B972863

THE DEVELOPMENT OF A SYSTEM OF NON-FORMAL EDUCATION: IMPLICATIONS FOR THE REGIONAL SERVICES COUNCILS IN THE REPUBLIC OF SOUTH AFRICA

by

JAN WILLEM ADOLF SOER

submitted in accordance with the requirements

for the degree of

DOCTOR OF EDUCATION

in the subject

EDUCATIONAL MANAGEMENT

at the

UNIVERSITY OF SOUTH AFRICA

PROMOTER: PROF O J VAN SCHALKWYK

JUNE 1992

****

Dedication:

To my wife Liz, and son Marc, for

their support and patience.

UNISA
BIBLIOTEEK / LIBRARY
1992 -11- 02
Class
Klas 379.12250968 SOER.
Access
Aanwin
01446989

This thesis is compiled in accordance to the house style of the University of South Africa.

Acknowledgements

With the completion of this dissertation, I would like to extend my appreciation to:

* Professor OJ van Schalkwyk for his capable help as an academic and promoter
* the Ernest Oppenheimer Trust for the bursary awarded to me
* the Technikon Northern Transvaal for their bursary
* Mr P Delport, Chairman of The Association of Regional Services Councils, for the permission granted to do this study
* staff members of Regional Services Councils for the completion of the questionnaires and their willingness to grant interviews
* Professor Cassie Swanepoel of UNISA who assisted in compiling the questionnaire
* Mr Manie Broekman, Secretary of the National Training Board
* Mr George Orr, Secretary of the Training Board for Local Government Bodies
* Mrs Ivy Oosthuizen and Mrs Iauma Cooper for the editing
* Mrs Ellen van Rooyen for the typing
* Mr Mostert van Schoor and Mr Freek Soer for the diagrams
* the staff members of the UNISA Library
* my colleagues, family and friends for their encouragement
* above all, to our Heavenly Father for health, strength and perseverance which made this dissertation possible.

THE DEVELOPMENT OF A SYSTEM OF NON-FORMAL EDUCATION: IMPLICATIONS FOR THE REGIONAL SERVICES COUNCILS IN THE REPUBLIC OF SOUTH AFRICA

SUMMARY

South Africa finds itself on the threshold of new challenges taking place in virtually every possible sphere of life, i.e. the political, technological, human, social, economic and cultural spheres. The education system is also faced with these changes and cannot be viewed in isolation, but demands new outlooks by educational planners and educationists.

Non-formal education forms an integral part of the provision of a system of education in South Africa and is also influenced by these challenges. In order to make reasonable recommendations on how the challenges - particularly those of education management - should be approached by education planners and educationists, the following were investigated:

* the role of and need for non-formal education in a system of education provision in South Africa so as to determine the need to manage and administrate non-formal education successfully
* the institutions which make the biggest contributions to the provision of non-formal education in South Africa, in order to point out where problem areas exist, and the resultant duplication, overlapping and fragmentation of training
* regional development and the role of regional bodies such as the Regional Development Advisory Committees, Regional Development Committees of the National Training Board, Training Board for Local Government Bodies and Regional Services Councils
* the utilisation of Regional Services Councils to co-ordinate non-formal education at regional and local levels

Based on the findings, an educational strategy is proposed to co-ordinate non-formal education on regional and local levels through Regional Services Councils.

* die rol van en behoefte aan nie-formele onderwys in 'n stelsel van onderwysvoorsiening in Suid-Afrika om die behoefte vir die suksesvolle bestuur en administrasie daarvan aan te toon
* die bydrae wat deur die grootste ondernemings in die voorsiening van nie-formele onderwys in Suid-Afrika gelewer word ten einde probleemareas soos duplisering, oorvleueling en fragmentasie van opleiding aan te toon
* streeksontwikkeling en die rol van streeksliggame soos die Streeksontwikkelingsadvieskomitees, Streeksopleidingskomitees van die Nasionale Opleidingsraad, Opleidingsraad vir Plaaslike Owerhede en Streekdiensterade
* die aanwending van Streekdiensterade om nie-formele onderwys op streeks- en plaaslike vlakke te koördineer en te bevorder

Gebaseer op die bevindinge word 'n onderwysstrategie vir Suid-Afrika voorgestel om nie-formele onderwys op streeks- en plaaslike vlakke deur middel van Streeksdiensterade te koördineer.

TABLE OF CONTENTS

THE DEVELOPMENT OF A SYSTEM FOR NON-FORMAL EDUCATION: IMPLICATIONS FOR THE REGIONAL SERVICES COUNCILS IN THE REPUBLIC OF SOUTH AFRICA

PAGE

CHAPTER 1

INTRODUCTION, PROBLEM FORMULATION, AIM, METHOD AND STRUCTURE

1.1	INTRODUCTION: A PRELUDE TO THE PROBLEM	1
1.2	STATEMENT OF THE RESEARCH PROBLEM	7
1.3	AIM AND PURPOSE OF THE STUDY	8
1.4	RESEARCH METHOD	9
1.5	CHAPTER DIVISION	10
1.6	CONCLUSION	11

CHAPTER 2

NON-FORMAL EDUCATION: DEFINITIONAL ISSUES AND THE NEED THEREFOR IN A SYSTEM OF EDUCATION PROVISION IN SOUTH AFRICA

2.1	INTRODUCTION	13
2.2	CONCEPTUAL CLARIFICATION OF NON-FORMAL EDUCATION	13
2.2.1	Terminologies of non-formal education	14
2.2.2	Categories of non-formal education	17
2.2.2.1	Complementary education	18
2.2.2.2	Supplementary education	19
2.2.2.3	Replacement education	20
2.2.2.4	A combination of non-formal and formal education	20
2.2.2.5	Alternative formal education	21
2.2.3	Models of non-formal education	22
2.2.3.1	Thomas La Belle	22

2.2.3.2	Alemneh Dejene	24
2.2.3.3	Tim Simkins	26
2.3	FURTHER OBSERVATIONS AND AUTHOR'S CONTRIBUTION	27
2.3.1	Further observations	27
2.3.2	Author's contribution	33
2.4	THE NEED FOR THE PROVISION, MANAGEMENT AND ADMINISTRATION OF NON-FORMAL EDUCATION IN A SYSTEM OF EDUCATION PROVISION IN SOUTH AFRICA	41
2.4.1	Factors influencing the need for the provision of non-formal education in South Africa	41
2.4.1.1	Illiteracy and unemployment figures	42
2.4.1.2	Pupil numbers and inadequate education structures	47
2.4.1.3	Social matters and educational spending	51
2.4.1.4	The lack of trained/schooled manpower	54
2.5	SCOPE OF NON-FORMAL EDUCATION IN THE SOUTH AFRICAN CONTEXT	57
2.6	SUMMARY	59

CHAPTER 3

REVIEW OF EXISTING PROVISION
OF NON-FORMAL EDUCATION IN SOUTH AFRICA

3.1	INTRODUCTION	61
3.2	NON-FORMAL EDUCATION PROVIDED IN THE STATE AND PARASTATAL INSTITUTIONS	62
3.2.1	The State Institutions	62
3.2.1.1	Non-formal education provided in the Public Sector	62
3.2.1.2	Non-formal education provided in the Public Service	91
3.2.2	Non-formal education provided by Parastatal Institutions	119
3.2.3	Summary: The State and Parastatal Institutions	133

3.3	THE PRIVATE BUSINESS SECTOR	133
3.3.1	Accredited Industry Training Boards	134
3.3.1.1	Functions of Accredited Industry Training Boards	136
3.3.1.2	Discussion of certain accredited training boards	137
3.3.1.3	Summary: Accredited Industry Training Boards	156
3.3.1.4	Regional Training Centres	158
3.3.2	Financial Institutions	161
3.3.3	Private Development Organisations	168
3.3.4	Professional Bodies	170
3.3.5	The Agriculture Sector	171
3.4	SUMMARY: STATE, PARASTATAL INSTITUTIONS AND THE PRIVATE BUSINESS SECTOR	171
3.5	SUMMARY	174

CHAPTER 4

REGIONAL SERVICES COUNCILS AS A POSSIBLE SOLUTION FOR THE CO-ORDINATION OF NON-FORMAL EDUCATION ON REGIONAL AND LOCAL LEVELS

4.1	INTRODUCTION	175
4.2	REGIONAL BODIES	177
4.2.1	The National Regional Development Programme (NRDP) and the Regional Development Advisory Committees (RDACs)	177
4.2.2	Regional Training Committees (RTCs)	182
4.2.3	Training Board for Local Government Bodies (TBLGB)	184
4.3	REGIONAL SERVICES COUNCILS IN RELATION TO REGIONAL DEVELOPMENT	190
4.3.1	Establishment of Regional Services Councils	190
4.3.2	Aims and objectives of Regional Services Councils	191
4.3.3	Role and functions of Regional Services Councils	192

4.3.4	Operation of Regional Services Councils	193
4.3.4.1	Transferring of functions	193
4.3.4.2	Constitution and representation	194
4.3.4.3	Liaison with other bodies	195
4.3.5	Position of Regional Services Councils in relation to the central, middle and local levels of Government	196
4.3.6	Geographic areas of Regional Services Councils	199
4.4	SUMMARY	205

CHAPTER 5

THE CO-ORDINATION OF NON-FORMAL EDUCATION AS A POSSIBLE FUNCTION OF REGIONAL SERVICES COUNCILS

5.1	INTRODUCTION	206
5.2	THE AIM AND OBJECTIVES OF THE EMPIRICAL STUDY	206
5.3	RESEARCH DESIGN AND METHOD OF RESEARCH	208
5.4	THE QUESTIONNAIRE	208
5.4.1	Compilation of the Questionnaire	208
5.4.2	Restrictions experienced with the Questionnaire	208
5.4.3	Layout of the Questionnaire	209
5.5	INTERVIEWS	209
5.6	RESEARCH GROUP	209
5.7	DATA PROCESSING	210
5.8	RESULTS AND INTERPRETATIONS	211
5.9	GENERAL CONCLUSIONS	251
5.10	SUMMARY	260

CHAPTER 6

PROPOSED STRATEGY FOR THE CO-ORDINATION OF NON-FORMAL EDUCATION AT REGIONAL LEVELS

6.1	INTRODUCTION	262
6.2	DEVELOPMENT APPROACHES AND NON-FORMAL EDUCATION	263
6.3	PLANNING AND CO-ORDINATION OF NON-FORMAL EDUCATION AT NATIONAL LEVEL	267
6.4	REGIONAL DEVELOPMENT: THE EDUCATIONAL MANAGEMENT IMPLICATIONS FOR NON-FORMAL EDUCATION	275
6.4.1	An integrated management and administration structure for non-formal education at regional level	277
6.4.2	Possible organisational structures to be implemented	281
6.4.3	Co-ordination activities to be implemented by Regional Services Councils	288
6.4.3.1	Introduction	288
6.4.3.2	Aim and advantages of co-ordination of non-formal education	290
6.4.3.3	How co-ordination of non-formal education can be improved by Regional Services Councils	291
6.4.3.4	Levels of co-ordination by Regional Services Councils	294
6.5	SUMMARY	298

CHAPTER 7

REVIEW, CONCLUSIONS, PERSPECTIVES AND GUIDELINES ON FUTURE RESEARCH

7.1	INTRODUCTION	300
7.2	REVIEW AND FINAL CONCLUSIONS	300
7.3	NEW PERSPECTIVES AND RECOMMENDATIONS	304
7.3.1	The role of the State in non-formal education	304

7.3.1.1	Recommendations with regard to State involvement	305
7.3.2	The role of private business organisations	306
7.3.3	Regional and local co-ordination of non-formal education	307
7.3.3.1	Recommendations with regard to regional and local planning of non-formal education	307
7.4	GUIDELINES FOR FUTURE RESEARCH	308
7.5	CONCLUSION	309

BIBLIOGRAPHY 311

PERSONS INTERVIEWED PERSONALLY AND/OR TELEPHONICALLY 346

ANNEXURES

Annexure A: The provisional factors of the modi of education.

Annexure B: Address list of Regional Services Councils.

Annexure C: Questionnaire sent to all Regional Services Councils in respect of the empirical research.

---oo0oo---

DIAGRAMS

Diagram 1.1	A schematic description of the chapter division for this study	12
Diagram 2.1	Formal, non-formal and informal educational relationships	23
Diagram 2.2	An illustration of educational modes	25
Diagram 2.3	The relationship between formal and non-formal education and informal learning	27
Diagram 2.4	Possibilities for career incorporation for students	31
Diagram 2.5	A systems view of the management of non-formal education according to the modi and levels of education	34
Diagram 2.6	Diagrammatical outline of the educative practice and educational management perspectives of non-formal education	40
Diagram 2.7(a)	Pupil-teacher ratio according to population group, 1990	48
Diagram 2.7(b)	Pupil-classroom ratio according to population group, 1990	48
Diagram 2.8(a)	Spending per pupil according to population groups per capita expenditure (incl. capex) 1988/89	53
Diagram 2.8(b)	Education expenditure by race groups	54
Diagram 3.1	Outlay for progress in chapter 3: Present position of non-formal education in South Africa	63
Diagram 3.2	Organisational structure of the line of authority from State President to the Training Institute	66
Diagram 3.3	Organisational structure of the Training Institute	68
Diagram 3.4	Training in the Public Sector	68
Diagram 3.5	Divisions in the Department of Manpower dealing with training	74

Diagram 3.6	Organisation scheme for the National Training Board	78
Diagram 3.7	Organisation chart for the National Manpower Commission	87
Diagram 3.8	Educational structure of the Three Houses of Parliament	93
Diagram 3.9(a)	Provision of Projects: Administration: House of Assembly	95
Diagram 3.9(b)	Attendance of cultural projects: Administration: House of Assembly	95
Diagram 3.10	Example: Organisational structure for the provision of non-formal education within the Departments of Education: Administration	98
Diagram 3.11	Organisational structure: Provision of non-formal education at tertiary institutions	101
Diagram 3.12	Organisational structure of the Department of Education and Training	104
Diagram 3.13	Organisational structure of the South African Police: Training and development	108
Diagram 3.14	Integrated Management Process: SAP	110
Diagram 3.15	Proposed organisational structure: Directorate of Non-Professional Education	112
Diagram 3.16	Corrective Services: Organisational and training structure	114
Diagram 3.17	Training plan: Managers of the SA Corrective Services	117
Diagram 3.18	Organisational structure: Groman Consulting Group	121
Diagram 3.19	Responsibilities of individual staff members (GCG)	122
Diagram 3.20	Organisational structure: AEC Manpower Development Department	127
Diagram 3.21	Organisational and training structure: Telkom SA and SAPOS	130

Diagram 3.22	Training approach: Telkom SA	131
Diagram 3.23	The process of selection: Technical Staff Telkom SA	131
Diagram 3.24	Training cycle: Telkom SA	132
Diagram 3.25	Proposed organisational structure for the new National Training Board	135
Diagram 3.26	Structure of Eskom and Allied Industries Training Board	138
Diagram 3.27	Organisational structure: Eskom Training Division	144
Diagram 3.28	Training strategy for trades: Dairy Industry	146
Diagram 3.29	Organisational structure of the Training Board of TRANSNET	148
Diagram 3.30	Organisational structure of the Building Industries Training Board (BIFSA)	150
Diagram 3.31	Training structure: Iscor Ltd	152
Diagram 3.32	Training structure of a business unit: Iscor Ltd	153
Diagram 3.33	Matrix of training within the Armscor Group	154
Diagram 3.34	Organisational structure: Kentron Training Division	155
Diagram 3.35	The Management Development Programme: Kentron	157
Diagram 3.36(a)	Example: Conduct of training for the Dairy Industry	159
Diagram 3.36(b)	Example: Organisational structure of an Accredited Training Board	160
Diagram 3.37	Organisational structure: ABSA Human Resources Department	162
Diagram 3.38	Organisational structure: SA Reserve Bank Training Division	164
Diagram 3.39	Training approach: Financial Institutions	166

Diagram 4.1	The Nine Economic Planning Regions of South Africa	179
Diagram 4.2	Organisational structure of the Regional Development Advisory Committee	181
Diagram 4.3	Organisational structure of the Training Board for Local Government Training Bodies up to the end of 1991	187
Diagram 4.4	Organisational structure of the Restructured Local Authorities Training Board	189
Diagram 4.5	Representation on the Regional Services Council	195
Diagram 4.6(a)	Regional Services Councils in the context of the central, middle and local levels of Government departments	197
Diagram 4.6(b)	Diagrammatical outline of Regional Services Councils	198
Diagram 4.7	Local bodies of Regional Services Councils in the Pretoria area	200
Diagram 4.8	Regional Services Councils in the Transvaal	201
Diagram 4.9	Regional Services Councils in the Orange Free State	202
Diagram 4.10	Regional Services Councils in the Cape Province	203
Diagram 4.11	Joint Services Boards (JSBs) in Natal	204
Diagram 5.1	Percentage participation of Regional Services Councils	211
Diagram 6.1	An Integrated Development Approach with non-formal education as basis	266
Diagram 6.2	Various elements of the training partnership	269
Diagram 6.3	The contribution of various institutions to training for the training partnership	270
Diagram 6.4	Major bodies' involved in management of the National Training Strategy	271

Diagram 6.5	A comprehensive strategy for Educational Development: E. Orbach	274
Diagram 6.6	Existing integrated Economic Regional Development Approach	278
Diagram 6.7	The adoption of RDACs by RSCs for the co-ordination of non-formal education at regional levels	282
Diagram 6.8(a)	Proposed organisational structure for the provision of non-formal education utilising national statutory body, RDAC and RSCs (Option 1)	284
Diagram 6.8(b)	Proposed organisational structure for the provision of non-formal education utilising the Training Board for Local Government Bodies as co-ordinating body (Option 2)	285
Diagram 6.8(c)	Proposed organisational structure for the provision of non-formal education utilising the TBLGB as a subcommittee to the RDAC (Option 3)	287
Diagram 6.8(d)	Proposed organisational structure for the provision of formal and non-formal education utilising a national statutory body, RDACs and RSCs (Option 4)	289
Diagram 6.9(a)	Separately provided non-formal activities at regional levels	293
Diagram 6.9(b)	Co-ordinated non-formal activites at regional levels	293
Diagram 6.10(a)	Co-ordination activities by Regional Services Councils	295
Diagram 6.10(b)	An integrated formal/non-formal system for education provision	296
TABLES		
Table 2.1	Comparison between formal and non-formal education	22
Table 2.2	Educational level of the economically active population, RSA 1985(a)	43
Table 2.3(a)	Forecast of the demand for manpower to the year 1995(i)	44

Table 2.3(b)	A percentage of the various population groups (20 years and older) with five years' or more schooling and the percentage of illiterate	45
Table 2.4	Pupil enrolment forecasts according to population group and school phase, 2000	50
Table 2.5	Projections of the demand for manpower until the year 2000	56
Table 3.1	Course days and course attendants trained by the Training Institute 1986-1990	72
Table 3.2	Number of institutions according to the Education Departments: 1990	102
Table 3.3	Centres and number of students per course: 1990	106
Table 3.4	Training and consulting services provided by the Groman Consulting Group (Pty) Ltd	125
Table 3.5	List of Accredited Training Boards: April 1992	141
Table 3.6	Types of leadership and supervisory training: Eskom	143
Table 5.1	How provincial RSCs view the co-ordination of non-formal education, according to the RSC Act, 109 of 1985, as an additional function	212
Table 5.2	How metropolitan and rural RSCs view the co-ordination of non-formal education, according to the RSC Act, 109 of 1985, as an additional function	214
Table 5.3	How RSCs view training as a function given adequate finances and staff	216
Table 5.4	How RSCs view their present ability to co-ordinate training regionally	218
Table 5.5	How metropolitan and rural RSCs view their present ability to co-ordinate taining regionally	219
Table 5.6	Positive reasons for the present ability to co-ordinate training regionally	221

Table 5.7	Negative responses for present inability to co-ordinate training regionally	223
Table 5.8	Provincial RSCs view on the necessity of training as an RSC function	226
Table 5.9	Metropolitan and rural RSCs view on the necessity of training as an RSC function	228
Table 5.10	Reasons for regarding training as an RSC function	229
Table 5.11	Reasons for not regarding training as an RSC function	232
Table 5.12	How provincial RSCs view their ability to co-ordinate training regionally given the necessary adjustments	235
Table 5.13	How metropolitan and rural RSCs view their ability to co-ordinate training regionally given the necessary adjustments	237
Table 5.14	Reasons for ability to co-ordinate training regionally given the necessary adjustments	239
Table 5.15	Reasons for inability to co-ordinate training regionally given the necessary adjustments	241
Table 5.16	Provincial RSCs view of the present involvement of local authorities in the provision of training	242
Table 5.17	Total training involvement for RSCs countrywide	243
Table 5.18	Provincial RSCs response to the existence of informal liaison between RSCs and other institutions	246
Table 5.19	RSCs response to the existence of purposeful co-operation between RSCs and other institutions with regard to the regional provision of the non-formal education	248
Table 5.20	Combination of Tables 5.18 and 5.19	250
Table 6.1	Comparative illustration of functions of RDACs and RSCs	280

Table 6.2 Comprehensive development approach to co-ordinate non-formal educational activities at various levels 297

GRAPHS

Graph 5.1 A graphical presentation of how provincial RSCs view the co-ordination of non-formal education, according to the RSC Act, 109 of 1985, as an additional function 213

Graph 5.2 A graphical presentation of how metropolitan and rural RSCs view the co-ordination of non-formal education, according to the RSC Act, 109 of 1985, as an additional function 215

Graph 5.3 A graphical presentation of how RSCs view training as a function given adequate finances and staff 217

Graph 5.4 A graphical presentation of how RSCs view their present ability to co-ordinate training regionally 219

Graph 5.5 A graphical presentation of how RSCs view their present ability to co-ordinate training regionally 220

Graph 5.6 A visual presentation of the results of Question 3 225

Graph 5.7 A graphical presentation of provincial RSCs view on the necessity of training as an RSC function 227

Graph 5.8 A graphical presentation of metropolitan and rural RSCs view on the necessity of training as an RSC function 229

Graph 5.9 Reasons for regarding training as an RSC function 234

Graph 5.10 A graphical presentation of how RSCs view their ability to co-ordinate training given the necessary adjustments 236

Graph 5.11 A graphical presentation of how metropolitan and rural RSCs view their ability to co-ordinate training given the necessary adjustments 238

Graph 5.12	A graphical presentation of the total training involvement for RSCs countrywide	244
Graph 5.13	A graphical presentation of provincial RSCs response to the existence of informal liaison between RSCs and other institutions	247
Graph 5.14	A visual presentation of the findings in Table 5.19	249
Graph 5.15	A visual presentation of the total existing liaison and purposeful co-operation	251

ABBREVIATIONS

For ease of reference, these abbreviations are provided:

ATB	Armscor Training Board
ABSA	Amalgamated Banks of South Africa Limited
AEC	Atomic Energy Corporation
BITB	Building Industries Training Board
CAT	Committee for Artisan Training
CIT	Committee for In-service Training
CRD	Committee for Research and Development
CSIR	Council for Scientific and Industrial Research
CTV	Central Training Unit
DET	Department of Education and Training
DIEO	Diary Industry Employers' Organisation
DVOS	Private Voluntary Organisations
EAITB	Eskom and Allied Industries Training Board
FNBSA	First National Bank of South Africa Limited
FRD	Foundation for Research Development
GCG	Groman Consulting Group (Pty) Limited
GTCs	Group Training Centres
HSRC	Human Sciences Research Council (also see Raad vir Geesteswetenskaplike Navorsing [RGN])
MRC	Medical Research Council
MINTEK	Council of Mineral Technology
MEITB	Metal and Engineering Industries Training Board
MTA	Manpower Training Act
MTC	Manpower Training Committee
NCTC	National Co-ordination Training Committee
NGOS	Non-Government Organisations
NMC	National Manpower Commission
NRDAC	National Regional Development Advisory Council
NRDP	National Regional Development Programme

NTB	National Training Board
PC	Project Committee
PME	Professional Military Education
PMS	Performance Management System
PTCs	Private Training Centres
PTSs	Private Training Schemes
RDAC	Regional Development Advisory Committee
RDI	Research Development and Implimentation Group
RGN	Raad vir Geesteswetenskaplike Navorsing (also see Human Sciences Research Council [HSRC])
RTC	Regional Training Committee
SABS	South African Bureau of Standards
SACS	South African Corrective Services
SADF	South African Defence Force
SARB	South African Reserve Bank
SAP	South African Police
SAPF	South African Permanent Force
SAPSE	South African Post-secondary Education
SAPT	South African Post and Telecommunications
SATS	South African Transport Services
SC	Specialist Committee
TBDI	Training Board for the Dairy Industry
TBLGB	Training Board for Local Government Bodies
TVBC	Transkei, Venda, Bophutatswana, Ciskei
TI	Training Institute
TTLC	Trade Test Liaison Committees
TTB	Transnet Training Board
VOLAGS	Voluntary Organisations

CHAPTER 1

INTRODUCTION, PROBLEM FORMULATION, AIM, METHOD AND STRUCTURE

1.1 INTRODUCTION: A PRELUDE TO THE PROBLEM

A reflection of the provision of non-formal education over the past two decades shows that there has been increasing interest in the provision of non-formal education worldwide. Many aspects related directly and indirectly to non-formal education, have been analysed by educational planners and specialists over the past two decades. Two aspects have been emphasised in articles and books during this time which, for the purpose of this study, deserve mentioning.

Firstly, over the last twenty years, various efforts have been made to emphasise the importance and necessity of the provision of non-formal education and, therefore, to develop an education system to implement non-formal education as a modus complementary to formal education (Ahmed 1983; Coombs 1985; La Belle 1982; Simkins 1976 and Van der Stoep 1984). Secondly, there has been an effort to establish management and administrative structures which could be applied for the successful provision of non-formal education in education systems (Coombs 1985: 91; Calitz 1985: 16; Garbers 1984: 12 and Van der Stoep 1984: 152).

As far as the importance of and necessity for non-formal education is concerned, much progress has been made. Much has been accomplished by specialists from various disciplines and perspectives throughout the world as well as in South Africa to describe and illuminate the

importance of non-formal education through examples of the nature, characteristics and purposes thereof. Proof of the increased interest is in the growing role which non-formal education is presently fulfilling in the educational structures of First-World countries and the fact that non-formal education is being investigated and studied in most developed and developing countries of the world (Bhola 1983; Bock 1983; Shah & Bhan 1980; Singh & Shukla 1979 and Simkins 1976). According to Coombs (1985: 90):

> More and more governments of developing countries have taken steps to stimulate, assist, and harmonize nonformal education activities by both governmental and voluntary organizations.

This worldwide awareness of the importance of and necessity for education on a non-formal basis has also grown in importance in South Africa in the last decade or two. Literature covering this education modus in South Africa is evident in publications during this period by experts such as Calitz (1986a), Lee (1983a), Steyn (1987), Stone (1984), Swanepoel (1987), Van der Stoep (1984) and Van Schalkwyk (1984).

The importance of the provision of non-formal education in South Africa is emphasised in the light of the nature and quality of the supply of manpower resources as quality rather than quantity is the crux of the problem. The importance is further emphasised in a developing country such as the Republic of South Africa, where the principle of equality of educational opportunity for all residents of the country has been justified (White Paper on the Provision of Education in the Republic of South Africa 1983: 3). Of vital concern is the provision of non-formal education to improve and develop the

manpower resources sufficiently to meet the requirements of technical developments which, at present, are open to the majority of the population consisting of unschooled manpower and an uneducated work force.

The importance of non-formal education in the Republic of South Africa is presently accentuated in the hope that it will bridge the gap between the work potential and unemployment. The present shortcomings and problems experienced within South Africa which lead to unemployment and an unskilled work force - partially as a result of the existing formal education system not meeting the needs - may be eliminated by implementing a system of non-formal education (Singh & Shukla 1979: 27-28; Van der Stoep 1984: 1 and Van Schalkwyk 1984: 31-41). In the Report of the President's Council with regard to informal and non-formal education in South Africa (1984: 125), the chairman states that non-formal education must become an indispensable part of the planned provision of education in the Republic of South Africa. The chairman's purpose here is to emphasise that the overall demand for education needs to be satisfied to a reasonable extent by introducing non-formal education as part of the educational system.

