algehele opleidingsuitgawe in die RSA sal aansienlik verhoog word indien die verspreiding en besteding van opleidingsgelde doeltreffender en volgens 'n strategiese plan uitgevoer word.

In die *Kompendium van Opleiding* wat in 1984 deur die NOR as deel van die Nasionale Opleidingsbeleid uitgegee is, word die volgende verklaar:

**Die nasionale en algemene opleidingsdoelwit is om die land se totale mannekragkorps, ongeag ras, kleur of geslag, optimaal te ontwikkel deur die deurlopende opvoeding, tot die hoogs moontlike vlak, van die individu se werkvermoëns met inagneming van sy aanlegte, belangstellings en ander persoonlikheidsienskappe. Hierdie proses moet geskied binne die huidige en toekomstige behoeftes van Suid-Afrika op tegnologiese, ekonomiese en maatskaplike gebied.**

(Nasionale Opleidingsraad, Departement van Mannekrag. *Kompendium van Opleiding* bl.8.)

Die optimale benutting van die totale opleidingsfasiliteite in die RSA, asook opleiding as 'n belegging in menslike kapitaal, is weens die gebrek aan koördinasie, skerp omlynde doelstellings en doelwitte nie moontlik nie. 'n Nasionale opleidingstrategie waarby die bepaling van nasionale



# BESTUURSOPSOMMING

## 1. DIE NAVORSINGSVOORSTEL EN -OPDRAG

Gedurende die verloop van die RGN-/NOR-onderzoek na vaardigheidsopleiding in die RSA en die RGN-/NOR-onderzoek na opleiding en plasing van die gestremde persoon het dit in 'n toenemende mate duidelik geword dat daar in die RSA 'n behoefte aan 'n nasionale opleidingstrategie bestaan. Individuele nywerhede sal dan hulle opleiding volgens so 'n strategie kan beplan, terwyl die staat sy opleidingsprioriteite kan bepaal en die toewysing van geld kan beplan ten einde aan die strategie uitvoering te gee en aan die prioriteite aandag te gee. Die Voorsitter van die Nasionale Opleidingsraad (NOR) het vervolgens oor hierdie onderwerp met die Uitvoerende Direkteur van die Instituut vir Opvoedkundige Navorsing (tans Hoofbestuurder van die Groep: Onderwys) van die Raad vir Geesteswetenskaplike Navorsing (RGN) besprekings gevoer wat daarop uitgeloop het dat 'n navorsingsvoorstel aan die NOR gerig is. Die voorstel is aanvaar met die voorneme dat die ondersoek in 1989, na voltooiing van die ondersoeke na vaardigheidsopleiding en gestremde persone, 'n aanvang sou neem.

Die twee verslae is op 28 April 1989 aan die NOR voorgelê waar albei, asook die navorsingsvoorstel vir 'n opleidingstrategie, aanvaar is. Dit het die weg gebaan vir die NOR-/RGN-onderzoek na 'n nasionale opleidingstrategie vir die RSA. Daar is vervolgens besluit om die aanbevelings van die vaardigheidsopleidingverslag by hierdie verslag te inkorporeer.

## 2. DIE BEHOEFTE AAN 'N OPLEIDINGSTRATEGIE VIR DIE RSA

Daar word tans algemeen aanvaar dat die belegging in menslike kapitaal deur middel van opleiding 'n belangrike rol in die ontwikkeling van die ekonomie asook in die tegnologie van 'n land speel. Ontslaglike somme geld word deur beide die privaatsektor en die staat aan opleiding in die RSA bestee, terwyl belastingtoegewings vir opleiding jaarliks tussen R120 m en R500 m bedra het totdat belastingtoegewings vanaf 1 Julie 1990 opgeskort is. Hierdie enorme nasionale opleidingspoging in die RSA is grootliks ongekoördineerd en onbeheersd ten opsigte van nasionale opleidingsbehoefte. Die hoofrede hiervoor is 'n tekort aan geskoolde mannekrag wat veroorsaak dat opleiding trekkerig is ten einde in die korttermynmarkbehoefte te voorsien eerder as om langtermynneigings vooruit te loop. Indien alle belangstellende instansies egter aan die ontwerp, aanvaarding en implementering van 'n nasionale opleidingstrategie sal deelneem, sal dit moontlik wees vir opleiding in die RSA om oor te gaan van waar dit op reeds bestaande opgeleide mannekragbehoefte reageer, na 'n stelsel wat toekomstige mannekragbehoefte vooruitloop ten einde die ontwikkeling van die ekonomie te help bevorder.

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Die RGN-ondernavorsingsprogram is organisatories en administratief verbonde aan die Groep:  
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**NOR-/RGN-ondersoek na 'n nasionale  
opleidingstrategie vir die RSA**

**BESTUURSOPSOMMING**

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