Since the beginning of the 1970s, the provision of non-formal education started playing an important role in South Africa. This is confirmed by the emphasis placed on it by the Human Sciences Research Council (HSRC) report on the Provision of Education (1981a: 97), which declares that non-formal education must play an undeniable role in the planned provision of education to fulfil the need for education in the Republic. In another report on technical and career

teaching (no. 12T [1981e: 30]), the Human Sciences Research Council states that the provision of a differentiated educational system on the secondary level requires continued non-formal education in order to keep people abreast with knowledge and processes to promote their careers.

From the preceding views, it is clear that the importance of non-formal education forming part of the education system in the Republic was identified many years ago. Furthermore, the importance of the role of non-formal education in the Republic of South Africa will increase according to Simkins (1976: 69), who states that it seems extremely likely that non-formal education will be increasingly looked to in the future as the way out of the educational crisis.

This brings us to the second aspect, which is to manage and administer non-formal education. Little has been accomplished in this regard. Although efforts have been made by the State, the private sector and certain individuals in South Africa to address this problem in the recent past, the contributions have been singular and isolated and definitely not sufficient to make an impressionable impact.

According to the Report of the Science Committee of the President's Council with regard to Informal and Non-formal Education in South Africa (1984: 152), a system of education provision is characterised by various identifiable structures. One of these is the management structure, which will be the focus of this study. Shortcomings in the provision of education may be related to the shortcomings in the system of education structure. This study covers the shortcomings found in the management of non-formal education.

The State was the first contributor to make an important effort towards the development and establishment of management and administrative structures for the provision of non-formal education. The State's contribution is seen in the efforts of the various work committees of the Human Sciences Research Council as well as the work done by the President's Council and is reflected in the report of the Science Committee of the President's Council with regard to informal and non-formal education in South Africa (1984). As a result of the research undertaken by these committees, technical colleges have been identified as institutions which should provide non-formal education through "community colleges" to specific communities.

Eksteen (1984: 79), Senior Director of Education and Planning of the Department of National Education, confirms the developments which have been brought about by the government and describes the objectives of technical colleges in terms of the provision of non-formal education as follows:

(1) to provide non-formal education to communities to meet their vocational, social, cultural and recreational needs
(2) the provision of community service through personal development programs for both the individual and the community as a whole
(3) to place the facilities of a technical college at the disposal of the community so that the college may be used as a cultural centre.

Although the objectives described by Dr Eksteen indicate an involvement of the State in the provision of non-formal education by providing the facilities, there is still a need to manage and administrate non-formal education within specific regions. As a result of this deficiency and other shortcomings, the Human Sciences Research Council identifies the development and establishment of

non-formal educational management and administrative structures for the provision of non-formal education as inconclusive. Lee, quoted by Calitz (1985: 58), emphasises the importance of definite actions to ensure advancement in this field, stating that "... much greater provision of non-formal education needs to be made".

Definite action by the State as well as the private sector to establish a planned, organised, co-ordinated and effective non-formal education system within a management and administrative framework has become a vital necessity. An appeal contained in the Human Sciences Research Council report of the main committee (1981a: 96) states that in the provision of effective non-formal education, the structures must be stable and be able to be developed. This, in fact, means that, in order to provide for manpower development, non-formal education must be supplementary to formal education within the planned provision of formal education.

The second group to make important contributions to the provision of a non-formal educational modus is the private sector. The contributions of this group are characterised by a wide variety of programmes, seminars and courses which are presented mainly to serve the short-term training needs in the private sector. However, contributions by the private sector to the creation of administrative and management infrastructures for the provision of non-formal education, have been limited. The third contributory group consists of individual researchers and educationists. Through their contributions, private researchers have stressed the need for the

creation of an effective non-formal education system, which will ensure the proper co-ordination and control of non-formal education. They also advocate further research by educational planners and educators. Various researchers (Calitz, Jacobs, Lee, van der Stoep, van Schalkwyk and Vermaak) have made valuable contributions to the establishment of non-formal education recently, but as Garbers (1984: 13) points out:

> The mass of information generated from all these various investigations will have to be organised in such a way that the best solution for the control and co-ordination of non-formal education is achieved. (Own translation)

From this it is seen that special attention must be given to the management and administrative structures of non-formal education. It is clear that the complexity of the provision of effective non-formal education is tied up with the establishment of management and administrative structures which provide for formal as well as non-formal education, while being managed and accommodated structurally (Garbers 1984: 14).

In addition to the appeal for a solution for the management, co-ordination and control of non-formal education, insufficient research has been done to determine which effective management and administrative structures could be utilised to co-ordinate the provision of non-formal education on regional and local levels. For the purposes of this dissertation, research will be done on this terrein.

1.2 STATEMENT OF THE RESEARCH PROBLEM

While formal education has been supported by a well-established education structure in South Africa, this structure has been unable to keep up with the recent high growth in the demand for non-formal education in South Africa. In view of this, the present problem exists for the effective co-ordination of non-formal education on a regional and local level. Hence the research problem is subdivided into several directly related problems below:

(1) duplication of non-formal education courses presented as well as of services provided by different organisations

(2) overlapping of non-formal education course contents where information taught in different courses is the same

(3) fragmentation of non-formal education programmes provided by different organisations, etc.

(4) underutilisation of manpower and equipment available for the provision of non-formal education.

Further indirect problems emanate from these. Because non-formal education is not co-ordinated, it becomes expensive, resulting in the non-formal education training programmes being scaled down, something which South Africa can ill afford.

For the purposes of this study, emphasis will therefore be placed on identifying a management structure through which non-formal education may be co-ordinated on regional and local levels.

1.3 AIM AND PURPOSE OF THE STUDY

The institution of Regional Services Councils represents a very important constitutional development whereby consideration is given to the development and provision of regional and local government services. This body contains an ideal infrastructure to co-ordinate and promote non-formal education on regional and local levels, thereby ensuring sound administration and management of non-formal education. In the light of the statement of the problem, the main objectives of this research are:

(1) to review the nature, role and functions of non-formal education and finally to stress the need for non-formal education in the system of education provision within South Africa (chapter 2)

(2) to examine the existing provision of non-formal education in the Republic of South Africa in order to highlight the lack of co-ordination on regional and local levels (chapter 3)

(3) to justify the possible role which Regional Services Councils could fulfil to co-ordinate non-formal education on a regional and local level (chapter 4)

(4) to investigate, by means of an empirical study, the possiblity of utilising Regional Services Councils for the co-ordination of non-formal education (chapter 5)

(5) to propose a system for the co-ordination of non-formal education on a regional and local level (chapter 6)

(6) to present conclusions and recommendations (chapter 7).

1.4 RESEARCH METHOD

This research will include the following methods:

* a literature study of the findings and views of experts in the field of non-formal education
* interviews with various specialists and experts in the field
* an empirical study of Regional Service Councils by means of a questionnaire and follow-up interviews with a selected number of personnel of the aforementioned Councils.

1.5 CHAPTER DIVISION

The dissertation consists of seven chapters. To enable the reader to obtain an overview of the contents and gain insight into the research strategy, a summary of the chapters is provided. Chapter 1 outlines the aim and purpose of the research resulting from the problem statement.

Chapter 2 attempts to justify the need for the provision of non-formal education based on the arguments put forward in the models acknowledged worldwide. The characteristics of non-formal education together with the different categories of non-formal education are discussed and the models evaluated against circumstances prevalent in South Africa.

Chapter 3 outlines the circumstances surrounding non-formal education existing in South Africa. Input by State departments, the private business sector and individuals with a direct interest in non-formal education, will be used as further proof of the need for co-ordination of non-formal education in South Africa.

In identifying this need in South Africa, chapter 4 will discuss regional development and describe the establishment, aims,

objectives, role, functions, operation, constitution and representation of the Regional Services Councils. Arguments to utilise Regional Services Councils as management and administrative structures to co-ordinate non-formal education on a regional and local level will be put forward.

An empirical investigation is described in chapter 5 and the results used to make recommendations if Regional Services Councils could be utilised and how to utilise them in this regard.

Chapter 6 recommends a system for the provision of non-formal education on a regional and local basis while chapter 7 presents the conclusions of the study and recommendations for further research. A diagrammatical outline of the chapters is contained in Diagram 1.1.

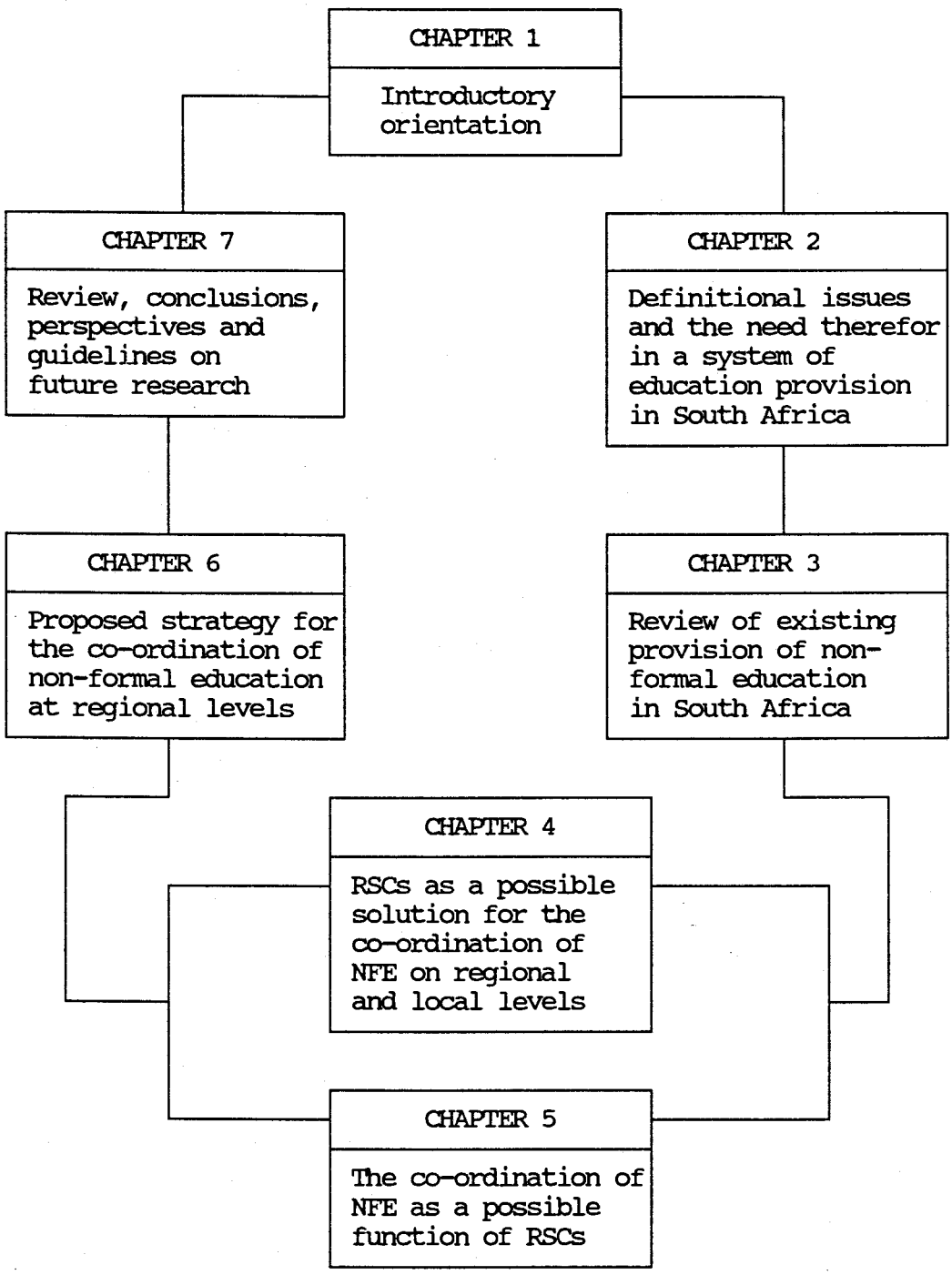
1.6 CONCLUSION

This chapter has covered the statement of the problem and the motivation for the research, the formulation of the objectives of the research and a discussion of the research methods and progress of the study.

Chapter 2 will deal with the formulation of the investigation.

Diagram 1.1

A schematic description of the chapter division for this study



CHAPTER 2

NON-FORMAL EDUCATION: DEFINITIONAL ISSUES AND THE NEED THEREFOR IN A SYSTEM OF EDUCATION PROVISION IN SOUTH AFRICA

2.1 INTRODUCTION

An outline of the proposals of this research was given in Chapter 1. In conjunction therewith and to direct the research into the provision of non-formal education in the Republic of South Africa to a meaningful study, further details pertaining to the nature of non-formal education will be expanded on. An attempt will also be made to determine the role of and need for non-formal education in a system of education provision in South Africa.

2.2 CONCEPTUAL CLARIFICATION OF NON-FORMAL EDUCATION

Various specialists in the field of non-formal education have published their own respective definitions, theories and views regarding the concept of non-formal education. These definitions, theories and views indicate that fundamental differences exist with regard to the nature, role, functions and objectives of non-formal education (Bhola 1983; Coombs 1985; Dejene 1980; Evans 1981; La Belle 1986; Patel 1984; Shah & Bhan 1980; Van der Stoep 1984; Van Schalkwyk 1988).

In view of these differences and in order to provide a framework for this dissertation, it is necessary to study these viewpoints closely to get a clearer image of non-formal education. In this regard,

Patel (1984: 15) states that there is a definite need for further analysis of non-formal education in spite of all the accumulated studies and existing knowledge. In an attempt to clarify the concept as well as the operational design of non-formal education, the argument will be presented along three lines of thought: the terminology of non-formal education; categories of non-formal education, and various models of non-formal education.

2.2.1 Terminologies of non-formal education

As a result of the diversified nature and distinctive characteristics of non-formal education (Evans 1981: 11), it would appear from literature that specialists support divergent points of view with regard to the composition of the terminology 'non-formal education' and the character of non-formal education which leads to this terminology. Although the term "non-formal education" (Ahmed 1983: 35) only came into use in the seventies, it was not as if a new type of education was discovered which had suddenly came into existence (Patel 1984: 13). The idea pertaining to non-formal education was used by the Greeks, Chinese and other nations centuries ago.

Dejene (1980: 15) states that "...non-formal education is hardly a new invention" while Bock (1983: 165-166) acknowledges the existence of non-formal education in the stone age:

> Clearly, the <u>fact</u> of non-formal education, broadly conceived, is not new; this educative phenomenon is found integrally incorporated in even preliterate stone age societies.

From a study of the literature available, it is clear that the term "non-formal education" has different meanings for different people, with the result that it is exceptionally difficult to define a line of demarcation for non-formal education in the working field. According to Patel (1984: 14), there are various kinds of analysis of non-formal education, such as:

* learning methods (Srinivasan 1977)
* motivation (Mbakile 1979)
* economics (Ahmed 1975)
* services connecting learning needs to learning resources (Cross 1978)
* social change (La Belle 1976)
* development (Simkins 1976)

According to Evans (1981: 13), the provision of non-formal education may be identified through a variety of terms such as adult education; literacy training; basic education; fundamental education and community-based education. Coombs and Ahmed (1974: 8) and Stock (1980: 1) make further contributions with the following terminologies: "rural development", "social welfare" and "industry education". Other terms for non-formal education are: "continuing education", "functional literacy", "farmer education", "co-operative education", "non-traditional learning", "lifespan learning", "agricultural extension", "population education", "community development education", "family-life planning" and "nutrition education" (Bhola 1983: 47; Dejene 1980: 19; Du Toit 1988: 58; Espach 1985: 16-17; Simkins 1976: 6). In this regard, Jacobs (1984: 60-62) describes non-formal education as education that "must fill gaps that are not filled by formal education generally". Non-formal education is therefore directed towards literacy, induction, in-service training, retraining, support programmes and ad

hoc needs. In addition to the aforementioned terminologies, Niehoff and Wilder (1974: 94) identify three main classifications of non-formal education for the modern sector, namely pre-service training programmes, vestibule training programmes and in-service training programmes.

Evans (1981: 28) says that an effort to develop a framework within which non-formal education can be provided leads to the stimulation of an analysis of the entire range of educational situations. This, in turn, makes us aware of the complexity of the term "non-formal education" as it compels us to think about all educational services and multidisciplines. In the search to determine the clarification of non-formal education, non-formal education can also be described against the background of formal and informal education. In doing so, non-formal education is placed in the context of the provision of education in general, which prevents a person arriving at a watered-down version of the concept of non-formal education.

According to the Human Sciences Research Council report of the main committee, chaired by De Lange (1981a: 93), formal education can be regarded as education which is provided in a planned and organised way within the acknowledged educational situations, such as schools, colleges, technikons and universities. This description overlaps mainly with that of Van der Stoep (1984: vii), who defines formal education as "... the institutionalised, chronologically graded and hierarchically structured educational system, spanning lower primary school to university level". Engelbrecht, Yssel, Griessel and Verster (1981: 18) structured a similar definition which points out that formal education is always associated with the school where the task

of the school is of a more formal nature and where "... it lies in more conscious education for task acceptance in a complex society". Van der Stoep (1984: vii) describes informal education, on the other hand, as "... the life-long process by which every person acquires accumulated knowledge...". The Human Sciences Research Council education report of the main committee (1981a: 93) describes informal education as education which takes place in the normal walk of life, such as in and through the home, work place, newspapers, books, radio and television. Coombs and Ahmed (1974: 8) confirm this view when they describe informal education as "...unorganised and often un-systematic; yet it accounts for the great bulk of any person's total lifetime learning". Van Schalkwyk (1988: 108), Simkins (1976: 6), and Morphet and Millar (1981: 1) also support this idea. Patel (1984: 10) defines informal education as the "...daily experiences and interactions with [a] particular person's social and economic environment". Taking the above descriptions of formal and informal education into account, the nature and character of non-formal education may be viewed with more clarity by also studying categories of non-formal education as described in literature by various experts in the field.

2.2.2 Categories of non-formal education

The works of various specialists in the field of non-formal education lead one to the conclusion that categories of non-formal education may be described by characteristics, types and in terms of interaction between formal and informal education. Harbison, referred to by Patel (1984: 15), classifies non-formal education into three broad categories:

(i) activities oriented primarily to develop the skill and knowledge of members of the labour force who are already employed
(ii) activities designed primarily to prepare persons, mostly youth, for entry into employment
(iii) broader educational activities designed to develop skill, knowledge and understanding, which can be utilised throughout the world.

Garbers (1984: 14), with his emphasis specifically on South Africa, bases his description of categories of non-formal education on the types of learning needs which exist in the system of education provision. From this he identifies learning activities which are subdivided into five categories:

(i) non-formal education aimed at complying with learning requirements and compensatory education for formal education
(ii) non-formal education aimed at manpower training and the acquiring of occupational skills
(iii) non-formal education aimed at improving the quality of life
(iv) non-formal education aimed at developmental objectives
(v) non-formal education aimed at the reschooling of those trained in formal education.

Evans (1981: 19-21), on the other hand, distinguishes between four categories of non-formal education, namely complementary education, supplementary education, replacement education and a combination of non-formal and formal education (see also Feketa 1989: 9; Calitz 1987: 43; HSRC 1988: 47). As these four categories are widely acknowledged in the field of non-formal education, each will be discussed briefly.

2.2.2.1 Complementary education

Evans (1981: 19-20) defines complementary education as education that "complements or completes the education offered by the formal school system" and is "...organized and supervised by non-school personnel or organizations". According to Evans, complementary education takes

place mostly where the formal classroom situation does not lend itself to this type of education. Examples of this type of education are sport clubs, hobbies, debating, drama, and youth organisations. Patel (1984: 14) agrees that non-formal education is complementary to formal education, stating:

> It needs to be pointed out that non-formal education is in no way a homogeneous type of education nor is it to be regarded as an alternative to formal education but rather as a complement.

Calitz (1985: 6) also recognises complementary education and emphasises that this category of non-formal education can be sponsored by private enterprise while Hartshorne (1982: 54) identifies programmes such as literacy programmes, numeracy programmes, primary and secondary courses at night schools, correspondence studies that do not lead to formal qualifications and newspaper education as complementary education.

2.2.2.2 Supplementary education

This category of non-formal education usually comes later in life, after whatever amount of formal education a person has completed, and serves to add on to the learning produced in school settings (Evans 1981: 21-22) .

Included in this would be a large range of apprenticeships; skills-training programmes; farmer-training courses; and family or home economics training. This type of education primarily serves the section of a population who has already benefited from some participation in the formal educational system.

2.2.2.3 Replacement education

The third category includes activities which replace or substitute formal education, such as basic literacy courses; basic skill of literacy and numeracy; and low-level skills in subjects like health, nutrition and agriculture. Programmes tend to be short in duration and often have a considerable fluctuation in both attendance and in levels of skill produced in participants (Evans 1981: 22).

2.2.2.4 A combination of non-formal and formal education

According to Evans (1981: 22), "A fourth category may be emerging in the future in which formal and non-formal education merge into a unified process of education which is available throughout the lives of learners". Evans refers to a working group at Michigan State University which identifies four categories of non-formal education as being incidental education; informal education; non-formal education; and formal education. Evans also points out that these four categories provide a fairly clear set of boundaries for non-formal education. He further makes mention of various dimensions in order to analyse and define non-formal education more closely (1981: 3), namely:

(i) learning objectives
(ii) characteristics of the learners
(iii) organisational structure
(iv) staffing
(v) financing
(vi) learning methodology
(vii) locus of control.

It may be concluded that Evans (1981: 39) sees non-formal education as a definable set of educational activities which can be clearly separated from formal school structures, on the one hand, and from

the broad range of unstructured learning activities of everyday life, on the other. At this point, a fifth category, which is described by Bhola (1983), namely alternative formal education, may also be mentioned.

2.2.2.5 Alternative formal education

The aforementioned efforts to conceptually clarify non-formal education have assisted us to be able to differentiate between informal, formal and non-formal education. However, a problem arose when all education, which took place outside the formal school education system, was classified as non-formal education. In order to cater for this, Bhola (1983: 48,52) identifies a further category, called alternative formal education. An example will make the point clear. In South Africa the equivalent qualification for Standards 8, 9 and 10 provided by the formal school system may also be obtained at a technical college in the form of certificates, called N1, N2 and N3. In this country we accept such papers as formal qualifications, whereas Bhola would classify these qualifications as alternative formal education. Harbison (1974: 9) also supports the notion of alternative formal education and mentions "training pools" as a means of financing and organising non-formal training activities. These "training pools" have the following characteristics:

(1) They can effectively tap funds for training beyond the resources allocated by governments for formal education.
(2) Services can be provided more closely related to employer needs than formal vocational schools.
(3) They place responsiblity on employing institutions for the training function.
(4) In many cases they can provide services at relatively low cost.

A comparison between formal and non-formal education illustrates the difference between them as shown in Table 2.1.

Table 2.1

Comparison between formal and non-formal education

Formal Education	Non-formal Education
Objectives	
(i) Long term and general	(i) Short term and specific
(ii) Directed at general acknowledged certificate	(ii) Specific certificate
Time	
(i) Long cycle	(i) Short cycle
(ii) Preparative	(ii) Repetative
(iii) Usually full-time	(iii) Usually part-time
Content	
(i) In-put centred and standardised	(i) Environment orientated
(ii) Academic and practical	(ii) Community centred
(iii) Formally structured	(iii) Flexible structure
(iv) Teacher prepared	(iv) Learner centred
(v) Research intensive	(v) Less on research
Control	
(i) Externally controlled	(i) Self controlled
(ii) Hierarchally	(ii) Democratic
Venue	
(i) Institution based	(i) At any venue

Source: National Training Board (1988a: 12); Espach (1985: 11)

2.2.3 Models of non-formal education

The three models to be discussed were initiated by La Belle (1982), Dejene (1980) and Simkins (1976). As these are widely accepted and quoted worldwide, it is appropriate to use them as examples.

2.2.3.1 Thomas La Belle

The most important contribution made by La Belle (1982) is the "... theoretical framework by which to look at any education mode in terms

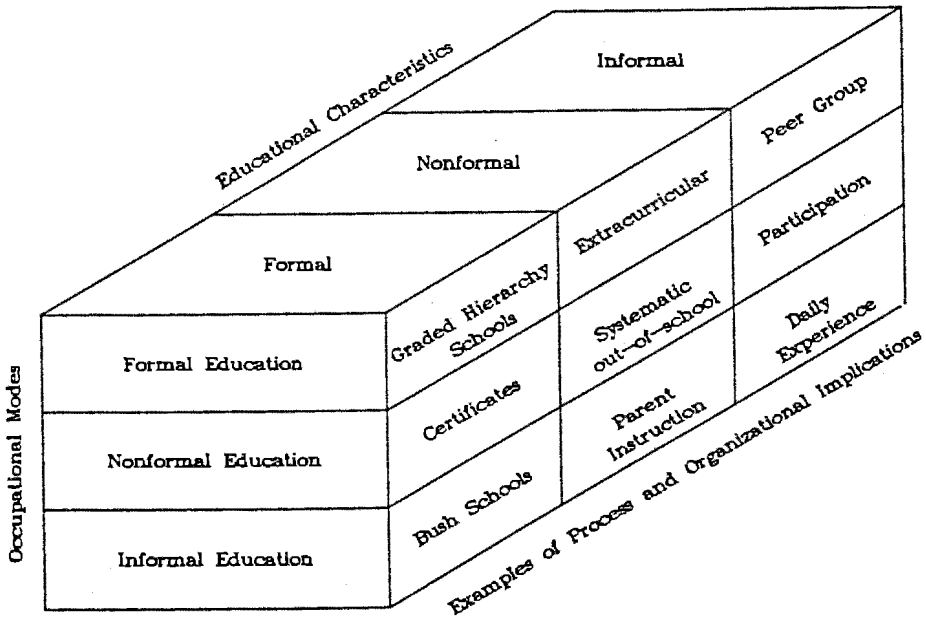
of its formal, non-formal and informal aspects..." (Dejene 1980: 20). La Belle's model is shown in Diagram 2.1. In La Belle's model, the interaction between the three modi of education can be seen clearly. He follows a methodological manner of approach and attempts to outline the complex interconnection and undefined territories which exist between non-formal education and the other modi of education. La Belle (1986: 6) defines non-formal education as follows:

> Non-formal education refers to organised, systematic out of school activity designed to provide learning experiences for a selected population.

La Belle views the three modi of education as interrelated but with one becoming predominant at a given time or place. According to La

Diagram 2.1

Formal, non-formal and informal educational relationships



Source: Patel (1984: 22)

Belle, the origin and development of the term "non-formal education" may be viewed as a result of the work activities of Philip Coombs. The writing of Philip Coombs, on the other hand, led to an internationally accepted definition as set out by Coombs and Ahmed (1974: 8) as follows:

> Non-formal education is any organised, systematic educational activity carried on outside the framework of the formal system to provide selected types of learning to particular sub-groups in the population, adults as well as children.

Although La Belle's definition does not appear to differ from that of Coombs and Ahmed, he does view the nature and character of non-formal education as an integrated system with the two other modi of education and not as three separate independent entities. According to La Belle, an individual modus of education only becomes more dominant than the other modi at any given time, depending on the circumstances in which the teaching is taking place. The Department of National Education's document on the education renewal strategy (1991a: 26) also describes non-formal education as planned and structured and something which can be provided at or by any institution to obtain a qualification other than a degree, certificate or diploma instituted under or by any law for formal education.

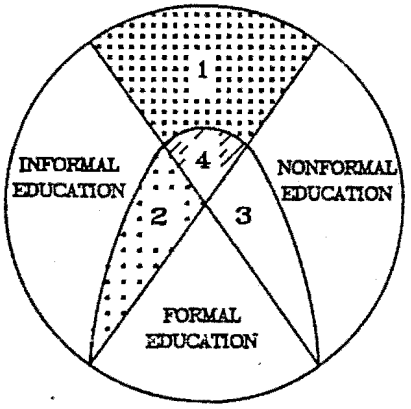
2.2.3.2 Alemneh Dejene

Dejene's model is illustrated in Diagram 2.2. He takes an analytical approach and shows the three modi of education as having certain common characteristics, therefore overlapping in the shaded areas. The degree to which certain characteristics become predominant in relation to the characteristics of other modi is what makes an educational activity informal, non-formal or formal. The shaded areas are not fixed but can be larger or smaller, depending on the

type of educational programme taking place. The size of informal, non-formal and formal education will vary according to the programme presented and clientele served. Also, the overlapping areas 1, 2, 3, and 4 vary from one programme to another.

Diagram 2.2

An illustration of educational modes



1 Overlap between Informal & Nonformal Education

2 Overlap between Informal & Formal Education

3 Overlap between Nonformal & Formal Education

4 Overlap between Informal , Nonformal & Formal Education

Source: Dejene (1980: 18)

From this emerges Dejene's (1980: 19) definition of non-formal education:

> Non-formal education encompasses a wide range of educational and developmental activities that aim to relate to the immediate needs of the target population.

The following points may be derived from Dejene's definition of non-formal education:

* The programme tends to be practical and functionally orientated.
* It is intended to bring about specific skills or changes in attitude among clientele.
* The gain is usually short term and tangible.
* It is presented by government, private or voluntary agencies.
* The organisational structure is not rigid.
* There is not as much external control as in the formal system.
* There is more autonomy in decision making at the programme level.

2.2.3.3 Tim Simkins

Simkins (1976), in particular, describes the approach of UNESCO's International Standard Classification of Education (ISCED). According to this approach, formal and non-formal education is taken up in what is called "informal learning". Simkins (1976: 8) states that "... we should perhaps, be thinking in terms of a context of on-going, pervasive and incidental informal learning within which purposefully directed formal and non-formal educational activities take place".

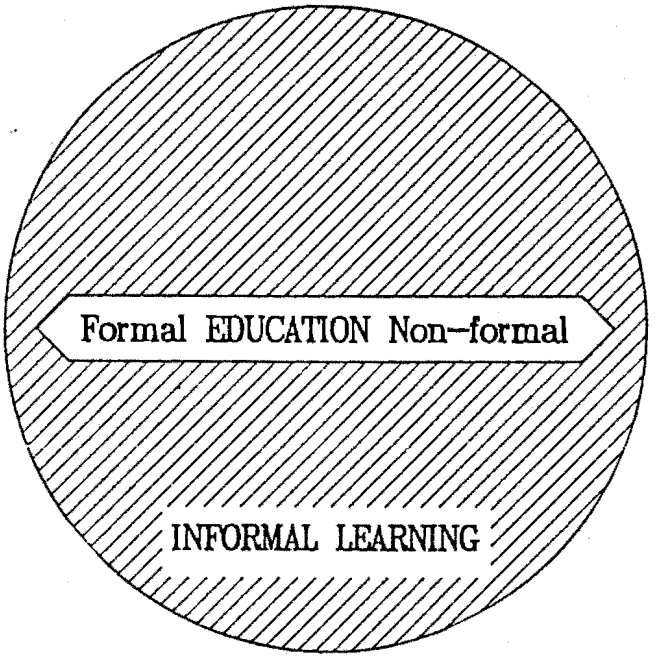
In Simkins's model, both formal and non-formal education are there to improve the informal learning process. According to Simkins, regardless of who the organisers of formal and non-formal education are, they are involved in improving the informal learning process. Educational activities are thus linked by their purposeful organisation and direction. This approach is illustrated in Diagram 2.3.

While we are able to compare definitions and identify various characteristics of non-formal education from the above categories and

models, the writer will now make his own observations before formulating his own concept of non-formal education.

Diagram 2.3

The relationship between formal and non-formal education and informal learning



Source: Simkins (1976: 9)

2.3 FURTHER OBSERVATIONS AND AUTHOR'S CONTRIBUTION

2.3.1 Further observations

(1) At first appearance, the term "non-formal education" seems to describe an unstructured and formless system. However, as more information is collected and studied, we are able to identify and describe a system which has been in existence for so long that it has been taken for granted. Through the categories and models mentioned, it is now possible to identify a system which not only runs parallel

to the formal educational system but, owing to its flexible nature, is complementary to the formal education system (Dejene 1980: 27).

This is important from an educational management perspective, of course, as non-formal education would be managed on a formal basis, parallel to that of the formal education system, which indicates that non-formal education does not take place within a vacuum but is managed on a basis closely linked with the management of the other modi of education, especially that of formal education (Coombs 1974: 42).

The researcher agrees with La Belle's statement (1986: 7) which stresses that a serious effort must be made to identify this modus of education by finding a definition for it because it reflects a host of conceptual, political, cultural, and linguistic issues of importance when working cross-nationally.

If La Belle's statement is taken seriously, it will become important for South African educationists to identify the parameters within which non-formal education may be practised in this country, taking the particular circumstances of South Africa into account (Fourie 1978: 20). For example, it will contribute towards the wide acceptance of non-formal education and its establishment on a national, regional and local basis leading to the setting up of proper management and administration structures.

In view of the fact that Garbers (1984) categorises non-formal education taking circumstances peculiar to this country into account, serious note should be taken of his description of categories of non-formal education, as it can definitely serve as a basis for the starting points for the establishment, operation and management of

non-formal education, the same as formal education structures.

(2) Notwithstanding the fact that much effort has been made to analyse and categorise non-formal education in order to define it, it is apparent from the abovementioned categories that:

(a) Non-formal education does exist and takes place on a major scale within our society.

(b) There is a large overlapping of educational activities as outlined in the descriptions provided by the aforementioned experts. However, this is done from the field of experience of each.

(c) A better view of the concept of non-formal education is formed by viewing the categories of non-formal education in that each programme which is categorised deals with a specific content matter, and works towards specific end results. Demarcation of non-formal education is, therefore, narrowed down to the content and results of non-formal educational programmes.

(3) A further point to note is that the interrelationships that exist between non-formal education and the other two modi of education give illiterate and undereducated persons the opportunity, if they choose, to educate themselves through the non-formal education system (Karodia 1986: 52). Therefore, they are in this way able to improve themselves and should they so choose, to join the formal education system once they are equipped to cope with further education. In the same way, an educated person who wishes to gain additional knowledge in a specific field of study may make use of non-formal education programmes.

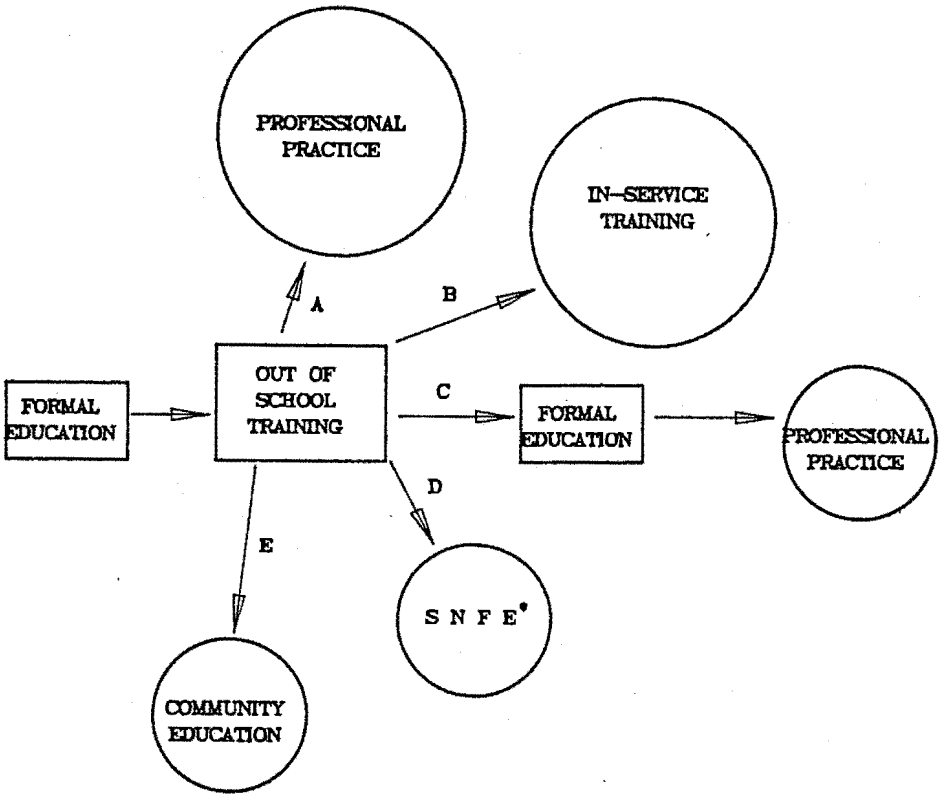
Following these observations, it may be noted that the three modi of education take place throughout a person's lifespan. Informal education takes place in the early years by means of informal training, such as radio programmes, reading books and television. Formal education starts at the age stipulated to start formal school training in South Africa, which is between 6 and 7 years. At this point a child enters the formal education system. The formal education facilities include schooling as well as training available at technical colleges, technikons and universities. Non-formal education is provided along two specific lines. Firstly, those people who have not received formal education, but have been required to train for a specific skill and were trained in-house or on an unofficial basis. This specific training is motivated through the identification of the person's needs in his specific environment and the non-formal education is provided to obtain specific desired end results. Secondly, there are those persons who have received formal education qualifications, but still require specialised skills on an ongoing basis. In order to fulfil the work function, they may also make use of the non-formal education system.

The incorporation of this type of non-formal educational programme by the career-orientated student is illustrated in Diagram 2.4. This diagram illustrates five possible learning patterns for the student. Pattern A is followed by a person who is not planning to study a specific course for his career, but to learn only through experience. According to pattern B, career training is provided on an in-service training basis. Pattern C provides a person with the opportunity of

returning to a formal educational system for further training. Pattern D provides a person with the opportunity of attending structured non-formal education programmes. A specific example of pattern D is a candidate who is accepted for apprenticeship training after the successful completion of an entrance examination. Finally, pattern E provides the worker with training during his normal working experience, by means of community training and in-service programmes (HSRC Education Research Programme No. 11 1989a: 54-55).

Diagram 2.4

Possibilities for career incorporation for students



Source: Human Sciences Research Council Education Research Progamme no. 11 (HSRC 1989a: 54-55)

(4) Furthermore, this training is possible due to the complementary and interlinking characteristics of the three modi of education, which lead to linkages between the three modi of education (Bhola 1983).

From the above analysis, various characteristics of non-formal education may be identified. Paulston (1974), quoted by Dejene (1980: 17), identifies a number of modal characteristics in both formal and non-formal education, namely: structure, content, time, control, locality, functions, rewards, methods, participants and costs while similar characteristics of non-formal education, such as aims, time and content, are also mentioned by the Human Sciences Research Council (1988: 56-58). Simkins, on the other hand, suggests fifteen characteristics, divided into five groups, namely purposes, timing, content, delivery system and control. This is combined in Spaulding's outline of groupings of non-formal education. Spaulding (Patel 1984: 20) has based the grouping of educational services on the manner in which the clientele participate. As the six types of characteristics are incorporated into the author's model, a description of these characteristics follows:

Type I Highly structured and rigid educational institutions and programmes with highly prescriptive content

Type II Highly structured prescriptive educational activities but with long-term goals involving a degree of flexibility in organisation and programme

Type III Moderately structured educational activities and

institutions usually consisting of formal courses and seminars directed toward prescriptive learning goals

Type IV Loosely structured educational services which seek to find and influence people with a fairly prescriptive message and content (people can elect to listen or participate if they wish) often seek to encourage other groups and services to assist in spreading the message

Type V Participant-governed groups in which people elect to join in activities with others of similar interests; programmes often include seminars, courses, and speakers; but such activities are secondary to the basic goals of the group

Type VI Services which provide a broad range of informational and educational media from which people select according to their interests (Although there may be structured services linked to other educational programmes, most cater to serve a broad spectrum of individual interests.)

2.3.2 Author's contribution

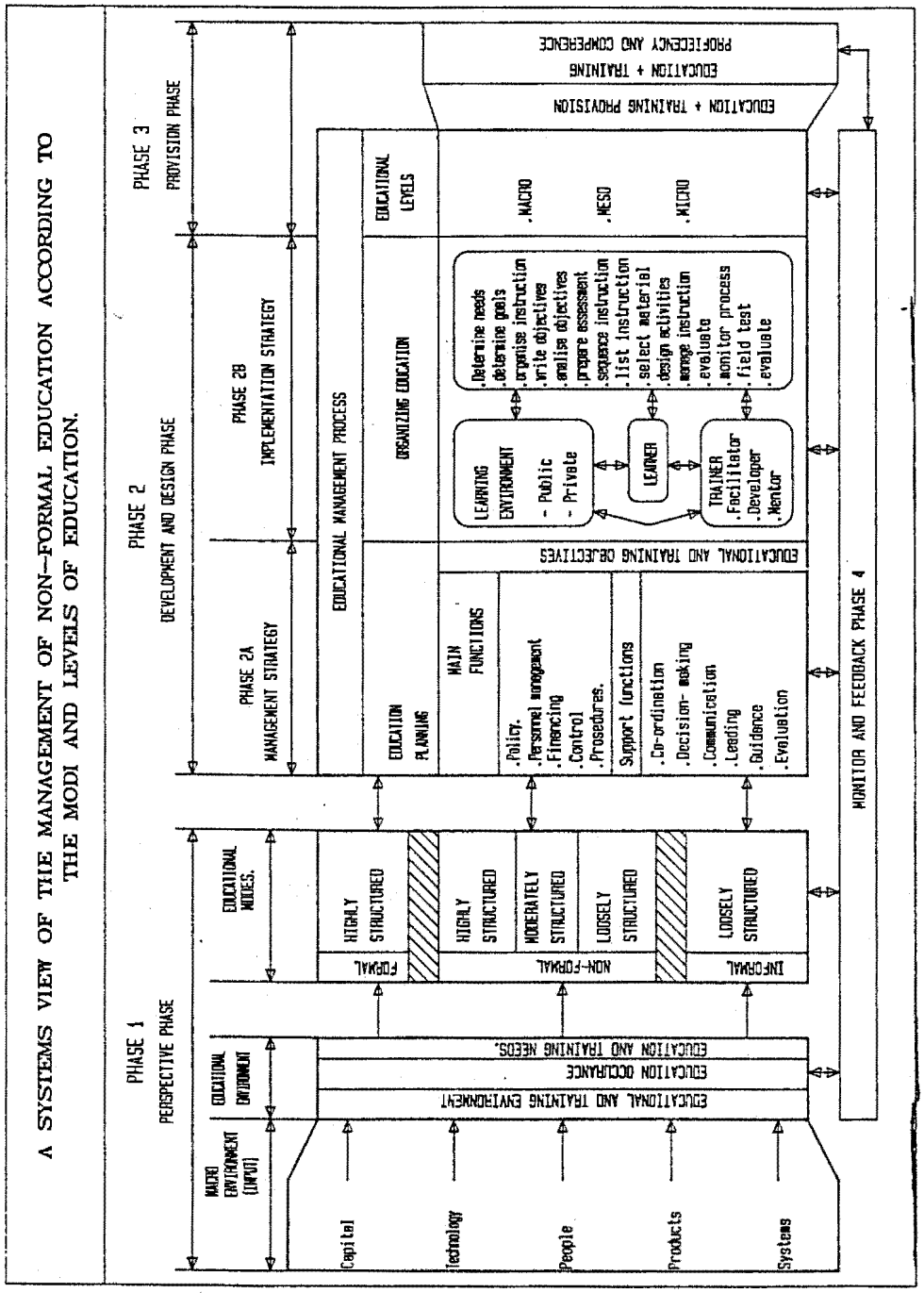
Taking the abovementioned discussion into account, non-formal education may best be illustrated by means of a diagrammatical presentation of the interrelationships between the different modi of education and the management thereof. The flexibility that exists between the three modi of education is illustrated in the author's own model in Diagram 2.5.

Phase 1: Perspective phase

The external environment (macro-environment) is influenced by

Diagram 2.5

A systems view of the management of non-formal education according to the modi and levels of education



Source: Taken and adjusted from Van Schalkwyk (1988: 74); Calitz (1986a: 33); Lessing (1985: 22); Nasser (1989: 22); Briggs (1977: 181).

capital, technology, people, products and systems and demands that learning take place throughout a person's lifespan. This occurrence leads to the situation where the individual is introduced into the educational and training environment where the education occurrence takes place. Perception of the education training needs compels a person to describe the needs in terms of the educational modes that exist. Scanning takes place between the education and training needs and that which is available to meet these needs. Taken from birth to adulthood, the modes depict informal education, non-formal education and formal education.

(a) *Informal education*: This takes the form of family and infant care programmes, health care programmes, cultural educational programmes as well as literacy programmes. It is mainly provided through media such as television, books and periodicals, audio-tapes, adult education centres and private night schools. The providers are mainly voluntary associations and local government bodies. There are no pre-set or specific syllabi, curricula or contents, but mainly presentations by speakers and therefore it can be described as loosely structured.

(b) *Non-formal education*: This type of education is loosely structured, moderately structured, and then highly structured.
(i) The loosely structured non-formal education includes programmes such as cultural education programmes; civic education programmes; family planning programmes; literacy programmes and numeracy programmes. Training takes place over a very short period (within hours). Syllabi, curricula and course content are

slightly more structured than that of informal education. Presentations take the form of a short lecture, and video or tape-slide presentations. Certificates are not awarded.

(ii) Moderately structured non-formal education includes programmes such as literacy programmes; life-skills programmes; vocational skills programmes; management development programmes; and the re-training of apprentices. Training is provided by ad hoc industrial schools, technical institutions, group training centres, and private in-house training schemes. Training takes the form of short two-to-five-day courses. Manuals, video- and audiotapes are fully utilised and attendance certificates are awarded.

(iii) Highly structured non-formal education takes the form of advanced in-service training programmes; advanced vocational skills programmes; advanced life-skills programmes; advanced in-service training programmes; primary and secondary education for adults; certificate courses at technical colleges as well as correspondence certificate courses. Training is provided at universities, technikons, technical colleges, adult education centres and night schools and takes the form of a three-to-six-months course, or even a one-year course. Highly structured non-formal education is evaluated according to specific criteria such as:

* entrance requirements: age, achieved basic education and health
* control by a recognised accreditation committee
* duration of training is fixed with a pre-determined time followed by testing and examining
* curriculum sets specific standards with regard to theory, out-of-service training, in-service training and work experience. This is linked to training which is controlled by a body other than the one that is providing the training

* certification includes a set standard at a given time when skills, knowledge and experience is evaluated
* permanence: training is provided at a certain time-span.

(c) *Formal education* is always highly structured with preset syllabi and curricula. It is provided at primary, secondary and tertiary levels at schools, technical colleges, technikons and universities. Degrees, diplomas and certificates are obtained.

Phase 2: Development and design phase

This phase is made up of two subphases, namely a management strategy and an implementation strategy phase, which are combined in the educational management process. Development means educational activities are not static but rather dynamic, where one is concerned with change and where objectives are achieved in a changing environment. The development phase expresses the dynamic intentions of where education and training wishes its people and work force to be and how to achieve this. This phase must thus be managed (Phase 2A) and implemented (Phase 2B) (Nasser 1989:22).

Management strategy can be seen as the totality of all the actions which are necessary to let the functional activities achieve results (Van Schalkwyk 1988: 77). The six main management function processes include policy formulation, personnel management, financing, procedure formulation and control. Interaction between these main groups is achieved by means of co-ordination, decisionmaking, communication, leading and evaluation. Strategic plans for long-term utilisation of resources, policy formulation and operational execution of policy and procedures into action take place here. Educational and training missions are defined. Macro-, meso- and

micro-conditions are analysed taking the educational strengths and weaknesses into account as well as the learner, learning environment and the trainer. Objectives and goals are developed where quality, quantity, time scales, age, and sex are stated. Development strategies are defined taking non-formal education programmes, courses, syllabi and curricula into account (Lessing 1985: 22).

Phase 3: Provision phase

Educational providers are allocated according to the specific pre-defined missions, goals and objectives. Education manifests on three levels, namely macro- (government and provincial), meso- (regional and local institutions) and micro-level (school as an organisation) (Briggs 1977: 181; Calitz 1986a: 32).

Phase 4: Monitor and feedback phase

Monitoring is the process of measuring the effectiveness of the total system in terms of its total purpose. Evaluation of the non-formal education and training material is done by checking the standard of the course contents, teaching instruction, method, and application and ordering of learning material. The effectiveness of each individual action plan, in relation to the achievement of the objectives, is evaluated.

An additional model on the provision of non-formal education, which indicates the provisional factors of the modi of education, is provided in Annexure A.

An attempt will now be made to factualise the concept of non-formal education based on the preceding information. In order to understand

non-formal education more clearly and taking the aforementioned information into account, the researcher believes that non-formal education may be viewed from two perspectives, namely from its management, i.e. educational management perspective and from a practical point of view, i.e.educative practice perspective.

From the educational management perspective, non-formal education may be viewed as an educational system in which the managerial and administrative activities are managed to take place outside the established formal educational system. Proper management and administration of non-formal education allows the educational activities to take place in the most appropriate *place* convenient to the group depending on the *size* thereof, presented by an *instructor* who, according to a set but *self-chosen programme*, uses self-selected *teaching methods* to present the programme, the *duration* of which is adjusted according to the objectives of the course and the desired results. As non-formal education is highly flexible, it may be planned, organised, co-ordinated and controlled in various degrees of detail.

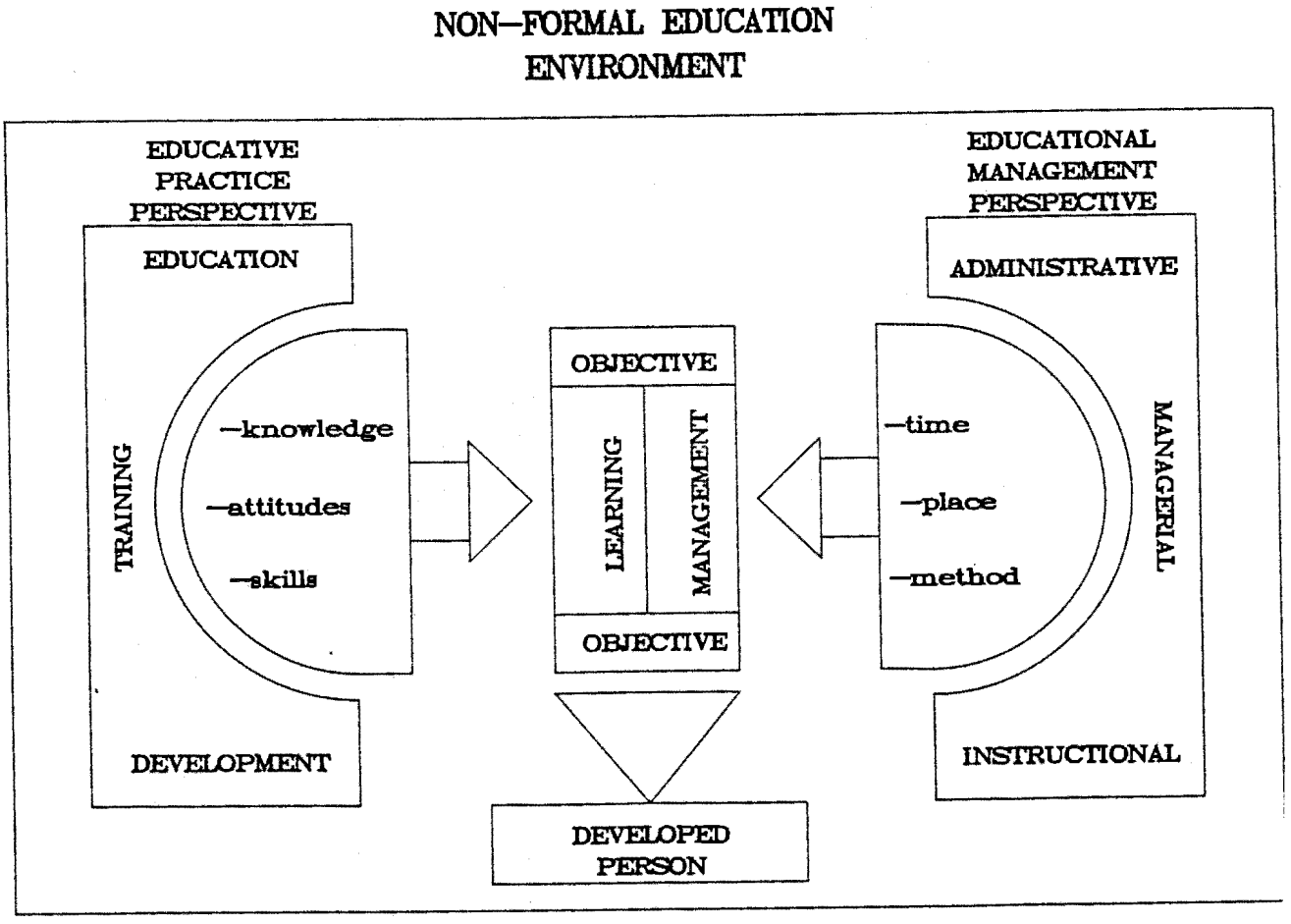
From an educative practice perspective, practical matters are taken into account and clients are educated, trained and developed towards pre-determined learning objectives.This depends on the needs of the specific individual, client, group or community where specific contents of knowledge (intellect), know-how (skills), and attitudes (values and norms) are transferred. All the different educational disciplines which are related to the formal education system, are also accommodated in the aforementioned perspectives for the provision of non-formal education. Diagram 2.6 illustrates the

aforementioned perspectives.

In view of the fact that the aforementioned terminology, categories and models provide us with a clearer image of non-formal education, it is important to emphasise the need for the provision of this type of education in South Africa. A discussion covering this point follows.

Diagram 2.6

Diagrammatical outline of the educative practice and the educational management perspectives of non-formal education



2.4 THE NEED FOR THE PROVISION, MANAGEMENT AND ADMINISTRATION OF NON-FORMAL EDUCATION IN A SYSTEM OF EDUCATION PROVISION IN SOUTH AFRICA

The challenges of education demand new outlooks. Several important factors play a vital role in the provision of education in South Africa today. Social, economic, political and cultural factors cannot be viewed in isolation from the provision of education as they all play a vital role in the educated and trained labour force. Strauss (1990: 1) stresses that education can play a major role in the provision of the necessary trained labour force and resultant economic growth for the future:

> Education is the most basic of the challenges facing the new South Africa: it may well prove to be the most difficult, both in terms of the large material resources required and in the changes that will be necessary to South Africa's complex social structure.

In order to show the real need for education in general and specifically for non-formal education in South Africa, it is thus important to discuss briefly the factors which influence the need for the provision of non-formal education. This will also emphasise the need that exists for a properly managed and subsequently co-ordinated non-formal education system.

2.4.1 Factors influencing the need for the provision of non-formal education in South Africa

The need for the provision of non-formal education in South Africa is influenced by various factors and accordingly warrants brief discussion.

2.4.1.1 Illiteracy and unemployment figures

According to the Urban Foundation (1989), the economic growth of a country may be stimulated through utilising its national manpower resources better by improving training facilities. In South Africa, a small population of White people are relatively well educated and trained and are thus more wealthy than the large population of non-whites who are undereducated or illiterate. South Africa's percentage of illiterates and unemployed is staggering, according to Van Zyl (1990: 17). This is confirmed by the Department of Statistics (1988: 7.32; 7.40). In 1987 unemployment figures for Whites totalled 29 101, for Coloureds 30 054, for Asians 11 402 and for Blacks 1 028 000, which is attributed to the large number of illiterates in South Africa. According to Wilson and Ramphele (1989: 235), unemployment rose from 11.8% in 1970 through 15.0% in 1976 to 21.1% in 1981.

When the educational level of South Africa's labour force is analysed (Table 2.2), it shows that in 1985 only 0,2% (8372) of the economically active Black population of 5,304,918 in South Africa held degrees. Similar figures show that 10% of the White working population of 1,972,778 held degrees.

What is of further interest are the figures reflecting statistics of illiterate or uneducated people. While 11% of the White working population could be classified as uneducated, an astonishing 86% of the Black working population and 77% of the Coloured work force is uneducated.

According to Sadie, as referred to in Human Sciences Research Council report (1981: 26), the source of our labour force consists of four

Table 2.2

Educational level of the economically active population, RSA 1985 (a)

1985	TOTAL	Whites	Coloureds	Asians	Blacks
None - Std 7 or unspecified	66,5	11,0	77,4	46,0	86,0
Std 8-9	13,8	25,9	13,0	24,6	8,9
Std 10	10,4	31,1	4,9	18,4	3,5
Diploma	6,7	22,1	4,2	7,6	1,4
Degree	2,6	10,0	0,5	3,5	0,2
TOTAL	100,0	100,0	100,0	100,0	100,0

(a) TBVC countries excluded.

Source: Reynders (1987: 16)

socioeconomic classes, being the management group (class I); the highly educated (class II); semi-educated (class III) and the un-educated (class IV). The management group consists of entrepreneurs who are responsible for the creation of jobs and technological development and who run the risks. Of this group, 96% are Whites. By making training and educational facilities available to the uneducated and by improving the level of those who are semi-educated, the individual productivity of people, White and non-white, will increase and accordingly the productivity in the country will increase because natural and other resources will be utilised better (NPI Productivity Focus 1990: 22).

A view of the demand for manpower (Tables 2.3[a] and 2.3[b]) to the year 1995 will also emphasise the need for training.

South Africa's total work force is presently eleven million persons

according to an article published in *The Pretoria News* of 17 October, 1990 entitled, *SA Short of Skilled Workers*. Present statistics show the following about the work force:

* 30% have no education whatsoever
* 36% have primary schooling
* 31% have secondary schooling
* 3% have degrees or diplomas.

This is confirmed in the Report of the Work Committee on the Provision of Education, report no. 11 (HSRC 1981d). Possibly 45% of Black South Africans are illiterate (Strauss 1990: 2). The work force is expected to increase to a total of 17,600,000 by the year 2000. This represents a yearly increase of 2.61% per annum. This means that almost one thousand jobs have to be created every day if the

Table 2.3(a)

Forecast of the demand for manpower to the year 1995(i)

OCCUPATIONAL GROUP	1985(ii)	1995	% Growth
High Level Management (HLM)	809 234	1 115 238	3,3
Middle Level Management(MLM)	2 347 417	3 015 267	2,5
Production and mine worker, labourer	2 740 300	3 142 665	1,4
TOTAL	5 896 951	7 273 170	2,1

(i) Domestic workers, informal sector and agricultural workers excluded; TBVC countries included; based on a real growth rate of 3% in the economy.
(ii) Normalised figure, i.e. based on the relevant growth rate over time.

Source: Taken and adjusted from the National Manpower Commission (1987: 43)

according to an article published in *The Pretoria News* of 17 October, 1990 entitled, *SA Short of Skilled Workers*. Present statistics show the following about the work force:

* 30% have no education whatsoever
* 36% have primary schooling
* 31% have secondary schooling
* 3% have degrees or diplomas.

This is confirmed in the Report of the Work Committee on the Provision of Education, report no. 11 (HSRC 1981d). Possibly 45% of Black South Africans are illiterate (Strauss 1990: 2). The work force is expected to increase to a total of 17,600,000 by the year 2000. This represents a yearly increase of 2.61% per annum. This means that almost one thousand jobs have to be created every day if the

Table 2.3(a)

Forecast of the demand for manpower to the year 1995(i)

OCCUPATIONAL GROUP	1985(ii)	1995	% Growth
High Level Management (HLM)	809 234	1 115 238	3,3
Middle Level Management(MLM)	2 347 417	3 015 267	2,5
Production and mine worker, labourer	2 740 300	3 142 665	1,4
TOTAL	5 896 951	7 273 170	2,1

(i) Domestic workers, informal sector and agricultural workers excluded; TBVC countries included; based on a real growth rate of 3% in the economy.
(ii) Normalised figure, i.e. based on the relevant growth rate over time.

Source: Taken and adjusted from the National Manpower Commission (1987: 43)

anticipated additional seven million people are to be accommodated. By projecting the existing statistics of illiteracy to the labour force of over seventeen million people (excluding TBVC countries) in the year 2000, a picture of urgency arises (Hofmeyr & Swart 1984: 61; Dunn-Rankin & Beil 1990: 45). Providing education for the growing millions, whether it be formal or non-formal education, is an almost insurmountable problem (Kruger 1988: 384). Furthermore, Abedian and Standish (1989: 19-20) mention factors such as demographic pressure, political and social tension, sanctions, savings and capital formation, inappropriate factor mix and skewed distribution of income which contribute to low employment creation.

These points, as well as the illiteracy problem, have a negative

Table 2.3(b)

A percentage of the various population groups (20 years and older) with five years' or more schooling and the percentage of illiterate

Population Group		Total	% Illiterate
Whites	N	2 248 579	
	T	2 210 134	
	%	98,29	1,71
Coloureds	N	885 233	
	T	544 760	
	%	61,54	38,46
Asians	N	296 640	
	T	209 931	
	%	70,77	29,23
Blacks	N	7 107 684	
	T	2 287 942	
	%	32,19	67,81

Source: Department of Statistics (1988: 1.4-5.3); Berkhout (1987: 107)

influence on the development of this country's resources and economy. The need to find a way to reduce illiteracy and unemployment has become urgent. While education comes to mind first, Kotze (1990: 22) states a further problem relating to the education system, namely that the skilled worker shortage in South Africa is maintained by the emphasis on providing an education system that focuses on producing school leavers who are academically, rather than technically, oriented .

Another problem highlighted by Lee (1983a: 41) is that "most people in South Africa, and particularly those living in urban areas, attach great importance to formal schooling". In other words, while the formal educational system has been able to handle the supply of education to a minority of the population, this educational system is not capable of supplying skilled training to the whole population in order to improve productivity in our country over a short term. While the President's Council's Report of the Committee for Economic Affairs (1989: 182) states that "education forms a major source of productivity growth, since the quality of the work performed by an individual is greatly affected by his educational background". This is confirmed by Van der Walt (1990: 9) when he states that "the revision and restructuring of the education system is imperative if we want to meet the needs of an economy which is starved for skilled people".

According to Dekker and Van Schalkwyk (1989), the educational sector, and especially the non-formal educational sector, is one of the most important participants that influence the economy of a country. Dekker and Van Schalkwyk (1989: 9) mention that in capitalistic

countries non-formal education can play a vital role in the provision of education. Samuelson (1970: 800) supports Dekker and Van Schalkwyk in this regard and emphasises that for a country to have a positive growth rate, it should support educational institutions by increasing "its support of schools, colleges, universities, and vocational retraining institutes". For Samuelson (1970: 752), educated people are more productive people. Taking into account the above statements by Strauss (1990), Dekker and Van Schalkwyk (1989) and Samuelson (1970) together with the aforementioned factors, such as illiteracy, unemployment and low producativity, it is clear that it has become a necessity for the undereducated to be educated speedily so that our work force can be strengthened quickly enough to accommodate the high growth in population numbers. This will ensure that the economic situation in South Africa improves and does not decline to the level of an underdeveloped country (*The Sunday Times* 2 June 1991: 10).

2.4.1.2 Pupil numbers and inadequate education structures

As a result of various problems which are unique to this country, the education structure which exists in South Africa at present does not serve the population in entirety.

(1) The rapidly rising demand for educational services poses a problem. The existing facilities available to pupils cannot be expanded at the same rate as the need for education. This is mainly as a result of the growth in pupil numbers, which places a strain on the infrastructure and facilities such as the number of qualified teachers, schools and classrooms which are available at present. Furthermore, the possibility of the introduction of compulsory

primary school education for all races in the future magnifies the problem. Diagram 2.7 reflects the pupil-teacher and pupil-classroom ratio, giving an indication of the demand which is already placed on teachers (Diagram 2.7[a]) and on classrooms (Diagram 2.7[b]) which were available in 1990.

Diagram 2.7(a)

Pupil-teacher ratio according to population group, 1990

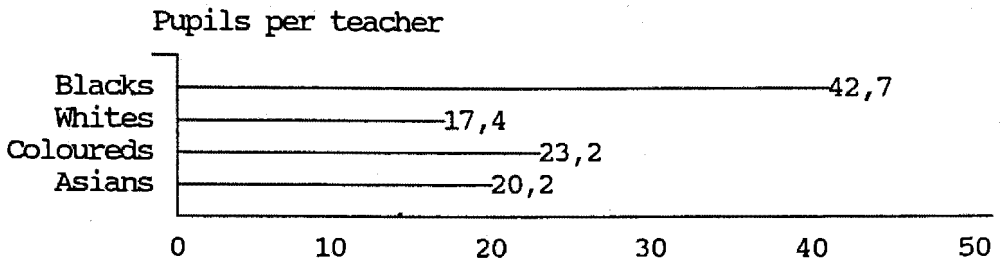
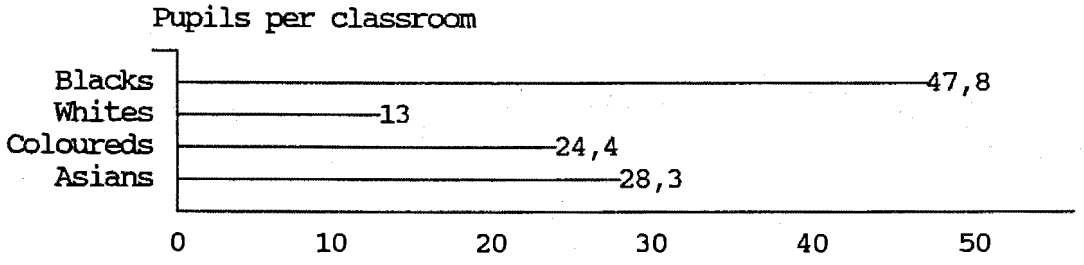


Diagram 2.7(b)

Pupil-classroom ratio according to population group, 1990



Source: Du Pisani, Plekker, Dennis and Strauss (1990: 21); Department of National Education (1992: 19, 82)

(2) The second problem to be discussed is the growth in Black pupil numbers. Statistics show that pupil numbers in schools run by the

Department of Education and Training (DET) in South Africa doubled between 1982 and 1988, i.e. an increase of 360,000 pupils (Bezuidenhout 1985: 77). However, once the pupil numbers in the TBVC territories are taken into account, it is estimated that by the late 1990s, there will be approximately one million children starting school annually. Table 2.4 shows the growth in student numbers forecast to the year 2000. The annual pupil number growth rate from 1990 to the year 2000 is anticipated to be 30,000 for Blacks; 6 100 for Whites, 9 530 for Coloureds and 1 990 for Asians. (Du Plessis, Du Pisani & Plekker 1989: 12). These figures for Black students should be regarded as conservative as school attendance is not compulsory for Black children. In the light of the aforementioned, the need for qualified people is becoming a crisis.

(3) The third problem under discussion is the ideological divisions within the national educational structure. Strauss (1990: 12) points out that at present there are nineteen educational departments and six different examining authorities. This leads to a lack of uniformity in school standards. Furthermore, there are about one thousand different individual syllabi in existence. With regard to this issue, The Urban Foundation (1987b: 80) rightly sees one of its main tasks to be the development of a new educational system, as the organisation has as one of its main aims the "...overhauling of South Africa's educational system".

(4) The final problem identified is the mother-tongue education and culture issue, which has become a problem at the primary level. In a country with many different dialects in existence, each group needs its own teachers to teach in the vernacular (Smit, Booysen &

Table 2.4

Pupil enrolment forecasts according to population group and school phase, 2000

Population group	Phase	2000
Blacks	Primary	8 289 900
	Secondary	3 528 300
	Total	11 818 200
Whites	Primary	600 000
	Secondary	378 000
	Total	978 000
Coloureds	Primary	706 700
	Secondary	240 600
	Total	947 300
Asians	Primary	160 500
	Secondary	88 900
	Total	249 400
Total	Primary	9 757 100
	Secondary	4 235 800
	Total	13 992 900

Source: Du Plessis, Du Pisani and Plekker (1989: 12)

Cornelius 1983: 2-7; Pienaar 1988: 40). This, once again, leads to a lack of uniformity in education structures.

The management and administration of non-formal education on a national and regional level would appear to be a great necessity, as a real need for the provision of non-formal education in South Africa does exist.

These four points were evoked as educational specialists were requested to look for new educational models on an urgent basis. This leads to the need to look at the possibility of including non-formal education in the model to accommodate the large numbers of illiterate people who would otherwise not be provided for under the formal

education system.

The overall situation may be summarised in the view of Beckum (*The Pretoria News* 25 March 1991: 3), vice-president and professor in Practice of Education at Duke University, North Carolina, who suggested, in order to improve the educational structure in South Africa, that the governments's resource allocation would have to strike a balance between research and educational opportunities; provide bridging programmes; accept as many students as possible without lowering standards; and provide skills training.

2.4.1.3 Social matters and educational spending

Social development can be defined as "... the general increase in the quality of life" (Kotze, Charton & Jeppe 1985: 21). The early identification and prevention of social problems, and the promotion of the social stability of individuals, families and communities also lead to social upliftment. Furthermore, it is a known fact that there is a direct relationship between education and social development (Fagerlind and Saha 1983: 47). This is also emphasised by the National Training Board in the paper read at meetings covering the promotion and co-ordination of manpower training (1988a: 6) which states that "labour, employment, training and social policies must be interwoven" in order to address social upliftment.

Over and above the aforementioned, South Africa's dual developing economies are prevalent in that the minority, mainly "First World", have developed socioeconomic structures for which financial provision for education was provided. The majority, being "Third World", did not identify with the benefits of a developed socioeconomic structure

and therefore they made little provision to supply education and other social services. Third World characteristics such as the lack of social policies, high unemployment, a lack of labour creation and the lack of financial support for training and education provision are therefore found to be in existence as a result of the lack of the desire to be educated. The educational facilities provided to date have been provided as a result of the efforts of the "First World" minority. Various stumbling blocks in the existing education system may be mentioned, such as the extent of funds budgeted for annual expenditure on a White pupil, which is compared to expenditure budgeted for a Black pupil. Reference may also be made to the environmental and political factors. However, many of these social problems originated from a variety of factors, such as tribal beliefs and customs, population growth, the political tide in the country and demographical as well as geographical placing of population groups (Meintjes & Spangenberg 1988: 78 and O'Hear 1981: 136). In their article, "Towards scenarios for South African education: trying to find the rules of the game", Hofmeyr and Moulder (1988: 12) state that there is another group of socioeconomic factors which are usually neglected and which fuel the education crises:

> These are the demographic factors, like the accelerating urbanization of Africans, the high fertility rate of the African and the so called "coloured" populations, and the growing proportion of young blacks in the population.

With these factors, the following aspects may also be mentioned in this regard:

(1) The number of Africans will more than double from eight million in 1980 to seventeen million by the year 2000 at a growth rate of 2.8% per annum (Schoeman, Cloete & Nicholson 1985. 1 and *The*

Pretoria News 4 July 1990a: 13).

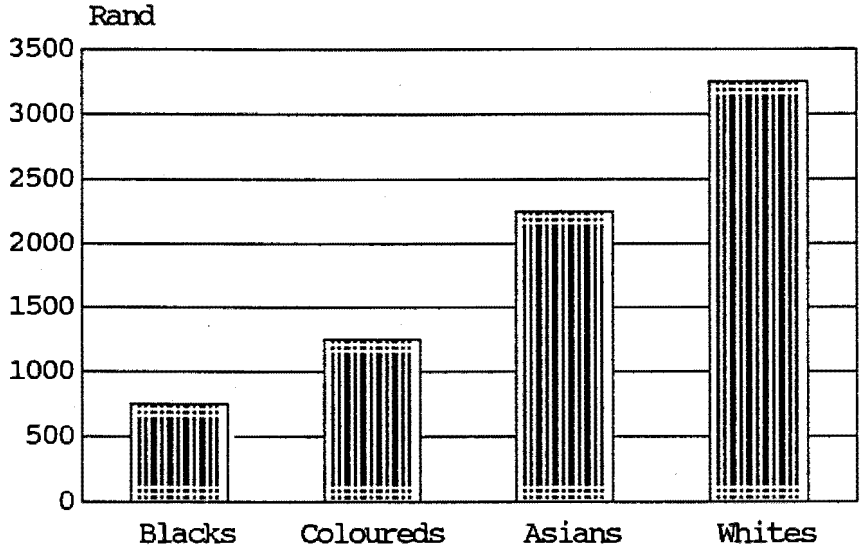
(2) The per capita expenditure in the education budget for the fiscal year 1989 was about R3100 for a White child and less than R800 for a Black child; expenditure for Asian and Coloured children fall between these two extremes (Strauss 1990: 2).

(3) In 1989 the pass rate for White matriculants was 96%, 73% for Coloureds and 42% for Blacks.

Although more funds are provided per White pupil as seen in Diagram 2.8(a), Diagram 2.8(b) shows that more funds are used to finance Black education in total. This fact emphasises a serious education problem: illiteracy is not resolved, regardless of the amount of funds allocated (over 4 000 million) to address the problem. An improved educational system will not improve social matters overnight, but will take time to be of effect and prove beneficial.

Diagram 2.8 (a)

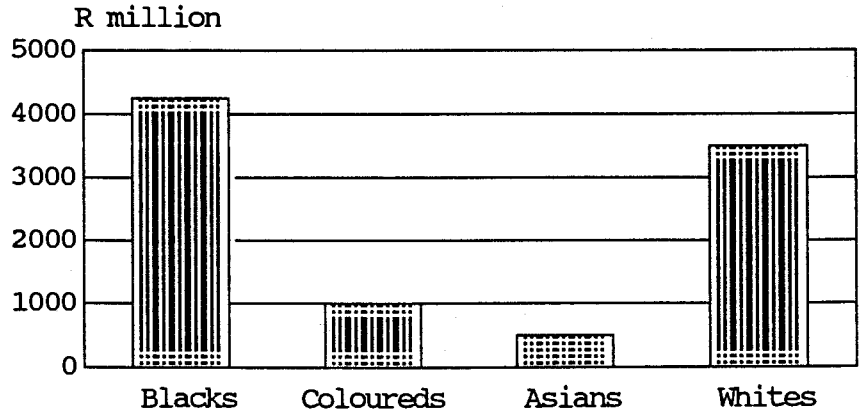
Spending per pupil according to population groups
per capita expenditure (incl. capex) 1988/89 *



* Excluding TBVC and National States

Diagram 2.8 (b)

Education expenditure by race groups



Source: Strauss (1990: 2)

The quicker education and training, which may be either formal or non-formal, take place, the quicker the improvement in social development will take place. The aforementioned arguments all support the need for the provision of education, especially non-formal education, in this country. The need for the provision of non-formal education is once again emphasised. As stated by O'Hear (1981: 136), "educators should not shut their eyes to the short-term practical needs of the society in which they are working....", the authorities will have to get more money to improve the system of education, as "economic development is generally regarded as the key to future improved intergroup relations in South Africa" (Kotze et al. 1985: 21).

2.4.1.4 The lack of trained/schooled manpower

In the HSRC/NTB investigation into skills training in the RSA (1989b: [ix]) it is mentioned that schooled manpower is of the utmost

importance for the expansion of the economy of a country. The study of the Department of Industries, Commerce and Tourism on the industrial development strategy for South Africa (1977: 30) put the case as follows:

> A well-trained corps of scientists, executives, technologists and technicians is required to develop, to absorb and to apply technology. Unless special steps are taken to remedy the shortages of such people, South Africa will certainly not be able to carry out any purposeful technological policy.

The existing education system is unable to produce enough specialists of any race group to fill technical, professional and managerial positions necessary to achieve economic growth (Terblanche 1981: 45). Strauss (1990) also points out that the existing education system in South Africa fails to supply skills needed now to stimulate growth in the future. According to the executive director of the Education Foundation, South Africa will have a deficit of more than five million skilled workers by the year 2000. (*The Pretoria News* 3 June 1991: 3). In the Sapse Report - 120, Venter (1983: 5) also emphasises the importance of a skilled labour force. Table 2.5 shows what the labour force is expected to be in the year 2000. With a total population of 36 million in South Africa, efforts to build a modern economy on the skills and expertise of 13 million who are illiterate demand a definite change in the education system, so that these people can become literate and so that the burden of economic growth is shared more equally (Dostal & Vergnani 1984: 33; Wilson & Ramphele 1989: 340). However, to initiate such a change requires the improvement of the skills and knowledge of the individual, so that the collective increase in productivity of all

Table 2.5

Projections of the demand for manpower until the year 2000

Population Group	Male	Female	Total	%
Whites	1 574	937	2 511	14.27
Asians	305	120	425	2,41
Coloureds	1 016	606	1 622	9,22
Blacks	8 335	4 707	13 042	74,10
TOTAL	11 230	6 370	17 600	100,00

Source: HSRC Report no. 11 (1981d: 28)

the individuals is reflected in a total increase in economic growth (Procter-Sims 1981: 20). Further to this statement, Mncwabe (1990: 23) states that there are no longer sufficient numbers of whites to do the jobs that were reserved for them. As the facilities for such training are limited and as the White population cannot be expected to carry the cost burden thereof, it has become a necessity for the non-white population to become more productive by increasing their skills through training. If not, as Wilcox (1990: 9) points out, either the top 30 percent of a population will grow wealthier while the bottom 70 percent become progressively poorer "or else we may all slide into relative poverty together". The standard of education and training, especially that relating to education and training for non-whites, is relevant at this point.

In their article "Some implications of the structural changes in the labour-force of South Africa", Terblanche, Jacobs and Beukes (1988: 142) stress the need to provide a higher level of training than is available at present when they state that the "standard of

education, for blacks in particular, will definitely need serious attention to ensure that there is enough interest in the fields of technological and managerial expertise". At this stage, however, black participation in technical training is very limited, and serious attempts will have to be made to lure more students to technikons and technical colleges. In "Uprooting poverty: the South African challenge", Wilson and Ramphele (1989: 307-342) mention four issues which must be addressed by government to uproot poverty, namely, agriculture transformation, macro-economy policy, job creation as well as public investment, and welfare. As continuous reference is made to education in the aforementioned issues, the researcher will view the role that non-formal education can play in a future South Africa.

2.5 SCOPE OF NON-FORMAL EDUCATION IN THE SOUTH AFRICAN CONTEXT

As is seen from its definition, non-formal education covers a wide spectrum of learning, such as pre-school education, training for school and college drop-outs, the unemployed and underemployed, farmers, army personnel, fishery and forestry workers, health workers, illiterate adults, instructors and supervisors, managerial personnel at various levels, factory workers, scientists, engineers, technicians and university alumni (Coombs 1968: 142 and Krüger & Vermaak 1986: 17-20).

To understand the wide scope covered by non-formal education, it must be taken into account that regions or areas have to be considered when providing non-formal education (Lee 1983b: 41 and Singh & Shukla

1979). In South Africa we are influenced by the geographical placing of different cultures and tribes with different languages. In the rural towns we find a high percentage of illiterate black adults with children who have attended a farm school until they reached an age when they were sent out to earn an income to assist the family. However, in the urban areas more attention is directed at the direct need for education resulting from needs arising in an industrialised area (Dostal & Vergnani 1984: 18). The provision of non-formal education in a rural area could cover education in basic reading, writing and arithmetic skills through to farming principles, because little or no organised education has been provided in these areas. On the other hand, the provision of non-formal education in the industrialised area will depend on the actual needs of people in specific trades. Here it could cover the basic reading, writing and arithmatic skills, as well as secretarial courses, bookkeeping, and specific commercial skills and trades. Once the various educational needs are identified in each respective region, the education already provided must be made available to those in need. Where no education is provided, non-formal educational programmes and courses may be established in that specific region. By doing this, education is being brought to the person, and not the person to education, which has been a major stumbling block in the education of people situated far from urban areas. A main advantage is, of course, that facilities in existence in a specific area, such as a school building or teachers, may be used for the non-formal education programmes.

The problem which is faced by educational planners in South Africa today is two-fold. Firstly, it is essential in the initial stages of

the development of a system for the provision of non-formal education in South Africa, that an effective management and administrative system form part of the development of a system for the provision of non-formal education. Secondly, this system must provide for the different specific education and training needs arising in a specific area, whether such provision of education is formal or non-formal. It is at this point that mention should be made of a body which could be utilised for the proper management and administration of the co-ordination and implementation of such programmes, namely Regional Services Councils.

2.6 SUMMARY

Aspects dealt with in this chapter included conceptual issues such as terminologies, categories and models of non-formal education which led to the researcher's own description of the interaction and interrelationships between the three modi of education. This contributed to reaching a framework within which non-formal education could be viewed, namely the educative teaching perspective and the teaching management perspective. The second half of this chapter concentrated on exposing the actual need for and importance of providing non-formal education in a country like South Africa.

Four factors, namely illiteracy and unemployment figures, pupil numbers and inadequate education structures, social matters and educational spending, as well as the lack of schooled or trained manpower, were discussed in detail. This, in turn, highlighted the necessity for a good administrative and managerial structure on a national as well as regional level in order to cater for the need

that exists in non-formal education.

The following chapter will investigate the provision of non-formal education as it exists in the private, public and other sectors of South Africa today.

---ooOoo---

CHAPTER 3

REVIEW OF EXISTING PROVISION OF NON-FORMAL EDUCATION IN SOUTH AFRICA

3.1 INTRODUCTION

The research problem stated in paragraph 1.2 referred to the necessity of a management and administration structure to co-ordinate non-formal education at regional and local levels. To confirm the existence of the stated problem, it is necessary to view the present position with regard to the provision of non-formal education within the borders of the Republic of South Africa.

In this chapter an outline is given of the institutions which make the biggest contributions to the provision of non-formal education. An overall view of the manner in which these institutions provide non-formal education to their respective employees as well as relate such non-formal education provided between the various institutions is also given.

After careful study of the Central Statistical Service's Standard Industrial Classification of all Economic Activities (Fourth Edition), a further classification provided by the Commission for Administration, as well as consultations with various experts, it was decided to classify the institutions involved in non-formal education into two main groups, namely the State and Parastatal Institutions and the Private Business Sector. Training within the State and Parastatal Institutions covers training provided to employees

specifically in the service of the Public Sector (Exchequer personnel) as well as more specialised training provided to employees within specific Public Sector service departments. The information provided in this chapter was obtained mainly from annual reports of the respective institutions and personal interviews conducted with staff of such institutions. Organisational structures may have changed in the interim due to changes in departments and institutions. The research has attempted to provide the most recently published structures and statistics in order to provide the most realistic information possible. The objectives, functions, structure, and the provision of non-formal education programmes by these institutions will be discussed. Diagram 3.1 illustrates the progress of the chapter outlay of the present position of non-formal education in the Republic of South Africa.

3.2 NON-FORMAL EDUCATION PROVIDED IN THE STATE AND PARASTATAL INSTITUTIONS

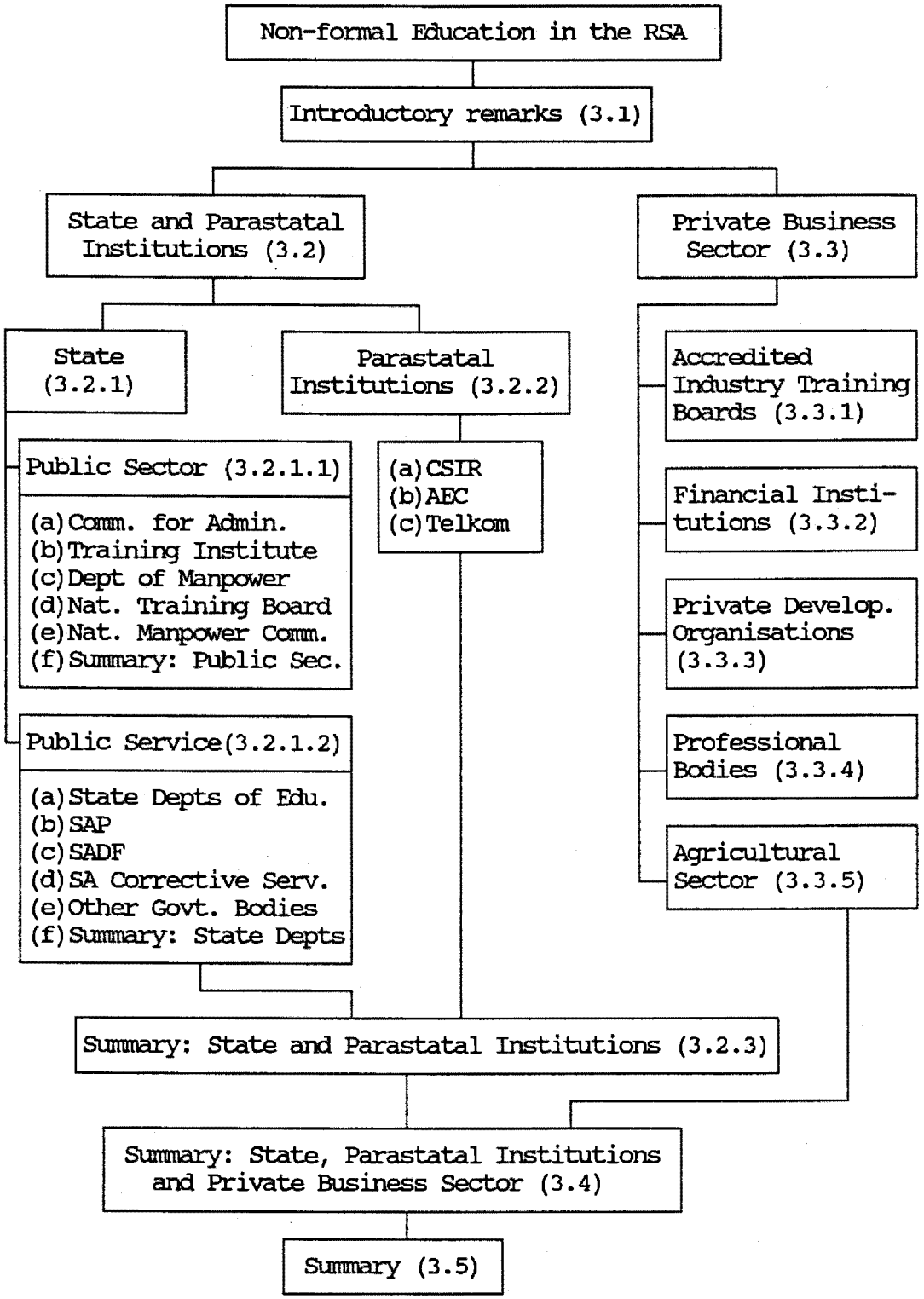
3.2.1 The State institutions

3.2.1.1 Non-formal education provided in the Public Sector

The State departments in question are divided into two sections: the Public Sector and the Public Service. The South African Public Sector is made up of executive institutions for own and general affairs. The State President heads the state departments and is assisted in the policy making and decision making of the Government by the Cabinet, Minister's Councils, Electoral College, President's Council and Parliament. The Cabinet consists of twenty-six departments and divisions which are managed by seventeen ministers

Diagram 3.1

Outlay for progress in chapter 3:
Present position of non-formal education in South Africa



(Commission for Administration Organisational Chart 1991). All forms of non-formal education take place within these departments and divisions. The Commission for Administration commissions training in the Public Sector and Public Service through the activities of the Training Institute to more than 748 000 persons (Annual Report: Commission for Administration 1990: Chapter E: 1).

According to Levitz (1990: 8), the "Public Service is an organisation consisting of people working for various departments, own affairs, administrations and provincial administrations. These people are engaged in performing a wide variety of functions that serve and benefit the community at large". There is a definite distinction between the Public Sector and Public Service, which according to Kluever, Director-General of the Office of the Commission for Administration, "cannot be sufficiently stressed" (Levitz 1990: 8). The Public Sector includes the Training Institute, which falls under the Commission for Administration, the Department of Manpower, the National Training Board and the National Manpower Commission. The Public Service consists of those departments involved in community, social and personal services, such as education departments, the South African Police, the South African Defence Force and the Department of Corrective Services.

(a) The Commission for Administration

The Commission for Administration falls under the Minister for Administration and Economic Co-ordination in the Cabinet. As an institution, the Commission dates back to 1 August 1912. The Commission's functions and powers are contained in the Commission for

Administration Act, 1984 (65 of 1984). The Commission's responsibilities lie mainly in two areas, namely that of government organisation and that of public personnel administration. Actions by the Commission under the various acts governing its functions and powers usually take one of the following three forms: they advise, they recommend and they direct.

As far as training is concerned, the Commission's main objective is to "acquire, retain and optimally utilise government personnel" (Annual Report: Commission for Administration 1990: 3). This is done through a policy framework for the development of the public sector, as follows:

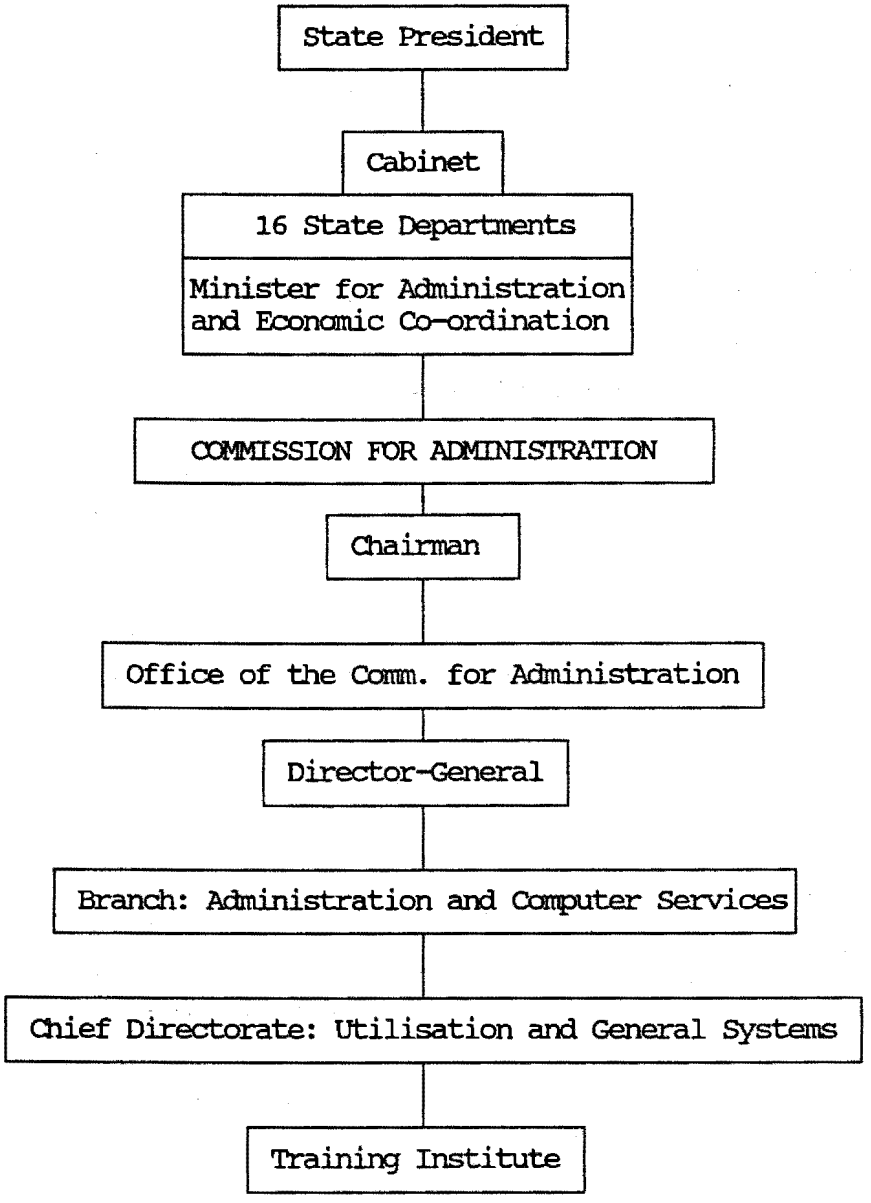
* developing personnel policy and efficient personnel management practices
* determining bases for the employment of personnel
* co-ordinating the conditions of service of various public service personnel corps
* publicising career opportunities
* promoting the training and development of personnel
* protecting public servants from nepotism and other subjective treatment
* objectively evaluating performance and rewarding outstanding achievements in a suitable way
* promoting the esteem and morale of public servants.

(Annual Report: Commission for Administration 1990: 3)

Diagram 3.2 reflects the Government's line of authority from the State President to the Commission of Administration to the Training Institute that acts as the executive body for the Commission's training objective. As the Training Institute provides training to the Public Sector as well as the Public Service, a more detailed study of this Executive Institution follows.

Diagram 3.2

Organisational structure of the line of authority from the State President to the Training Institute



Source: Annual Report: Commission for Administration (1990: 20)

(b) The Training Institute

(i) Task, functions, role and structure

The Training Institute's aim is to promote productivity in State departments in the Republic of South Africa and neighbouring territories through effective training and training consultation. In order to achieve this, the Training Institute provides training to officials countrywide in the application of the uniform provisioning administration system (Annual Report: Commission for Administration 1990: 35). The functions of the Training Institute are to:

* undertake research in the training field
* undertake development work in the training field
* determine guidelines and standards with regard to training in the civil service
* monitor training on behalf of the Commission for Administration
* advise departments of training
* offer training which cannot be provided cost-effectively by departments themselves
* assist departments to become independent with management training by helping and advising in an orderly fashion.

The organisational structure of the Training Institute is shown in Diagram 3.3.

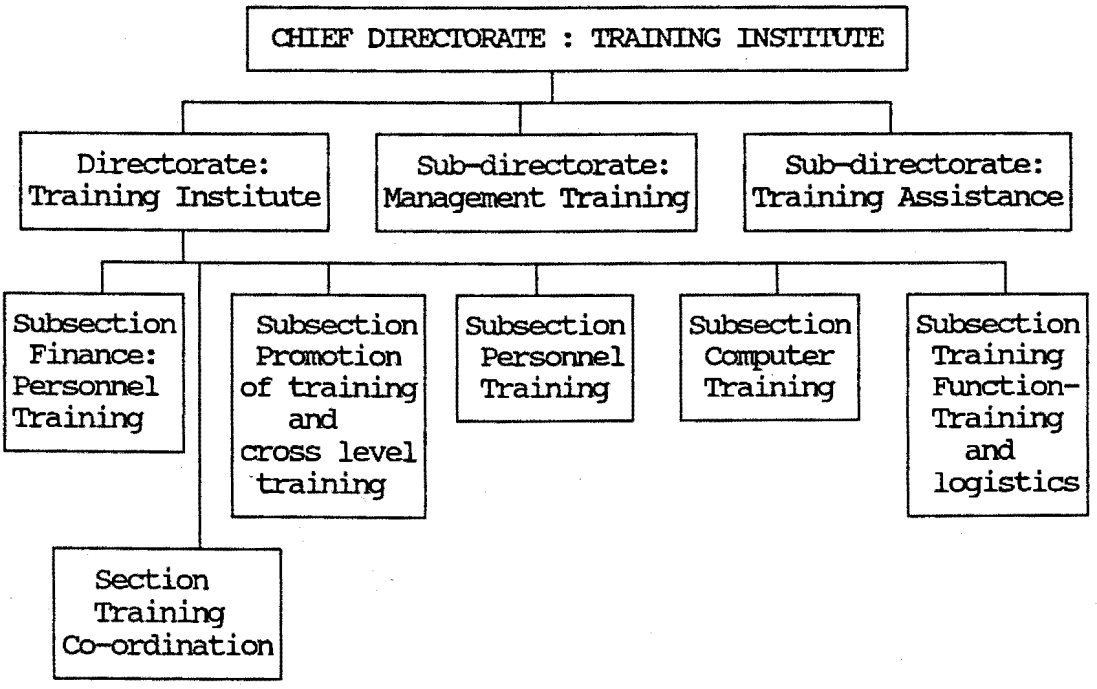
(ii) Training philosophy and training approach

In order to provide proper training, the Training Institute has identified specific role players to enable them to provide a proper training service, namely, the Commission for Administration; government departments; tertiary educational institutions and consultants.

Diagram 3.4 is a schematic presentation of the training structure which is followed by the Training Institute. Training is made up of two legs, namely academic and in-service. Academic training entails

Diagram 3.3

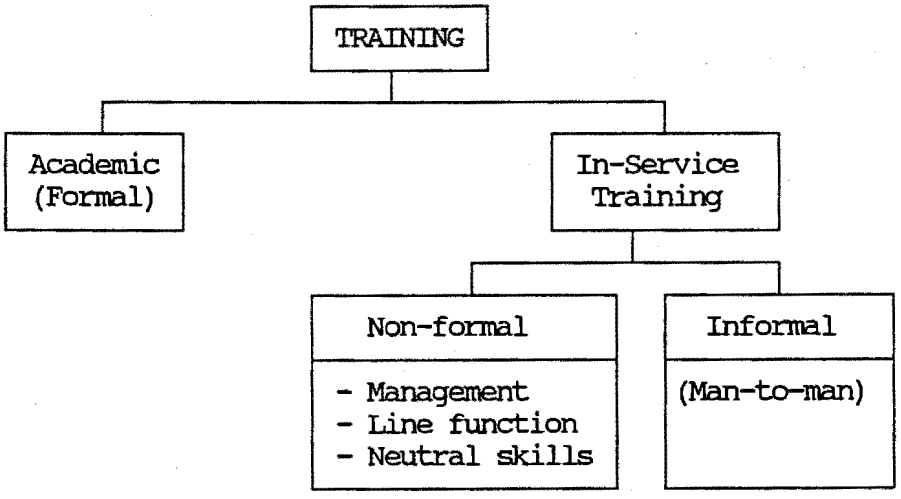
Organisational structure of the Training Institute



Source: Commission for Administration (1988b)

Diagram 3.4

Training In The Public Sector



Source: Commission for Administration (1988c)

all those types of educational activities which lead to a formal academic qualification. In-service training has two subsections, namely non-formal and informal. A brief overview of some of the main features of the training approach followed by the Training Institute is given below:

* Suboptimising in order to erase backlogs

  As there is no time to prepare programmes to perfection, idealism is replaced by realism. New procedures and methods are implemented without the lowering of standards with the aim of improving quantity and erasing backlogs as swiftly as possible. Trainees are trained to solve practical work-related problems (Reynolds 1987: 4; Reynolds 1988a: 4).

* Method of multiplying

  While entrance examinations for Management Training programmes are controlled by the Training Institute, skilled persons in departments are identified and trained so that they, in turn, assist in presenting junior and middle management courses.

* Systems approach

  Various personnel practices, such as policy, utilisation, management, evaluation, recruitment, selection and placement, training and promotion are integrated into the academic, management and functional training activities and can be seen as integrated and complementary to each other (Reynolds 1986: 15). This systems approach allows for continuous feedback about the applicability and ensures constant adjustments to courses to meet practical needs.

* Self-activity

Trainees do a pre-test and are expected to pass before they are allowed to attend courses, which has the advantage that presenters need not necessarily be qualified trainers. "Facilitating-training" replaces lecture training and self-activity is emphasised. Trainers are actually "trained" in this training process where formal lectures take up less time while the practical application of theory becomes progressively important.

* New-approach courses

Management training is presented simultaneously for the top, middle and lower ranks. People from the various management levels are involved in the same activities and therefore talk the same language and are informed regarding their management task. Spontaneously created case studies, which are relevant to real problem areas identified at the work station, are developed by trainees who work in small groups. Solutions are often offered by co-trainees.

* Examining implications

The trainee is responsible for self-development and is required to spend time on self-study. In order to achieve the abovementioned goals, the following strategy is followed:

- Short and intensive management training courses of high standard are applied.
- Preparatory study of the theoretical material, where applicable, is compulsory.
- Adult education methods aimed at individual participation are followed.
- Unnecessary lectures are eliminated.
- Practical parts of courses are presented by user departments on behalf of the Training Institute.
- Certificates are awarded to trainees who successfully

complete both the theoretical and practical parts of courses.

The Training Institute emphasises that specific skills must be acquired in order to improve work standards and higher productivity (Reynolds 1988b: 6). The Institute tries to combine the academic and technical skills training as well as management training in one overall system whereby proficiency, which exists in a specific career group, is utilised to the maximum (Haasbroek & De Klerk 1990: 46; Levitz 1989: 18).

(iii) Training provided

Training provided by the Training Institute must be seen in the broadest sense with regard to the overall objectives of the Public Service and Public Sector. The following management training courses and seminars are provided: Course for Senior Managers; Course for Middle Managers; and Course for Junior Managers. Various seminar programmes are also provided, which include negotiation skills; public speaking; television appearances; procedures at meetings; legal aspects; drafting of acts; scientific method; decision making; motivation; statistics and speed reading. The Training Institute also offers the following horizontal training such as courses for training officers; courses for instructors; computer training; security training and courses in logistics (Niemand 1988: 30; Reynolds 1986: 15; 1987: 5; Commission for Administration 1989).

A total of 13 211 officials received training in 1990 (Annual Report: Commission for Administration 1990: 37). Table 3.1 reflects the

number of course attendants as well as the number of course days provided by the Training Institute from 1986 to 1990. More that 2,5 million course days were handled by the Institute during the period from 1988 to 1990. Furthermore, a considerable amount of training assistance is given to the TBVC countries (Niemand 1988: 30-31).

Table 3.1

Course days and course attendants trained by the Training Institute 1986-1990

	1986	1987	1988	1989	1990
Course days	28 939	60 594	81 099	95 097	86 695
Course attendants	4 041	12 486	15 954	16 577	13 574

Source: Commission for Administration (1990: 2)

(c) The Department of Manpower

(i) Task, functions, role and structure

Since its inception on 1 August 1924, the Department of Manpower has been responsible for the implementation of the government's manpower policy. In order to achieve this, the Department is responsible for the manpower policy as well as the training policy as laid down in the Compendium of Training. These policies are very important as they must be seen against the background of the broad national development objectives of the government. The principal objectives are the maintenance of a satisfactory economic growth rate; the provision of sufficient employment opportunities; the improvement of the social welfare of the community; the division of the national income according to social norms, and the geographical distribution

of economic activities. These national objectives of the government form part of its manpower policy which "bound itself to the optimum development, utilisation and conservation of the country's workers, irrespective of race, colour or sex" (Department of Manpower 1988b: 5-6). Furthermore, the government is aware that the development of manpower demands the continual upgrading of the total workforce while effective vocational guidance and provision of job opportunities are necessary for optimum utilisation of the country's manpower. In brief, the manpower policy and objectives of the South African government are there for the optimum development, utilisation and conservation of the total labour force (Annual Report: Department of Manpower 1988a: 11). It should not be forgotten that the Department acts only in a supporting capacity and that the private sector still has its own fields of responsibilities in the training field (Annual Report: National Manpower Commission 1989: 94). It is also on the basis of this that the Department accepts the principle of tripartite involvement of the State, employers and employees (Eksteen 1988: 4; National Training Board 1987b:1). As far as training is concerned, the objectives of the State which are executed by the policies of the Department of Manpower, are fourfold, namely:

* to establish a legal framework within which parties in the private sector can perform their training task
* to introduce incentives for private sector training
* to supplement private sector training efforts in the interests of the national economy
* to train for the State's own needs

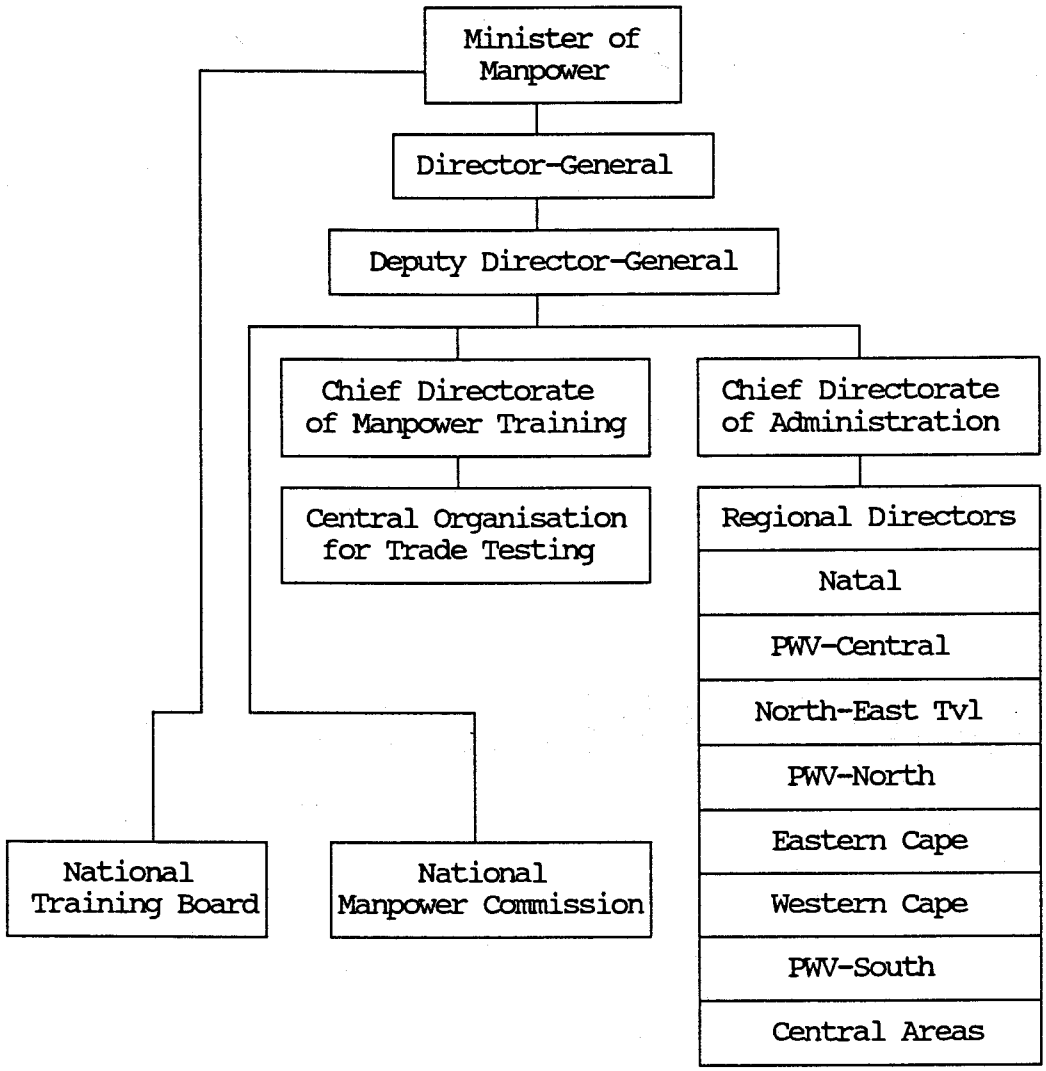
(National Training Board 1987b:1)

The organisational structure of the Department of Manpower is complex and, for the purposes of this study, only certain divisions directly

related to the provision of training will be discussed, namely that of the National Training Board and the National Manpower Commission. These are outlined in Diagram 3.5.

Diagram 3.5

Divisions in the Department of Manpower dealing with training



Source: Annual Report: Department of Manpower (1990: 4-5)

According to Van der Merwe (1988: 4-5), since 1982 the Department's training support programmes have focused on three main areas: basic skills, the unemployed, and incentive programmes for employers. The training functions of the Department are contained in the Manpower Training Act, 1981 (56 of 1981), which covers the following aspects:

* the establishment of a National Training Board
* the creation of a legal and administrative framework for the achievement of orderliness, co-ordination and the maintenance of standards
* support for and encouragement of training efforts in the private sector, for example through financial assistance in some form or other
* to supplement training efforts by the private sector through the training of certain categories of workers at technical institutions identified for this purpose

As the National Training Board is the instrument through which the Department channels its training policy, a discussion of this institution's role follows.

(d) The National Training Board (NTB)

(i) Task, functions, role and structure

The National Training Board was established on 1 November 1981. In terms of Section 3(1) of the Manpower Training Act, 1981, it "... has the specific mandate to advise the Minister with regard to matters arising out of or connected with the application of the provisions of this Act and any matter relating to training as well as to perform the other functions assigned to it by this Act or directed by the Minister" (NTB 1987a: 4). As the national training policy is based on the provisions of the Governments's manpower policy, the mission of the National Training Board must also be seen in this light. It reads as follows:

> The NTB endeavours, by means of research, to give the Minister of Manpower objective advice on matters relating to training policy and to co-ordinate, facilitate and promote training (Annual Report: NTB 1990b: 1).

This mission description of the National Training Board agrees with the mission description found in the report of the HSRC/NTB *Investigation into the training of artisans in the RSA* (1985: 31), where the role and functions of the National Training Board are described as: "... to co-ordinate, encourage and facilitate or promote training and to advise the Minister on policy matters arising out of the Manpower Training Act (MTA) and any matter related to training". Furthermore, as it is the intent of the Government to develop the free enterprise system, the responsibility for training "... should rest mainly with the private sector which should enjoy the greatest degree of freedom in tailoring its training to meet its own needs and circumstances" (HSRC/NTB Investigation into the training of artisans in the RSA 1985: 31). In the light of the above quotations, the function of the National Training Board seems merely to establish a legal framework for promoting and co-ordinating training and maintaining training standards.

Broadly viewed, the National Training Board promotes and co-ordinates various forms of training such as in-service training and man-to-man training to improve the technical, human and conceptual abilities of the manpower of the Republic of South Africa. The wider functions of the Board include:

* to pay attention to the critical and strategic aspects of training
* to identify needs, deficiencies and restraints with regard to training
* to assist in developing the country's training system

* to co-ordinate, promote and facilitate training
* to disseminate information concerning training.

(Annual Report: NTB 1989: 96; Annual Report: NTB 1990b: 1; NTB: 1985: 25-26)

The organisational structure of the National Training Board is reflected in Diagram 3.6.

(ii) Committees of the National Training Board

Section 5 of the Manpower Training Act (MTA) empowers the National Training Board to appoint committees for the National Training Board to do its work, the following specialist committees exist with the mandate to carry out specific tasks. The operations of the committees are discussed briefly.

* The Executive Committee

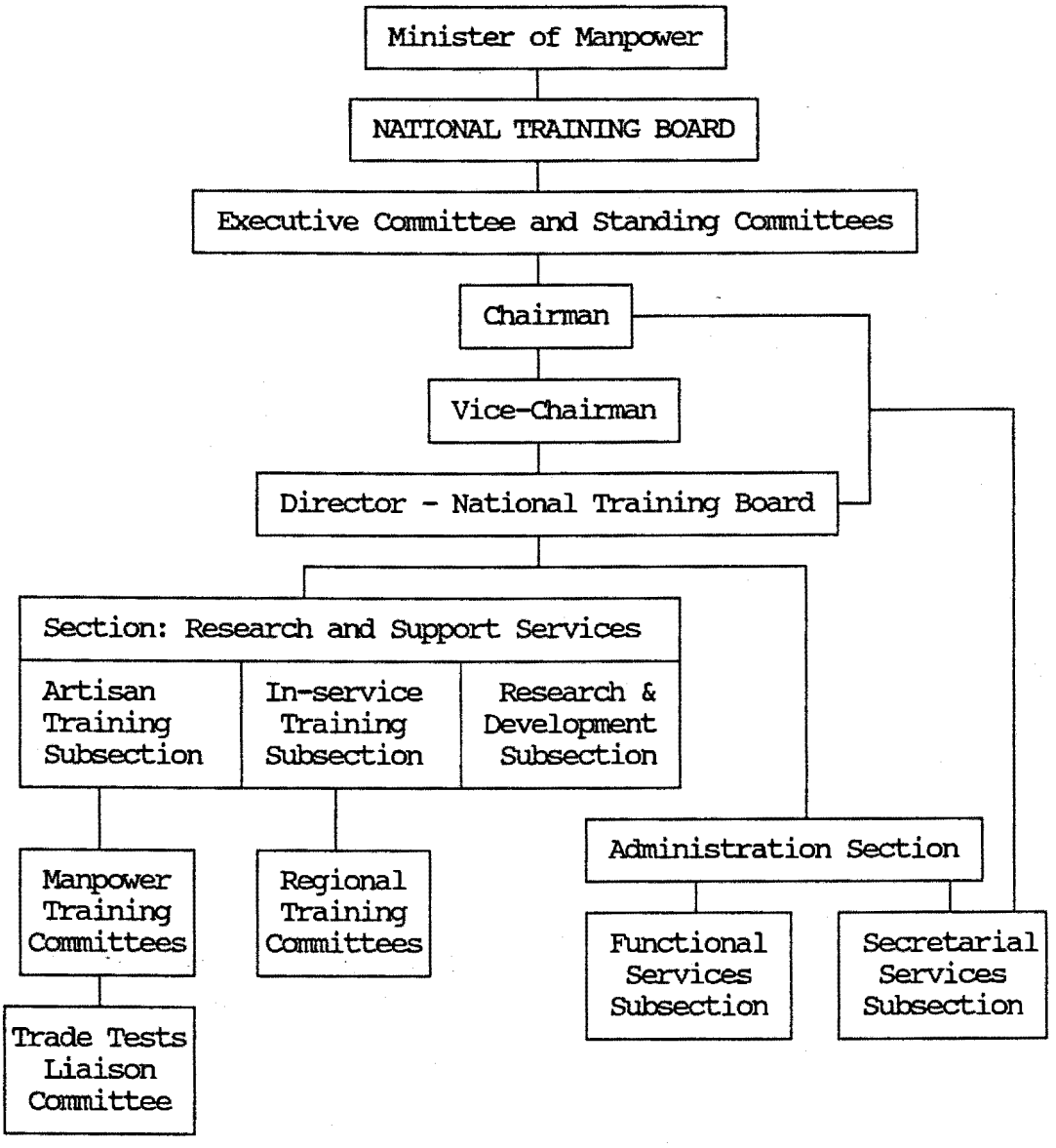
  The Executive Committee has delegated authority to deal with urgent matters and consists of six members and a secretary (Annual Report: NTB 1990b: 5).

* Manpower Training Committees (MTC)

  These committees exist for particular industries in particular areas and comprise the number of members laid down by the Board. At present, there are thirty-three training committees which are compiled in equal representations of employers' and employees' organisations. Forty-four subcommittees exist, of which eleven are trade liaison committees dealing with trade test matters. Other functions include making

Diagram 3.6

Organisation scheme for the National Training Board



Source: Annual Report National Training Board (1990b: 17)

recommendations to the Ministers on the designation of trades, conditions of apprenticeship, applications for apprenticeship, supervision of theoretical and practical training, suspension of apprentices, transfer of apprentices and reduction in apprenticeship periods (HSRC/NTB 1985: 32; Annual Report: NTB 1990b: 6-7). The duties and functions of the Manpower Training Committee are prescribed in the Manpower Training Act, 1981 (56 of 1981) and include:

- investigating and making recommendations concerning the designation and definition of trades, and prescribing conditions of apprenticeship
- making recommendations regarding applications for apprenticeship
- supervising the practical and theoretical training of apprentices
- ratifying, amending or setting aside the suspension of apprentices
- investigating disputes between employers and apprentices and attempting to settle these disputes amicably
- considering any matter arising from apprenticeship contracts

The Manpower Training Committees' activities are thus primarily concentrated on the training of apprentices and artisans (NTB 1985: 15-16).

* The Committee for Research and Development (CRD)

This committee monitors the progress of the Board's research and its research results in order to ensure that the final product meets the requirements of the Board. It also provides guidance for researchers and concentrates mainly on training directed at the long-term development of human potential. The Committee consists of twelve members (Annual Report NTB

1990b: 5). Some of the goals which the committee has identified are:

- the development of a system for the determination of national training needs
- the development and evaluation of systems for the promotion of directed training
- the establishment of broad goals and strategies with regard to training research

The main tasks of this committee are to:

- undertake research and investigations into any applicable aspect as well as the effectiveness of training, to report and make recommendations
- furnish advice regarding the utilisation of methods and media in the field of training
- collect, order and provide appropriate information and statistics to all interested parties in the field of training
- take measures to provide for systems by which information can be supplied and training done to meet changing needs due to technological, economic and social developments

(NTB 1985: 33)

The main responsibility of the Committee can be described as "... the identification and initiation of short-, medium- and long-term research" (NTB 1985: 33). The practical implications of this are that the Committee must plan and conduct, gather, classify, interpret and disseminate information on training. In addition to the above goals and objectives, the National Training Board is also heavily involved in research relating to training undertaken by the Human Sciences Research Council (HSRC), universities, technikons and individual research workers on a contractual basis (NTB 1988a: 23)

* The Committee for Artisan Training (CAT)

It consists of representatives of employers and employees from organisations for a particular industry as well as representatives from the Central Organisation for Trade Tests and consists of 21 members. The purpose of this committee is to find solutions to problems arising from the testing of apprentices (Annual Report: NTB 1989: 98). According to the 1990 Annual Report, the Committee for Artisan Training is, "... concerned with all aspects related to the training of the technical team, which includes the operator, artisan, technician, technologist, and engineer" (Annual Report: NTB 1990b: 5). The responsiblities of this Committee are the

- promotion of artisan training
- establishment, constitution and reconstruction of manpower training committees
- consideration and making of recommendations on proposed conditions of apprenticeship
- promotion and monitoring of training of trainees other than apprentices and minors in trades and allied occupations.

(NTB 1985: 36; HSRC/NTB 1985: 32).

* Regional Training Committees (RTC)

As this aspect will be discussed in detail in Chapter 4, no further discussion will take place in this regard at this point.

* The Committee for In-service Training (CIT)

This committee deals with all types of in-service training, excluding the training of the technical team. The committee consists of 15 members, mainly from the private and public

sectors. The Committee has identified the following general goals and tasks:

- co-ordinating and structuring in-service training
- encouraging, promoting and co-ordinating the activities of the Regional Training Committees
- making recommendations regarding the amendment of legal requirements and advising the Minister on appeals and applications for exemption
- promoting technical and non-technical training
- development of guidelines and standards for training
- identifying aspects of in-service training requiring research
- reviewing, revising and updating the goals, functions and responsibilities of the Committee
- evaluating reports
- facilitating training
- drafting guidelines and setting standards

(NTB 1985: 27-28)

In-service training for training other than apprentices is promoted by means of tax concessions; cash allowances; grants-in-aid to trade unions; loans from the Manpower Development Fund; and free advice.

* Trade Test Liaison Committees (TTLC)

Eight Trade Test Liaison Committees were in operation during 1990 (Annual Report: NTB 1990b: 9). The functions and scope of the Trade Test Liaison Committees are to find solutions for problems that may arise from testing of apprentices; to provide central organisation for trade testing and to make recommendations regarding the standards of trade tests.

* Specialist and Project Committees

Two other committees, namely the Specialist Committee (SC) and the Project Committee (PC), exist with the respective aims of

executing specific tasks and functions and of monitoring the progress of research findings. As Industrial Training Boards deal mainly with specific industries, these will be discussed under the private business sector. The National Training Board views non-formal education as two broad categories, namely artisan training and in-service training (Haasbroek 1988: 394; NTB 1987: 35). It is from this point of view that the new training dispensation gained its impact with the essence and princples being found in the:

- devolving of certain functions of the Department of Manpower
- deregulation which forces industry to create structures to handle the largest possible measure of devolution of authority and responsibility
- minimum interference of Government in the private sector - the Government will only provide a legal framework for training to take place, thus the implementation of the Industry Training Boards
- accreditation principle in which the process of quality control and evaluation of training by means of set standards is done (NTB 1986a: 1-53)
- principle of modular competency-based training - credit is given to the learner for modules passed in a specific trade where the apprentice must progress through modules until he has worked through the prescribed package in order to qualify as an artisan (Haasbroek 1988: 402)
- closer liaison between the Department of Manpower, industry and educational authorities
- cash grant system for the promotion of training (NTB 1986c: 1-19)

A discussion of the various training centres and schemes in existence follows.

(iii) Training centres and schemes resorting under the National Training Board

* Group training centres (GTCs): Group Training Centres are established by a group of employers in a particular industry

and/or area and are controlled by a body corporate. Non-formal education provided by the centres can be divided into two types, namely organisation-specialised training, and training of a general nature (Annual Report: NMC 1989: 38-39).

Organisation-specialised training is mainly there for large organisations which have identified specific training programmes needed for that organisation. Trainers and training facilities are provided by the organisations, where training of a general nature is given so that employees are employable by a variety of organisations.

At present there are eleven centres and two satellite group-training centres. In 1988, 39 661 persons were trained and in 1989, 54 674 persons received training for the duration of 99 388 training weeks in 30 different courses, including labour relations, domestic work, first aid, safety, salesmanship and storekeeping (Annual Report: Department of Manpower 1989: 166). As the purpose of the State's investment in the centres is not to make a profit but to provide a service, the income of these centres is derived from course fees, accommodation fees and donations (Department of Manpower 1988b: 171, 172).

* Private training centres (PTCs): Private training centres are operated by employers or other organisations to train their own employees and those of other employers. "Private training centres are established in terms of section 32 of the Manpower Training Act and are intended for the training of employees of

the organisation that established the centre" (Department of Manpower 1988b: 174). A total number of 2 359 courses were provided in 34 industries in 1989, while employees trained during the same period totalled 154 553 (Annual Report: Department of Manpower 1989: 167-168).

* Private training schemes (PTSs): Private training schemes are instituted by a specific organisation for the training of its own personnel. During 1989, persons trained increased by 22 percent (by 35 926 to 165 196). Thirty-four Industries provided 1 894 courses in 1989 in which 165 196 employees were trained, of whom 90 426 were trained in commercial distribution and in banking (Annual Report: Department of Manpower 1989: 170; Annual Report: National Mampower Commission 1989: 39). Nine private training schemes were in operation at the end of 1989, in which a total of 8 518 employees were trained. Another six training schemes, introduced in terms of Section 39(4) of the Manpower Training Act, 1981, were in operation at the end of 1989 in which 22 552 persons received training during 1988.

(e) The National Manpower Commission (NMC)

(i) Task, functions, role and structure

This body was brought into being by statute of the Labour Relations Act, 1956 (28 of 1956) as a permanent body to advise the Minister of Manpower on labour matters. The first National Manpower Commission was constituted on 1 November 1979 (Department of Manpower 1983: 1).

According to the 1990 Annual Report, the National Manpower Commission is "... interested mainly in the structural aspects of the labour market, rather than in current or day to day issues" (Annual Report: NMC 1990: 1). As labour matters are closely linked to the development of the country's manpower, it is therefore also linked to the provision of training.

It is against this background, as well as that of the economic and manpower policy objectives of the country, that the task and functions of the National Manpower Commission must be seen and its role with regard to the provision of non-formal education discussed. The aims of the National Manpower Commission can be summarised as follows:

* to create sufficient employment opportunities and to raise the standard of living
* to anticipate the country's manpower requirements and to plan to provide for them (quantitatively and qualitatively)
* to provide various employment services in an attempt to match labour demand and supply more effectively and to help each worker find job satisfaction
* to maintain labour peace
* to improve labour utilisation and upgrade the available manpower (through training and retraining, among other things,)
* to provide social security for workers, including fair wage and salary levels, pensions, accident coverage, medical assistance and unemployment insurance
* to integrate the manpower policy with the country's economic policy (Department of Manpower 1983: 1)

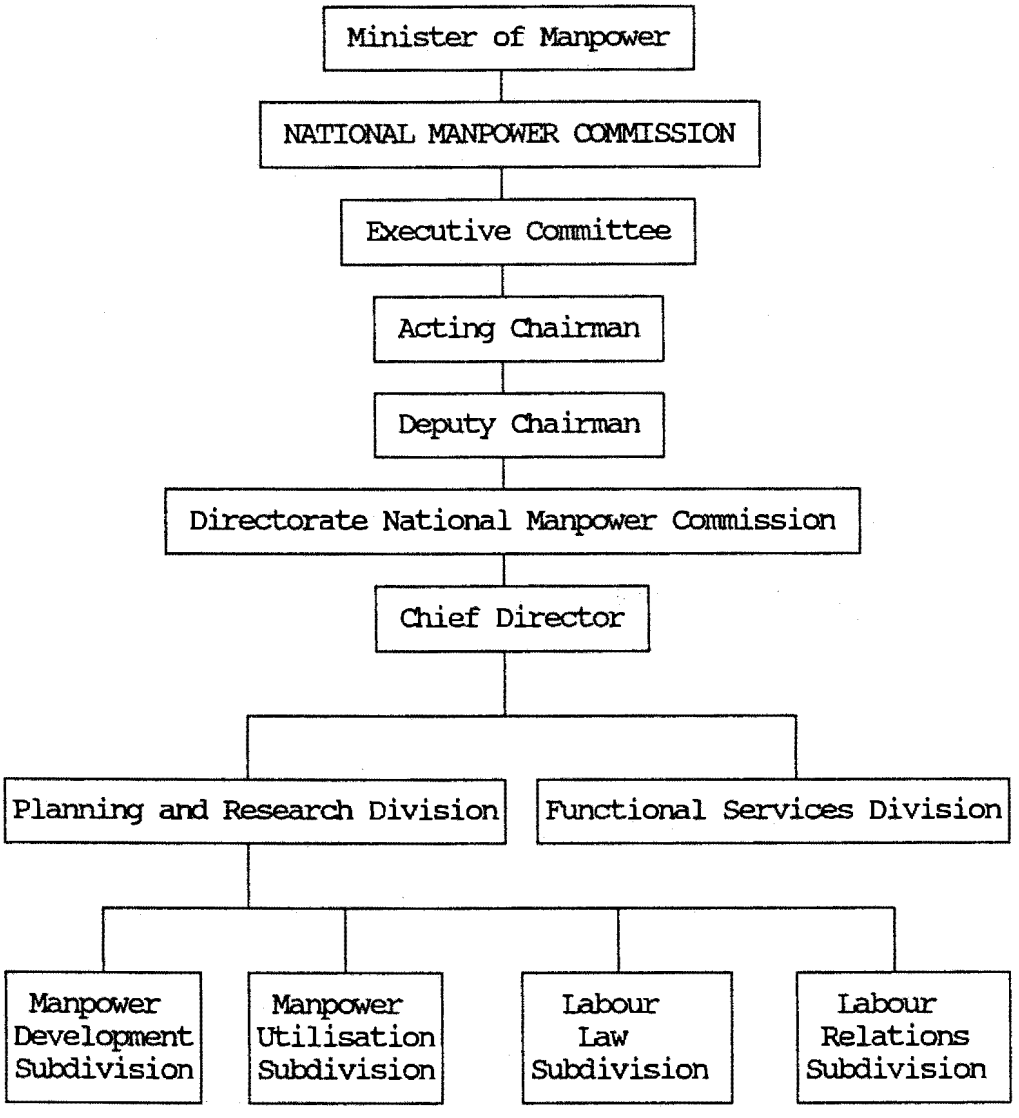
For these aims to be achieved, various divisions exist within the National Manpower Commission, as shown in Diagram 3.7. It consists of both an administration (Functional Services Division) and professional (Planning and Research Division) division. The latter is divided into two sections to deal with manpower development, manpower utilisation and manpower conservation. In addition, there is a

Manpower Information and Statistics Section.

As far as manpower development is concerned, the main tasks and functions of the National Manpower Commission are to concern itself with the education and training of the country's work force; act as a

Diagram 3.7

Organisation chart for the
National Manpower Commission



Source: National Manpower Commission (1990: 6)

communication channel between the Government and the private sector; and work in close co-operation with other Government departments and statutory bodies in matters related to manpower utilisation, research and training. This is done "... so that the private sector is made to feel that it is participating in the process of policy formulation" (NMC Memo: functioning of the NMC [undated]; Department of Manpower 1983). Other functions of the National Manpower Commission are research work, consultation, and liaison with other Government and private bodies.

There are also seven working groups (standing committees) operating in broad fields in order to improve the general level of manpower in South Africa. The creation of job opportunities, labour relations, education and training of the work force, career services, including placement services and career guidance, conditions of employment and social security, labour productivity, and international labour affairs are some additional functions performed by this statutory body (NMC 1989: 2).

The National Mampower Commission has the task of being supportive by ensuring that the country's manpower policy and goals are maintained. Work is done through the Executive Committee and the standing committees. Consultation and liaison with the Department of Manpower, the National Training Board and other government bodies take place on an on-going basis. The National Manpower Commission has an opportunity to have a direct say in the implementation of manpower policies. Research projects are therefore planned and published on a wide variety of training and relevant topics. In this manner, the

National Manpower Commission plays a vitally important role in the provision of non-formal education within South Africa. Accordingly, it may be said that a valuable contribution has been made by the National Manpower Commission to improve the quality of training as well as to streamline and delegate training efforts.

(f) Summary: Public Sector

(1) Over the past few years the Public Sector has adopted and launched a dynamic in-service training approach which is co-ordinated by the Training Institute. It is admitted that training plays a decisive role in the Public Sector at present and will continue to do so in the future, and even more so in the New South Africa. (*Beeld* 23 April 1991: 15). As a result of this, a new emphasis is being placed on training and a new "dimension" thereof can be attributed to management being proactive instead of reactive (Reynolds 1988b: 15).

(2) Training efforts are utilised to the maximum in that an integrated system is followed. Full use of training is made from the recruitment stage of the newly appointed person through to the in- service training and retraining stages. Furthermore, full use is made of assignments, group discussions, and short courses in order to ensure that the training is cost-effective and productive (Niemand 1986: 10-11). Existing courses are also kept updated with new developments while new courses are introduced on an annual basis to provide for the expanding needs of the staff (Van Der Lingen 1991: 22-23). Training is aimed at specific vocational needs. A further point to note is that not

National Manpower Commission plays a vitally important role in the provision of non-formal education within South Africa. Accordingly, it may be said that a valuable contribution has been made by the National Manpower Commission to improve the quality of training as well as to streamline and delegate training efforts.

(f) Summary: Public Sector

(1) Over the past few years the Public Sector has adopted and launched a dynamic in-service training approach which is co-ordinated by the Training Institute. It is admitted that training plays a decisive role in the Public Sector at present and will continue to do so in the future, and even more so in the New South Africa. (*Beeld* 23 April 1991: 15). As a result of this, a new emphasis is being placed on training and a new "dimension" thereof can be attributed to management being proactive instead of reactive (Reynolds 1988b: 15).

(2) Training efforts are utilised to the maximum in that an integrated system is followed. Full use of training is made from the recruitment stage of the newly appointed person through to the in- service training and retraining stages. Furthermore, full use is made of assignments, group discussions, and short courses in order to ensure that the training is cost-effective and productive (Niemand 1986: 10-11). Existing courses are also kept updated with new developments while new courses are introduced on an annual basis to provide for the expanding needs of the staff (Van Der Lingen 1991: 22-23). Training is aimed at specific vocational needs. A further point to note is that not

only is training provided to the staff members of the public sector within the borders of South Africa, but also to those of the public sector in the TBVC countries. (3) The State attempts to follow a more democratic approach when liaising with the private sector than that followed in the past. Serious efforts are made to keep possible lines of communication open with the Private Sector, so that all decisions and the management of training programmes can be divided. The operations of the National Manpower Training Board are channelled mainly through its committees. The task of these committees is to co-ordinate, execute and advise the Board on all training-related matters. The publication in 1989 of the HSRC/NTB investigation into skills training in the Republic of South Africa, and the NTB/HSRC investigation into a national training strategy for South Africa in 1991, was a direct result of the HSRC/NTB investigation into the training of artisans in the RSA (1985) and indicated that a new training dispensation had emerged. An extremely suitable and sophisticated infrastructure exists which co-ordinates training. The future role to be played in training aspects will depend on the experience and knowledge carried over by the personnel.

(4) It is also obvious that the State would prefer to play the role of an overseer from a national level by means of policies and guidelines instead of getting involved in the day-to-day procedures required for the provision of training. Although training is co-ordinated at national level through the Training Institute and the National Training Board, there is no visible indication of the co- ordination of training at various regional levels.

3.2.1.2 Non-formal education provided in the Public Service

(a) The State Departments of Education

As the State plays a major role in the provision of formal education to all its inhabitants, it also has, at the same time, a role to play in the provision of non-formal education through its activities in certain divisions of the educational departments (NATED 02-118[88/07]: 1; Van Schalkwyk 1988: 65). Examples of non-formal education are in-service training courses for teachers and various short courses and seminars, such as management development. There are at present five departments of education which function from a central level and provide education to the various cultural groups in South Africa, namely

* the Department of National Education
* the Department of Education and Culture; Administration: House of Assembly (Whites)
* the Department of Education and Culture; Administration: House of Representatives (Coloureds)
* the Department of Education and Culture; Administration: House of Delegates (Indians)
* the Department of Education and Training (Blacks)

(Department of National Education 1990a: 1; Van Schalkwyk 1988: 66)

Brief attention will be paid to the involvement of these Departments of education in the provision of non-formal education.

(i) The Department of National Education

The Department of National Education is primarily involved in and responsible for the administration and education policy on a national level (NATED 02-170[88/04]: 4; Department of Education and Culture Administration: House of Assembly 1990b: 4; NMC Vocational Guidance and Counselling in the RSA 1988: 15). The contribution made by the

Department of National Education to the area of non-formal education is contained in two documents, namely the South African National Education Policy document: General, Examination and Certification requirements for National Instructional Programmes at Technical Colleges (SANEP-190) and Formal Technical College Instructional Programmes in the Republic of South Africa (NATED 02-191[91/01]b). Altogether 42 non-national certificates and 182 enrichment programmes are indicated in these documents. Non-formal education is handled mainly through the sport, recreational and cultural departments.

(ii) Departments of Education and Culture

A diagrammatical outline of the position of the House of Assembly, the House of Representatives and the House of Delegates is seen in Diagram 3.8. As the management technical institutes, technical colleges, universities and technikons falls under the various Departments of Education and Culture, these bodies will also be discussed.

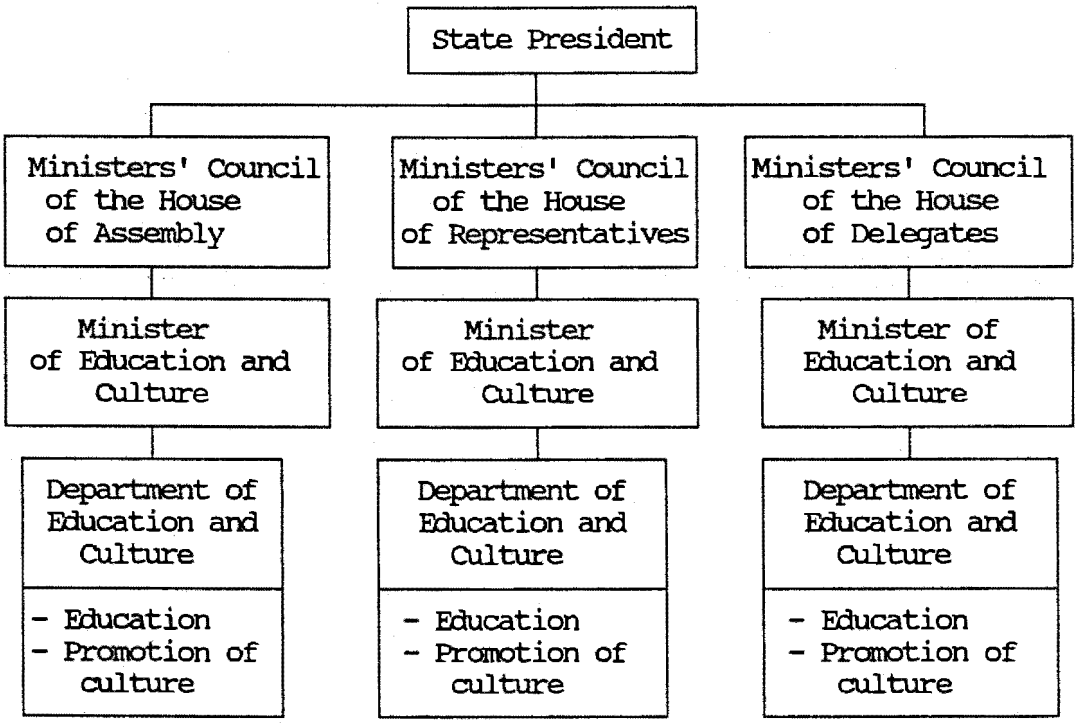
* Department of Education and Culture; Administration: House of Assembly

The provision of education for Whites takes place within the four provinces of the Republic of South Africa. Non-formal education is mainly provided through the channels of the tertiary education institutions, namely universities, technikons, technical colleges, teachers' training colleges and colleges of education. Each of these institutions has its own mission, aims and goals with regard to the education and training of manpower within South Africa. Broadly

speaking, the type of non-formal education provided by these institutions is to ensure the effective transfer of teaching expertise to students and to render a broad spectrum of services to the community (Annual Report: Department of Education and Culture: Administration: House of Assembly 1990b: 11). The extent of non-formal education which is provided can be seen clearly once it is realised that during 1990 eleven universities, eight technikons, sixteen teachers' training colleges, seventy technical colleges and fourteen colleges of education resorted under this Department (Department of National Education 1991c: 171).

Diagram 3.8

Educational structure of the Three Houses of Parliament



Source: Commission for Administration: Organisational Chart for the Executive Authority and Executive Institutions for General and Own Affairs 1991.

As the promotion of culture in the Department is channelled through eight Regional offices and six suboffices, a great variety of non-formal and informal educational programmes is provided. (Department of Education and Culture: Administration: House of Assembly 1990a: 164). The fields of activities include visual arts, music, literary arts, human sciences, family education, natural sciences, homemaking, physical recreation, youth work and land service. In 1990, 4 222 cultural presentations, attended by 752 973 people, were supported by this Department (Annual Report: Department of Education and Culture: Administration: House of Assembly 1990b: 28). The two graphs 3.9(a) and 3.9(b) indicate the distribution of the total number of projects in each of the various fields of activity as well as the attendance figures for these projects. The volume of the operations in the expanding fields of activities is also reflected.

The second largest contribution in the field of non-formal education is made in the area of in-service training provided to teaching and education staff. In-service training to promote teaching as a profession is provided at six teachers' centres, training institutions and schools in Germiston, Johannesburg, Middelburg, Pietersburg, Potchefstroom and Pretoria (Van Der Linde 1988: 46). This is arranged by the educational guidance service, and teachers' and professional associations. Training includes programmes such as one-day courses, seminars, symposiums, lectures and workshops on topics such as management training, computer literacy, field and animal husbandry, problem solving, creativity and orientation. The total attendance figure for Transvaal during 1989 was almost 30 000

Diagram 3:9(a)

Provision of projects: Department of Education and Culture: Administration: House of Assembly

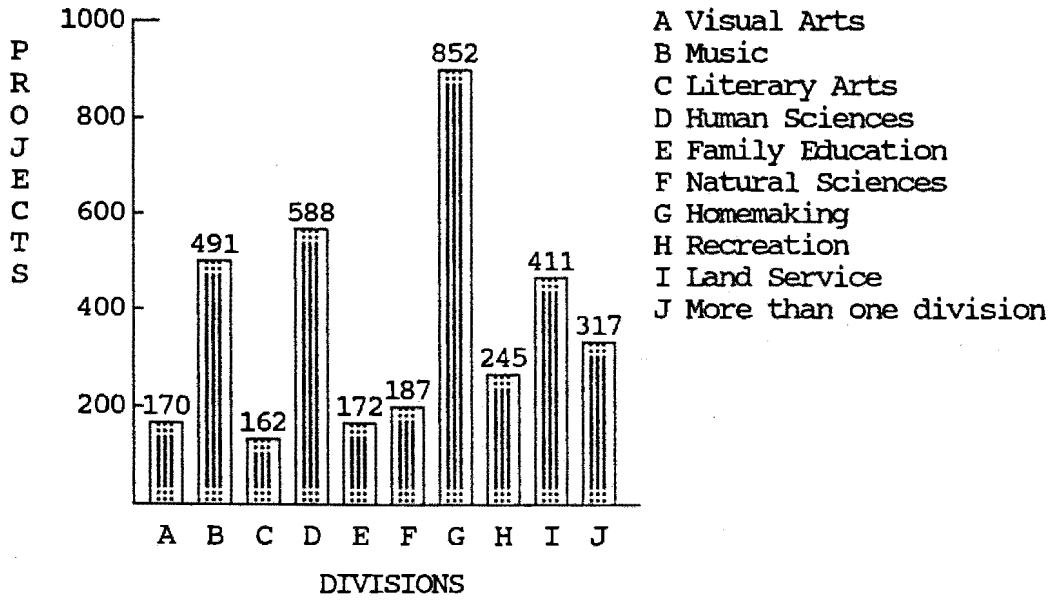
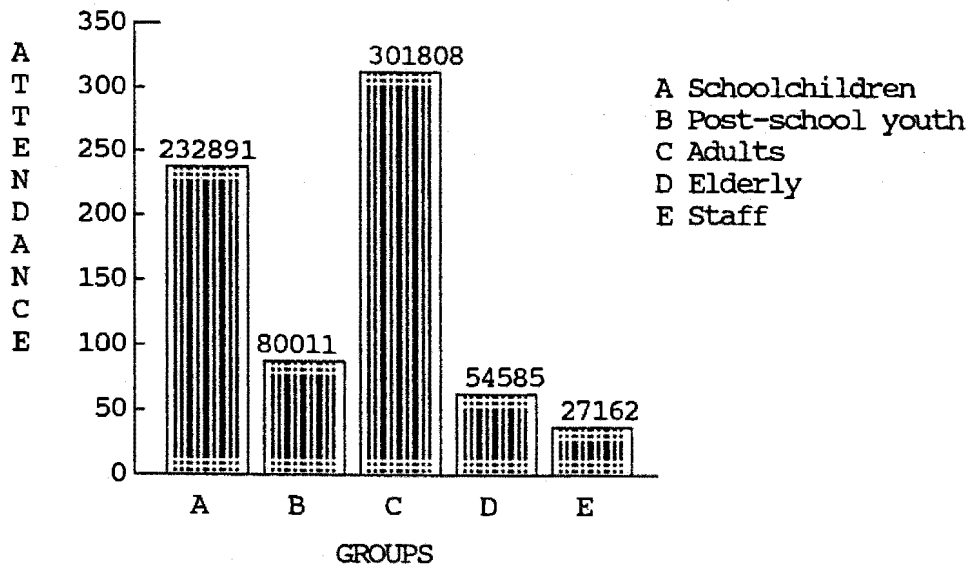


Diagram 3:9(b)

Attendance of cultural projects: Department of Education and Culture: Administration: House of Assembly



Source: Annual Report: Department of Education and Culture: Administration: House of Assembly (1990b: 28-29)

who attended different non-formal education programmes (Annual Report: Department of Education and Culture: Administration: House of Assembly 1989: 42, 46, 64, 82).

* Department of Education and Culture; Administration: House of Representatives

This department renders a comprehensive education service to the Coloured community and its stated objective is to improve "... the quality of life of the general South African community". Non-formal educational programmes are administered by a training and development sub directorate. The stated aim of this subdirectorate is "The promotion and maintenance of the efficiency of the available manpower by creating opportunities for officials to improve their knowledge, skills and attitudes to the greatest degree possible" (Annual Report: Department of Education and Culture: Administration: House of Representatives 1990: 1, 25). Non-formal education covers a broad spectrum of courses such as orientation, basic principles of supervision as well as management development courses. Functional training is provided in co-operation with the Institute for Training. Sixty-nine courses and seminars, attended by 1 186 officials, were presented in 1990.

Training is provided in technical colleges, technical institutes and training centres. Technical colleges are situated in Athlone, Cape Town, Durban, Johannesburg, Kimberley, East London, Port Elizabeth and Parow. In 1990, 12 035 students, trainees and pupils received training at these institutions. Provision is made for a wide variety of courses and subjects in the technical, commercial and cultural

enrichment fields (Annual Report: Department of Education and Culture: Administration: House of Representatives 1990: 7).

The promotion of culture is done through various projects and takes the form of loosely structured as well as moderately structured non-formal education (Department of Education and Culture: Administration: House of Representatives undated: 66-72). The following areas are covered: drama, dance, music, youth activities, adventure clubs, environmental education tours, family living and homemaking.

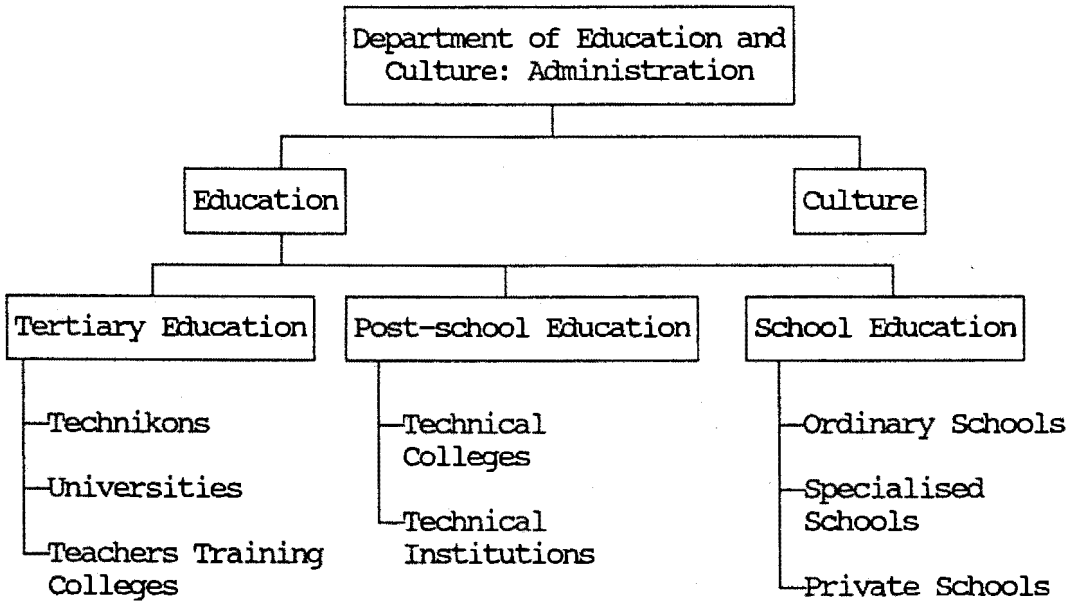
* Department of Education and Culture: Aministration: House of Delegates

An education service is rendered to the Indian community. The training and development of this department is taken care of by the Directorate of Personnel and a high premium is placed on staff development while a total strategy for training is followed (Annual Report: Department of Education and Culture: Administration: House of Delegates 1990: 13). Occupational Specific Training Committees exist to ensure the smooth running of in-service training programmes for staff members (Natal Education Department 1986: 81). The Department of Education and Culture plays an important role in the provision of in-service teacher education and retraining of the teaching force. Short orientation courses in selected subject areas are provided on a regional basis. One hundred and fifty-three in-service teachers completed the M+3 correspondence course while 26 teachers completed the two-year part-time Diploma in Resource Centre Management in 1990 (Annual Report: Department of Education and Culture: Administration:

House of Delegates 1990: 39). This department controls three technical colleges, which provide vocational education and training in technical, commercial and trades training courses. A variety of cultural enrichment courses are also provided. Promotions for culture awareness are presented in the form of programmes in culture, recreation, welfare, exhibitions, demonstrations, and educational functions which form part of the non-formal education programmes. An example of a typical organisational structure for the provision of non-formal education within the above departments of education is shown in Diagram 3.10.

Diagram 3.10

Example: Organisational structure for the provision of non-formal education within the Departments of Education: Administration



* Technical Institutes and Technical Colleges

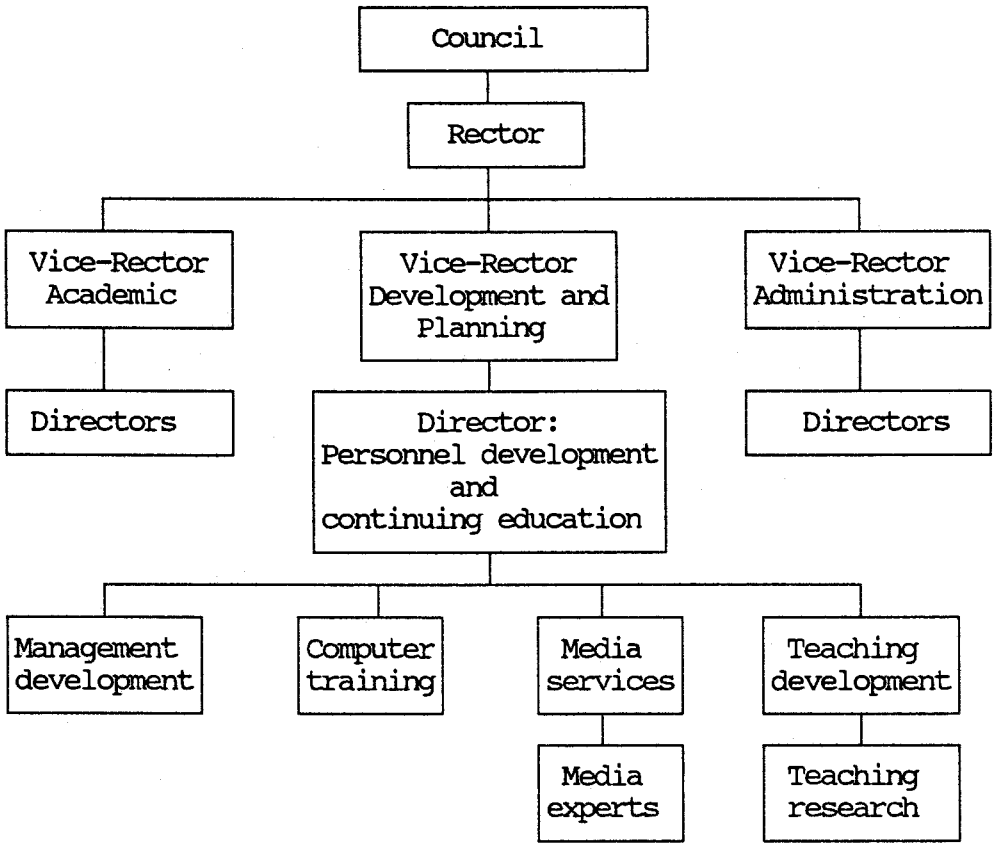
Technical institutes are established in terms of the Educational Service Act, 1967 (41 of 1967)(Solomon 1976: 8). Training at

In the light of the above, the relationship between technikons and universities must be seen as complementary in terms of the supplying of high-level manpower, where the theoretical and practical knowledge that is mastered is of a formal nature (Strydom 1989: 25-26; NATED 02-118[88/07]: 22). As the objectives of tertiary institutions are to provide formative education, research and community service (Wiid 1988: 4; Goody 1987: 191; Jacobs 1984: 59), it can be rightly stated that the provision of non-formal education at universities and technikons originates mainly from the third objective, namely community service and from the in-service training needs of its own staff members. A typical organisational structure for the provision of non-formal educational programmes at tertiary institutions is shown in Diagram 3.11.

A wide variety of non-formal education programmes is provided to staff members in fields such as management, leadership, computers and teaching science (National Training Board 1990c: 115). Non-formal education that is provided to the communities varies from institution to institution and is based on the specific needs of the people who live within the communities (Beukes 1984: 49). Courses provided to the community are divided into main groups such as business and management, biology and health, technology, applied sciences, art courses and engineering courses. Taking into account that there are 29 of these tertiary institutions supplying a wide variety of courses, a picture can be formed of the magnitude of the variety of non-formal education programmes provided by technikons and universities. Table 3.2 shows the number of institutions according to the Education Departments.

Diagram 3.11

Organisational structure: Provision of non-formal education at tertiary institutions



Source: Jacobson (1988: 74); Geyser (1989: 14).

* The Department of Education and Training (DET)

The Education and Training Act, 1979 (90 of 1979) provides for formal pre-tertiary education teacher training and non-formal education to Black people in the RSA. It also provides the means for the "... creation of structures to educate Black pupils toward the development

Table 3.2

Number of Institutions According to the Education Departments: 1990

Education Department	Technical Colleges	Teacher Training	Technikons	Universities
House of Assembly	79	15	8	11
House of Delegates	3	2	1	1
House of Representatives	14	13	1	1
Dept. of Education and Training	22	15	1	4

Source: Department of National Education 1991c: 31

of meaningful adulthood ..." (Annual Report: DET 1989b: 3; Volschenk 1988: 52). Education is provided on a national basis as the Department functions countrywide through a decentralised organisational structure with a Head Office in Pretoria, eight regional offices, 46 area offices and 201 circuit offices (Annual Report: DET 1990: 42). Each region is headed by a Regional Chief Director, who is responsible for six inspection areas, on average. Regional Chief Directors are assisted by Chief Education Specialists and one Deputy Director (Van Schalkwyk 1988: 83). Their responsibilities entail co-ordination, education development services, auxiliary services, administrative services and technical services in their allocated regions. The organisational structure of the Department of Education and Training is shown in Diagram 3.12. The Directorate for Adult Education provides non-formal education for

Black adults. The policy, planning, development and presentation of non-formal education are in accordance with the National Policy for General Education Affairs Act, 1984 (76 of 1984). The Directorate for Adult Education has the following objectives:

- to improve the literacy level of the population
- to improve the qualifications of adults
- to upgrade the qualifications of serving teachers, at least up to the level of Standard 10
- to upgrade the basic skills of adults by means of programmes aimed at personal enrichment and the utilization of leisure time
- to diminish the education gap that exists between "educated" young people and a "less-educated" older generation.

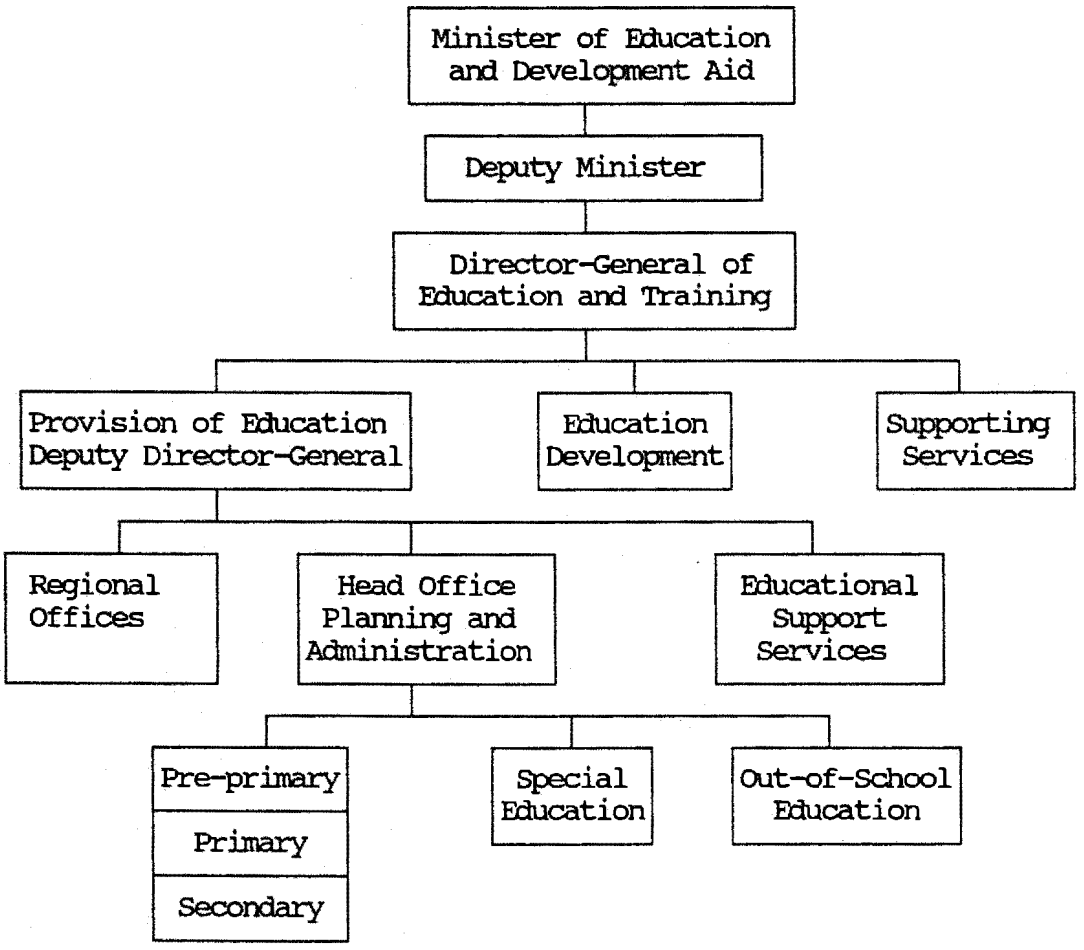
(Annual Report: DET 1990: 128)

Presently there are five types of centres for adult education. These are public centres; circuit centres; state-aided centres; private centres and satellite centres. The general aim of these centres is to aid educational services. They do not replace education in day schools. The centres can also be seen as reputable entities which enrich the lives of the members of the communities in which they function - educationally and spiritually (DET 1989a: 7).

Public centres are there for adults who wish to further their education while circuit centres provide facilities for teachers who wish to improve their academic qualifications up to Standard 10 level. State-aided centres are established at private companies, industries and factories where employees can receive further academic tuition. Satellite centres are established when public centres are too big to handle or students have to travel far to attend classes. Private centres, according to legislation, must be registered with

Diagram 3.12

Organisational structure of the Department of Education and Training



Source: (Annual Report: DET 1990: 25-27)

the Department but do not receive any subsidies or grants-in-aid. Training offered at centres for adult education includes literacy courses, numeracy courses, preparatory courses, and complementary courses. At present there are 176 centres where more than 67 528 students in the Republic of South Africa and more than 45 000 students attended adult education courses in the self-governing states in 1989 (Annual Report: DET 1990: Table 9).

In order to improve the professional skills of teachers, in-service training is also provided to educators at seventeen teachers' colleges. Management training is provided to departmental managers. From 1985 to March 1990, approximately 11 000 managers and 50 000 teachers attended these courses. Programmes concentrate in particular on the effective and practical management of schools and circuit and area offices. A course in management and teacher development for farm schools is also presented. This programme consists of twelve training units. The first training unit is a core module. Then there are three models which deal with management, and seven with professionalism and subject knowledge. The twelfth module comprises a summary of the total course.

A total of 1 484 students registered for a wide variety of courses offered at a total of 22 technical colleges. Other non-formal education courses offered and based on competency-based modular training include hairdressing, woodwork, art, commercial courses, music and dancing. More than 9 000 adults attended in 1990. In order to provide students with further reading material, the Department has developed bridging material in the form of nine booklets, entitled *Our Newspaper*. Non-formal education programmes are aimed at enriching and developing communities in order "to meet the formal and non-formal educational needs for vocational education of communities and regions" (Annual Report: DET 1990: 96).

The Department liaises closely with the private sector in the provision of non-formal educational programmes. The Department also makes use of consultants to provide training and, according to Pelser (1988: 32), the in-service training within the Department takes place

on a centralised and decentralised basis. People who offer training can register training centres for this purpose. Table 3.3 shows the number of centres according to type. The total number of students who attended various programmes at these centres in 1990 was more that 27 000. This is an indication of the total amount of non-formal education which was offered by the Department of Education and Training during 1990.

Table 3.3

Centres and number of students: 1990

Type of centre	Number
Public centres	123
State-aided centres	43
Remote campuses	82
Circuit centres	10

Source: (Annual Report: DET 1990: 136)

As the State Departments of Education have been reviewed in full, we will now look at the institutions falling under the Public Service.

(b) The South African Police Force (SAP)

The provision of non-formal education within this institute must be seen against the background of the main task of the South African Police Force, namely to strive for the maintenance of an orderly and stable society. For the SAP to execute its tasks, it needs the support of efficient and well-trained manpower (White Paper: SAP 1990: 2). This is achieved by the training and development function which is divided into four sections, namely basic, specialised, sport

and advanced training. These four sections are divided into sub-sections and units which fall under the command of a section head. The organisational structure of the Personnel and Training Division of the South African Police which was set into operation in January 1990 is shown in Diagram 3.13.

(i) Training provided

The South African Police is authorised by the Commission for Administration to undertake training and management development itself. This includes the planning, co-ordination and controlling of all training and manpower development within the South African Police. The four categories of training provided by the South African Police will now be discussed.

* Basic training

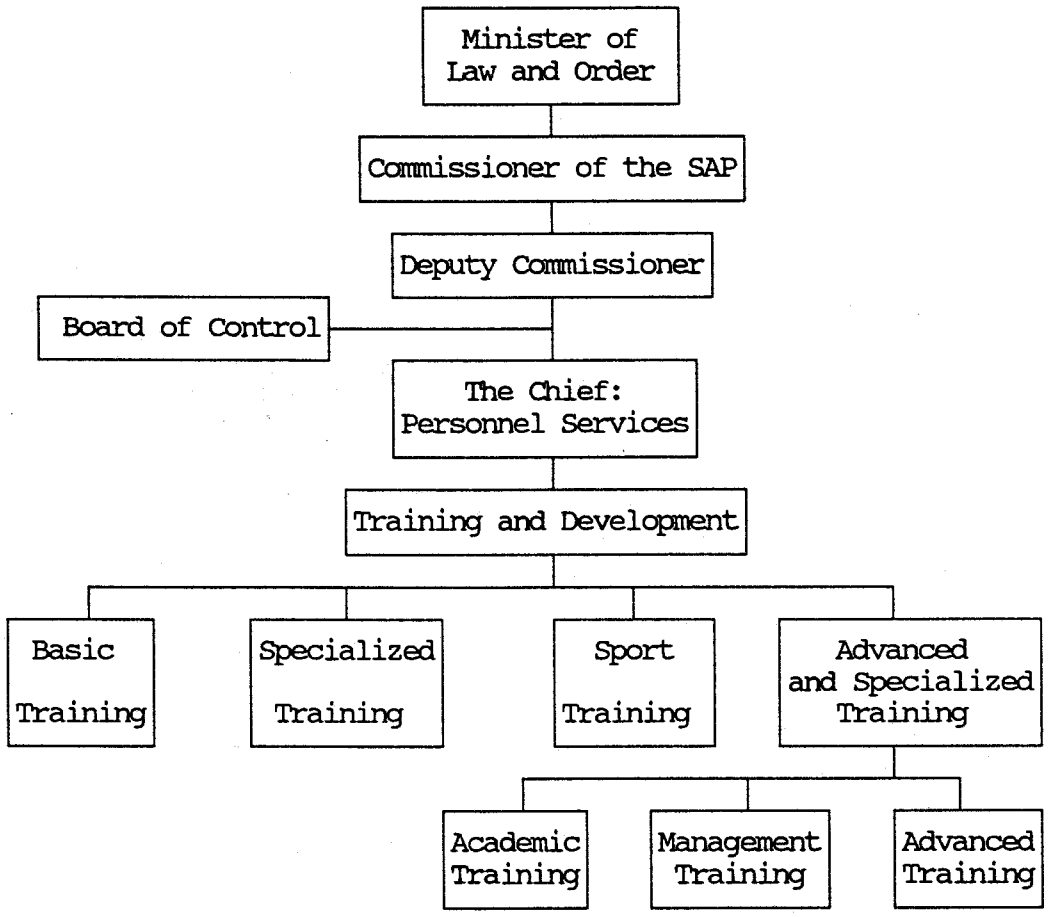
South African Police training colleges at Pretoria, Hammanskraal, Chatsworth and Cape Town provide training such as: orientation, law, investigation of crime, drill, musketry, first aid, languages and public relations. A total of 4 443 persons attended these courses during 1990 (Annual Report: SAP 1990a: 13-15).

* Advanced and specialised training

More than thirty advanced and specialist courses are offered by various colleges and training units such as the South African Police Criminal Record Centre, the College for Advanced Training, the Forensic Science Laboratory Operation Branch, SA Police Dog School, Logistics Branch and Security Training Section. Courses presented are Basic Fingerprint, Investigation of Documents, Ballistics, Special Constables,

Diagram 3.13

Organisational structure of the South African Police: Training and development



Source: White Paper: South African Police (1990: 12)

Municipal Police, Catering, First Aid, Patrol Dog Handlers, Dog Masters, Tracking and Riot and Crowd Control (Annual Report: SAP 1990: 13-28). A group of clinical and industrial psychologists provide psychometric selection and guidance services to the South African Police. A total of 1 750 persons were trained by this section (Annual Report: SAP 1990b: 25).

* Academic and management training

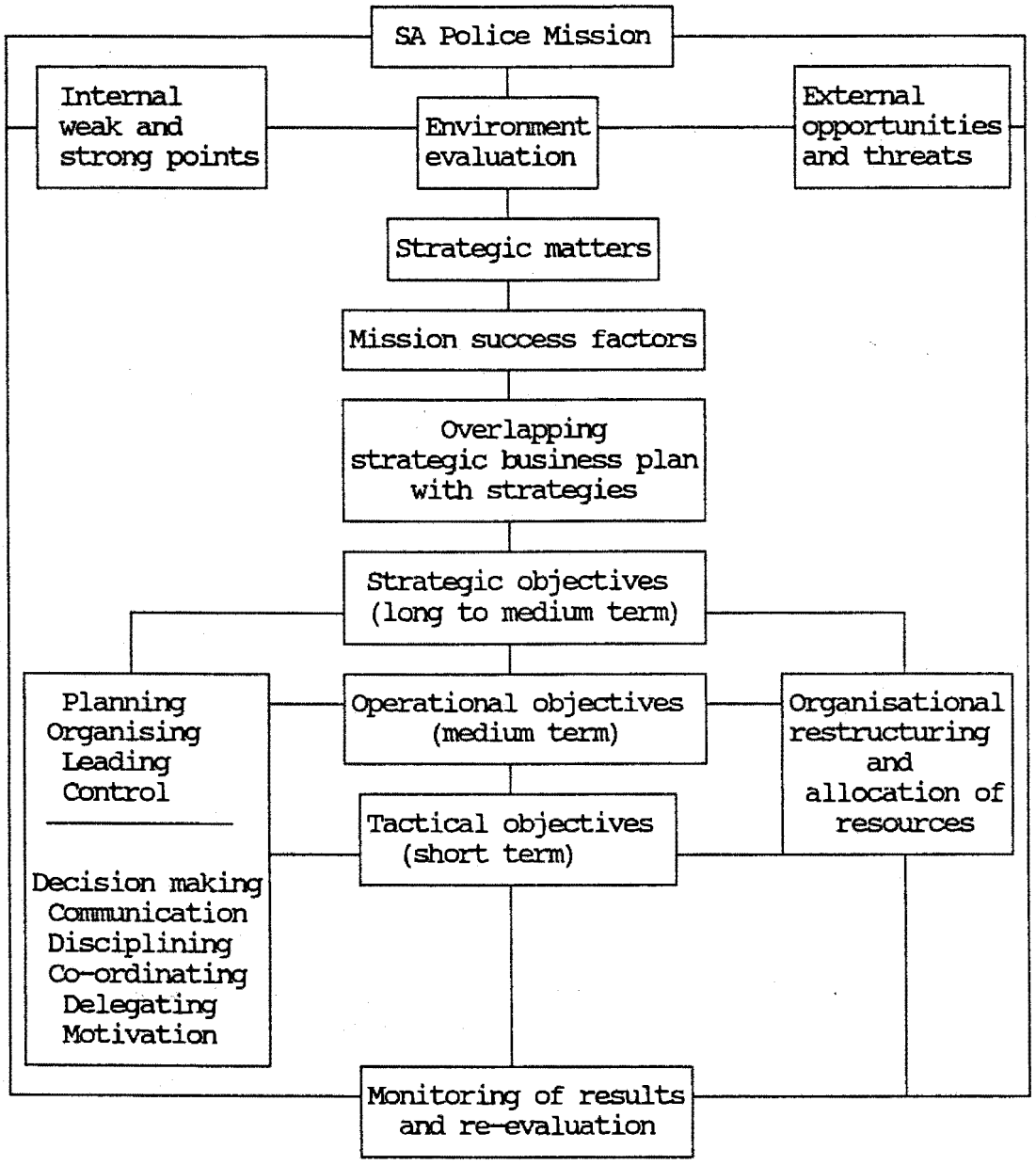
In 1989, 44 undergraduate and 27 postgraduate degrees (including one doctoral, seven masters, nine honours, nine LLB and one LLM degrees) were obtained by South African Police members. A total of 17 787 members attended various non-formal education courses during the year. Senior officers present courses at the Management Development and Training Centre which is situated at Silverton, Pretoria. The use of suitably qualified consultants from different disciplines also aids the present management development courses. A total of 449 persons were trained by this section during 1989 (Annual Report: SAP 1990a: 22-23). The South African Police follows an integrated management approach, the principles of which are a combination of strategic management, management by objectives, process management, and participative management. This approach is shown in Diagram 3.14.

(c) The South African Defence Force (SADF)

As no formally recognised department exists within the South African Defence Force to plan and co-ordinate non-formal education training activities, the information gleaned for the compilation of this section is based mainly on information gathered from interviews held with South African Defence Force members as well as a report written by Fenton entitled, "Motivation for the establishment of a Directorate of Education in the SADF", which covers a wide range of educational activities in the South African Defence Force, such as professional military education, which includes functional and

Diagram 3.14

Integrated Management Process: SAP



Source: Strydom (1991: 10)

formative training. Non-professional education includes formal academic education, compensatory education, youth programmes and civic education (Fenton 1989: XXX).

According to Fenton (1989: 187), the present anticipated provision of training in the South African Defence Force is "historically well established through the areas of functional training and of officer-ship/leadership/management...". Altering political circumstances, however, have forced the South African Defence Force to change and evaluate its role from "securing and maintaining peace and stablility" to that of a "nation builder". For this to take place, education has an important function to fulfil, and specifically the section that deals with "non-professional education" (Fenton's terminology). According to Fenton (1989: 189), education in the South African Defence Force includes a wide variety of activities such as:

* functional training through to personnel development
* literacy training to tertiary education
* basic life-style through to managerial skills
* troop information to civil education
* propaganda to education in the full sense
* task-specific training to community education
* formal to non-formal to informal education.

A distinction is made between the above-mentioned forms of education and the formal education in the South African Defence Force, which Fenton calls "Professional military education and training". A further three major areas of non-formal education are identifiable within the South African Defence Force, namely:

* functional education (job-specific): This type of education includes non-formal in-service training, as well as formal occupational training. Training is given for members to perform certain tasks of a specific occupation.
* formative education (leadership and managerial skills): This is defined as "the multi-dimensional character-forming

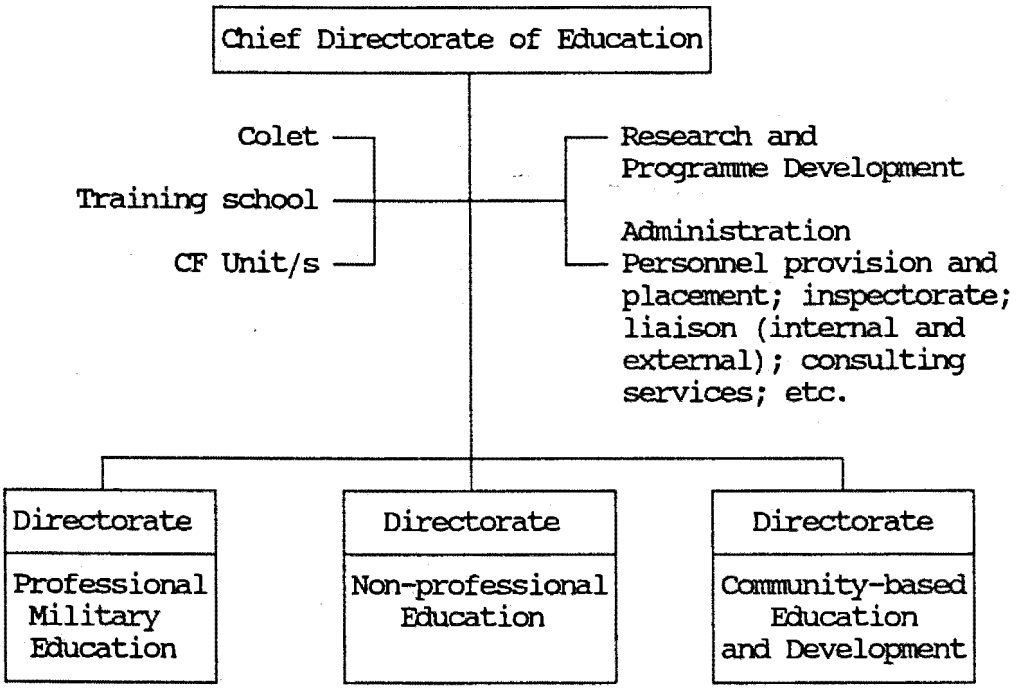
education which traditionally takes place at military colleges".

* non-professional education: Five types of education are identified under this area, namely community education, basic education, youth programmes, academic education and compensatory education (Fenton 1989: 191).

According to Fenton, there are eight possible options available to the South African Defence Force to provide education and training services to its work force. The proposed organisational structure for the provision of education and training within the South African Defence Force is shown in Diagram 3.15.

Diagram 3.15

Proposed organisational structure:
Directorate of non-professional education



Source : Fenton (1989: 264)

The purpose of this directorate will be the overall management of the Professional Military Education (PME) and training as well as the overall management of non-professional education in and by the SADF.

(d) The South African Corrective Services (SACS)

Non-formal education provided within the corrective services can be divided into two main sections, namely training provided to staff members and training provided to prisoners.

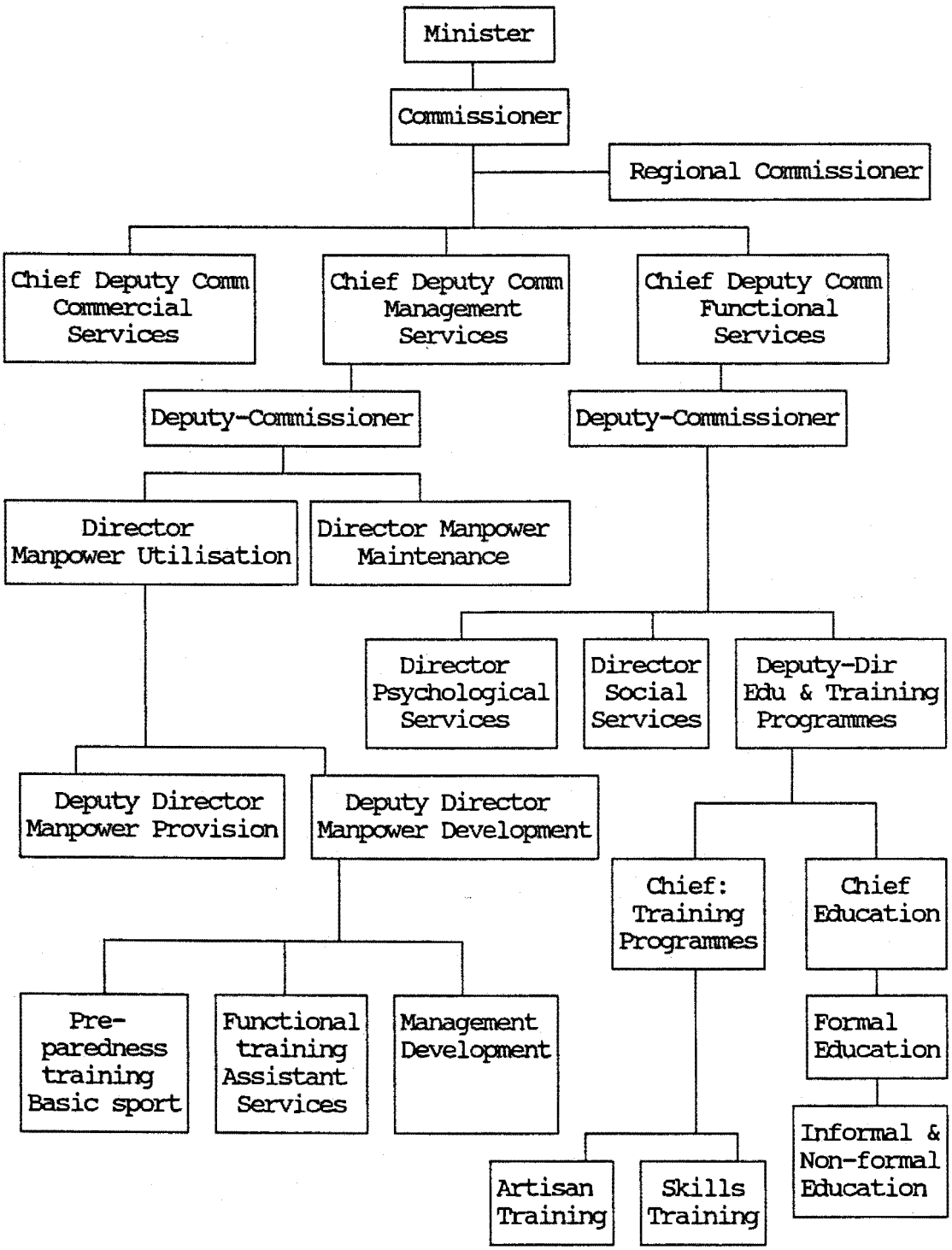
(i) Training provided to staff members

As a result of the diversity of the Corrective Services functions, a great demand is made on its manpower and the necessary skills cannot be recruited easily on the open labour market. It is therefore the Corrective Services' own responsibility to organise the knowledge, potential and experience of its manpower in such a way that the various functions, and especially the training which has to be provided, can be performed effectively (Annual Report: Department of Corrective Services 1990: 45; Department of Corrective Services [undated]: 33).

The corrective services manpower development division trains and develops the total work force by means of in-service training programmes such as orientation training, basic training, functional training, management training, in-service training, and qualification training (Neser 1989: 57). Against this background, the training function plays an important role in providing for the specific training needs that exist within the Corrective Services. The organisational as well as the training structure is shown in Diagram 3.16. Training resorts under two Deputy Commissioners, namely

Diagram 3.16

Corrective Services: organisational and training structure



Source: Annual Report: Department of Corrective Services (1990: 3); Internal Memorandum: Department of Corrective Services (August 1991)

Management Services and Functional Services. Management Services is responsible for manpower provision and manpower development. Preparedness, functional and management development training are provided by this division. Functional services are made up of psychological and social services and education and training programmes. A difference is made between training programmes, which provide artisan and skills training, and education, which is responsible for formal, non-formal and informal educational programmes.

* In-service training: In-service training covers the training of an employee within his immediate job environment (Neser 1989: 60). This is done by means of delegation, man-to-man training, personnel discussions, job rotations and self-development. Training is provided for prisoners and the department's own staff members. Staff members can obtain a National Diploma in Prison Management as well as in a basics training course. An instructor's course is also offered. A total of 3 299 members attended these courses in 1990 (Annual Report: Department of Corrective Services 1990: 48).
* Basic training: This is training which is provided at the three training colleges at Kroonstad, Zonderwater and Westlake. Courses include the following: basic course for males (six months), basic course for females (nine weeks), short course for males (nine weeks), junior instructor's course (five months), senior instructor's course (six weeks) and instructor's course for physical training (four months).
* Orientation training: This training is provided to introduce

the employee to departmental policy and discipline and equip him emotionally and spiritually.

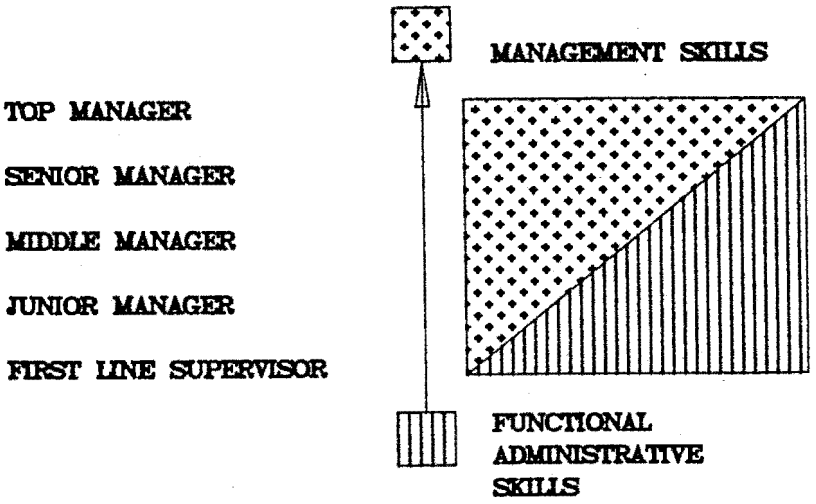
* Functional training: Functional training falls under in-service training and is provided to employees who are trained in specific skills and knowledge in an aspect of their jobs. This type of training usually takes place on a decentralised basis. Courses such as nursing, catering, logistical administration, investigating, and prosecuting. Courses for blockmen and locksmiths are also provided (Neser 1989: 59).
* Management development training: Management development training focuses on planning, organising, activating, central decision making and problem solving. Supervisors and officers are trained according to a specific training plan which takes the following into account: specific organisational needs, individual career planning, future utilisation possibilities, and the employee's willingness to receive training. This training plan also makes provision for an employee to progress from the lowest through to the highest level. The training plan for managers of the SA Corrective Services can be described with the assistance of the sketch contained in Diagram 3.17.

(ii) Training provided for prisoners

As far as training for prisoners is concerned, the following main programmes are provided: literacy programmes; recreational programmes; coaching for sports programmes; library programmes;

Diagram 3.17

Training plan: Managers of the SA Corrective Services



Source: Department of Corrective Services (undated: 40, 41)

programmes to instil moral preparedness; youth programmes; vocational training programmes and skills training programmes. The extent of training that is provided for prisoners can be seen in the approximately 82 000 prisoners who were accommodated and cared for during 1990 and the 71 educationalists who are salaried by this department (Annual Report: Department of Corrective Services 1990: 5; 80).

As the above institutions comprise the main component of non-formal education in the Public Service, a look at other Government bodies is called for.

(e) Other Government Bodies

Prodders' Annual (1989-90: 202-224) lists a number of State development organisations which are active in South Africa, namely:

* Constitutional Development Services and Decentralisation Board

(part of the SA Department of Development Planning)
* Department of National Health and Population Development
* Department of Trade and Industry
* Industrial Development Corporation of SA.

The general approach of these institutions can be summarised by saying that they all have a role in the planned development of South Africa, each one in its own field of interest. Involvement by these institutions in non-formal education programmes is the same as that found within the other state departments. The Training Institute plays an important role here in the provision of non-formal education.

(f) Summary: State departments

(1) The non-formal education provided by these departments is vast and stretches over the entire South Africa, the TBVC states and independent states and is aimed at in-service training of State departments. The most advanced training techniques are introduced in the formal lectures, group discussions, simulation exercises, self-study, and practical work sessions. Study guides and training manuals are provided to ensure that the standard of training is of the highest quality.

(2) Evaluation procedures take the form of assignments, verbal testing, projects and written examinations. The various in-service training programmes, courses and seminars are provided, either on a centralised basis, at the training institute where staff members of the various provinces are put together, or on a decentralised basis at regional training facilities.

(3) Non-formal education consists mainly of highly structured and

moderately structured programmes where certificates are issued to staff members who attend courses. Whether the development takes the form of constitutional models, distribution of economic activities, addressing poverty, underdevelopment, disparities, controlling the population size, maintenance of an industrial structure or promoting regional development, they all have the same aim in mind, namely to improve the standard of living of all people in South Africa by rendering a service. They all plan, promote and co-ordinate activities which are directly related to their own functions.

(4) Finally, they all follow some form of development programme which includes the offering and facilitation of a wide range of non-formal education programmes such as manpower training, primary health care, family planning, cultural advancement programmes, rural education programmes and entrepreneurship training.

Non-formal education as provided by Parastatal Institutions will be discussed further.

3.2.2 Non-formal education provided by Parastatal institutions

From 1945 to 1985 the establishment of six scientific councils, namely the South African Bureau of Standards (SABS), Council for Scientific and Industrial Research (CSIR), Atomic Energy Corporation (AEC), Human Sciences Research Council (HSRC), Medical Research Council (MRC) and Council of Mineral Technology (MINTEK), took place. The purpose of these was specifically to develop science and technology with regard to standardisation (SABS), natural and applied sciences (CSIR), nuclear energy (AEC), human sciences (HSRC), medical biological sciences (MRC) and mineral technology (MINTEK) within the

Republic of South Africa. Since 1985 some of these councils have been either privatised or commercialised, but for the purposes of this study a further institution, namely Telkom SA, can also be regarded as a high technology institution. In the light of the fact that their training can still be seen as forming a unit under parastatal institutions, they will be discussed as such. Although the specific objectives of the Councils differ from one to the other with regard to science and technology, they do have common objectives, which are to

* create knowledge with regard to science and technology
* systematically investigate existing technology
* to develop/create new applications of their various fields of study (Van der Merwe 1986: 69).

The non-formal education provision and training methods of three of the major institutions, namely the CSIR, AEC and Telkom SA, which can serve as examples, will be discussed in detail.

(a) Council for Science and Industrial Research (CSIR)

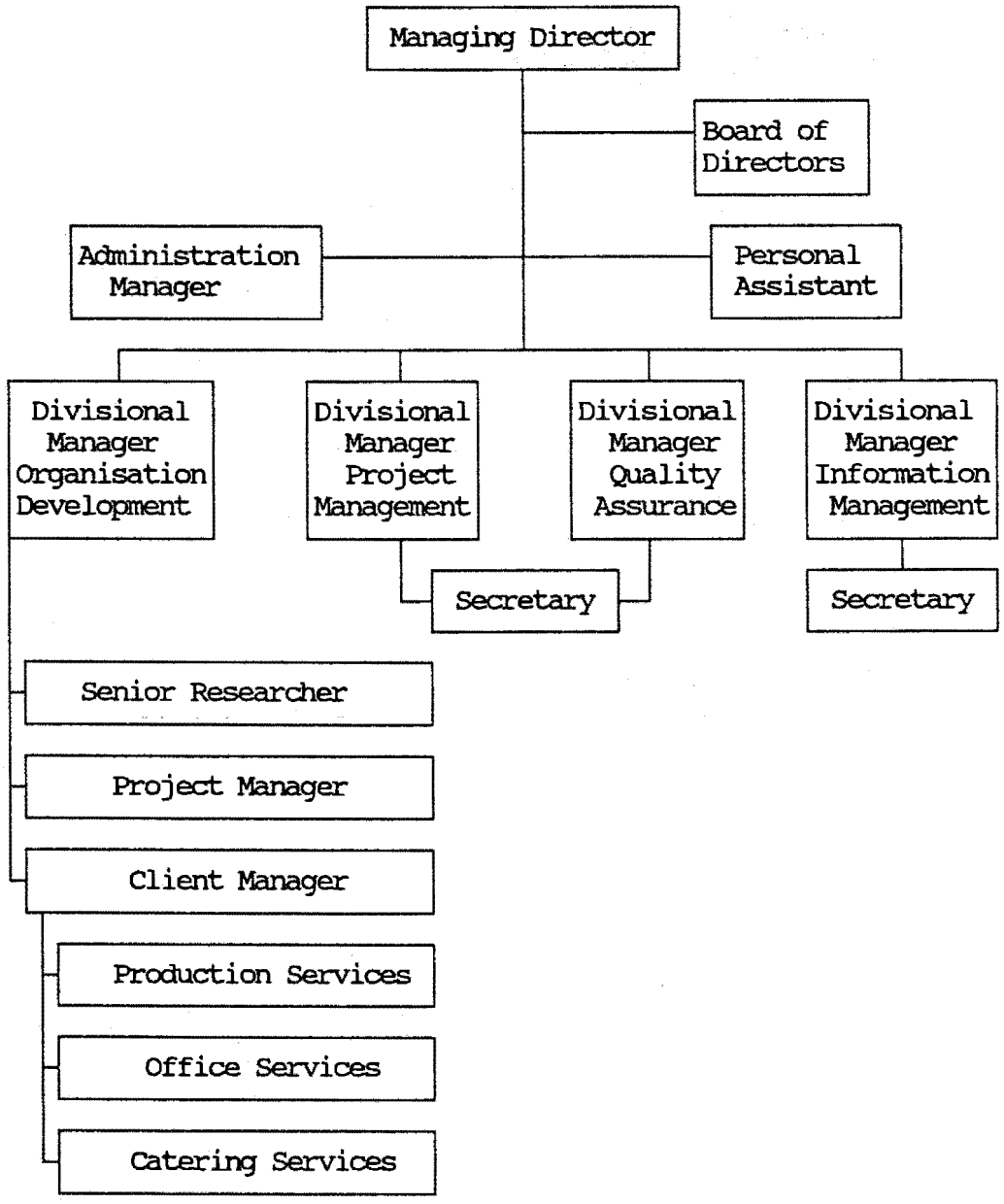
(i) Function, role and structure

The White Paper on Industrial Development Strategy in the Republic of South Africa has identified the Scientific and Industrial Research Council as the organisation that should take the lead in ensuring the effective transfer of technology to industry and it is for this reason that development through the means of a non-formal education programme is an absolute necessity (Annual Report: CSIR 1990: 7). The Council for Science and Industrial Research consists of two operational groups, namely the Research Development and Implementation group (RDI) and Foundation for Research Development group (FRD). The central function of the RDI is "research and development and the

transfer of expertise in fourteen areas of critical importance to South Africa" (Annual Report: CSIR 1990: 6). Training within the Council for Science and Industrial Research is not managed by the human resources department but by a private company called the Groman Consulting Group (GCG).

Diagram 3.18

Organisational structure: Groman Consulting Group



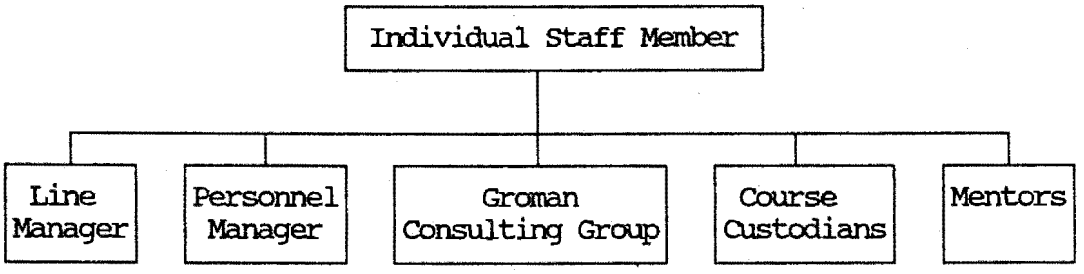
Source: CSIR Training Manual (1991/1992: 29)

(ii) Training provided

The GCG is a privately owned company with no direct ties to the CSIR other than a contract to train CSIR personnel (CSIR Training Manual 1991/1992: 5). The GCG also provides training to a further 120 clients on a national basis and is responsible for its own administration and infrastructure. The organisational structure which enables the Groman Consulting Group to provide its non-formal education programmes is shown in Diagram 3.18. The organisation and provision of training is based on the dual responsibility of the organisation on the one hand and that of the employee on the other hand. Employee responsibilities include a relationship with the individual staff members, line managers, personnel manager, course custodians and mentors. Each of these carries a responsibility with regard to the identification of appropriate training and development needs. The line of responsibilities of the individual staff member in relation with other individuals is shown in Diagram 3.19.

Diagram 3.19

Responsibilities of individual staff members (GCG)



The responsibilities of each of these are set out as follows:

* Individual Staff Member

The primary responsibility for training and development rests with the individual staff member who should:

- accept full ownership for his career planning and development in consultation with the line manager
- identify performance deficiencies and development opportunities
- initiate actions which will help him to optimise his full potential.

* Line Manager

The line manager is responsible for:

- providing ongoing performance feedback
- helping with the identification of performance deficiencies and development opportunities
- providing on-the-job training and coaching
- assisting with the identification of appropriate training and development courses for performance problems and development opportunities which cannot be addressed on the job.

* Personnel Manager

The Personnel Manager is responsible for:

- assisting line management and the individual staff member with the identification of training and development needs

- providing professional advice on how best to meet these needs
- the co-ordination of training activities within the division.

* Course Custodians

Course custodians supervise the technical correctness and appropriateness of course material. They also periodically audit the presentation of courses to ensure adherance to standards and agreed instructional methodology.

* Mentors

Mentors, both voluntary or by appointment, by virtue of their experience and credibility, act as special coaches - in support of line management for an individual or group of individuals.

* Organisational responsibilities

CSIR Corporate		Divisions
* Prescribing appropriate development actions for organisation wide performance problem areas and for newly desired skills in accordance with strategic business plans	<——>	* Prescribing appropriate development actions for divisional performance problem areas and assisting with specific individual performance development

* Groman Consulting Group (Pty) Ltd

Non-formal education includes programmes such as: orientation,

marketing fundamentals, customer service, report writing, strategic management of technology, managing and controlling research and development projects, advanced project management, professional selling skills, entrepreneurship, innovation, creative thinking, quality assurance, team building, speed reading, negotiating skills, situational leadership, life skills and time management (CSIR Training Manual 1991/92: 4-6).The company's training and consulting services are listed in Table 3.4.

Table 3.4

Training and consulting services provided by the Groman Consulting Group (Pty) Limited

TRAINING	CONSULTING
* Manage and maintain the CSIR training centre * Develop customised training and development programmes to meet the specific needs of the CSIR * Professionally deliver CSIR training programmes * Contract-in and co-ordinate training programmes which Groman staff cannot service * Monitor and report on human resource and organisation development trends * Provide advice on courses/ workshops available from other organisations	* Assist with the identification of individual and organisation-wide training and development needs * Provide diagnostic and survey services * Provide advice and support to divisional line and personnel staff * Reinforce and assist with implementation of newly acquired knowledge and skills * Provide process facilitation, critique and feedback

Source: Council for Science and Industrial Research (1991/1992: 5)

b) Atomic Energy Corporation (AEC)

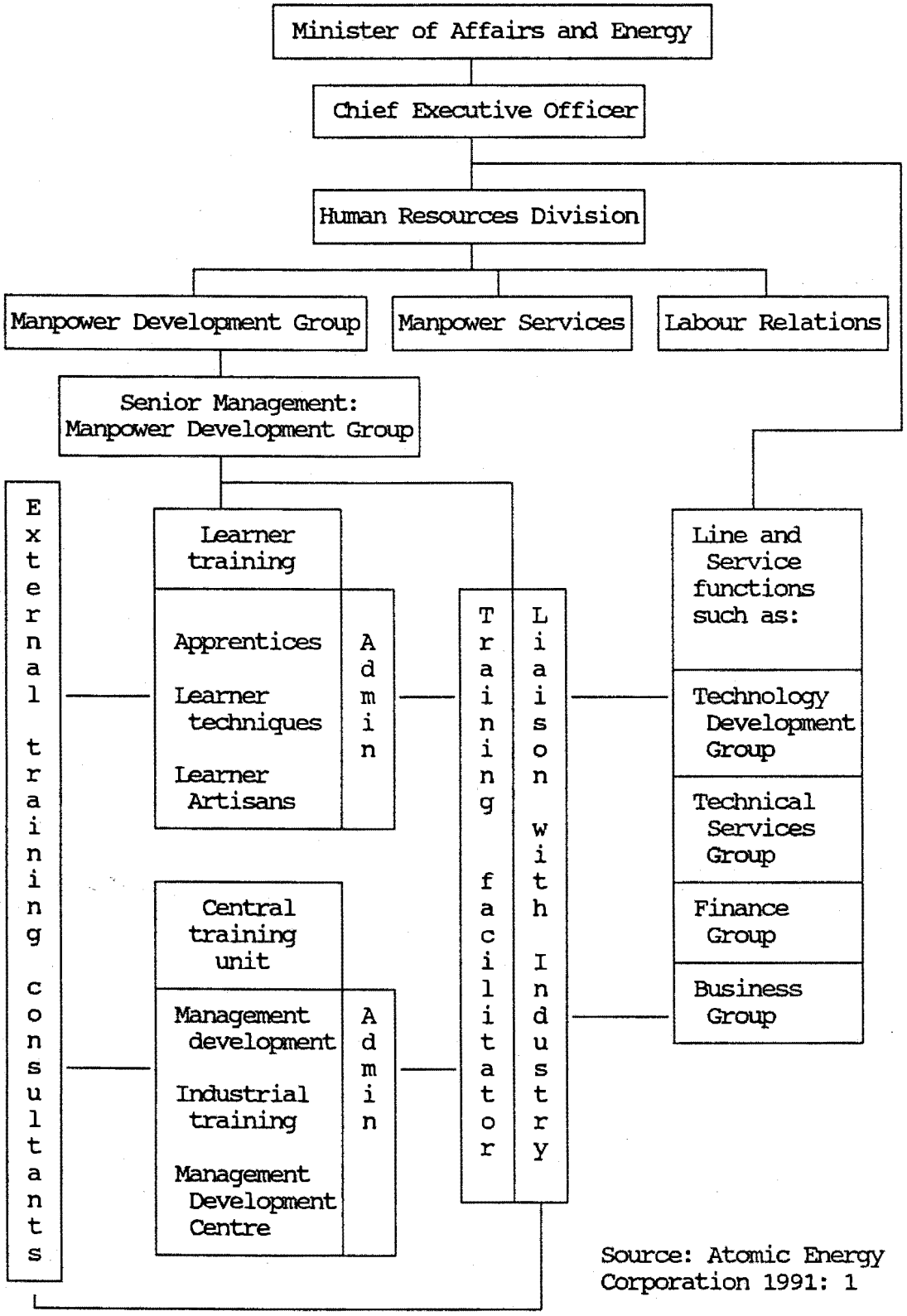
All State financed activities involving atomic energy in South Africa have resorted under the banner of the Atomic Energy Corporation since 1985. Overall management and policy aspects concerning atomic energy as well as the control and licensing thereof fall under the guidance of the head executive official of the AEC. As this is a highly specialised and technologically advanced organisation, high standards of expectation are placed on the members of staff working within the organisation. As a result of this, a highly developed training and development department exists in the Atomic Energy Corporation. This institution is also a good example of the balance which exists for the training of the two main work groups - vocational technical training and management development training - which are found in all high technology institutions (NUCOR 1985).

(i) Training philosophy, objectives and structure

Training is seen as an integral part of all the actions that are taken to utilise the institution's manpower effectively. Diagram 3.20 shows the organisational structure of the Manpower Development department. The Manpower Development department consists of three subsections, namely Manpower Development, Manpower Services and Labour Relations. Manpower Development consists of two sections, namely Learner Training and a Central Training Unit. Everything to do with students, who are either doing an apprenticeship, bursary holders or learner technicians, falls under the control of the Learner Training group. The Central Training Unit is made up of Management Development, Industrial Training and a Management

Diagram 3.20

Organisational structure: AEC Manpower Development Department



Source: Atomic Energy Corporation 1991: 1

Development Centre. This unit's main objective is to co-operate with the management corps to make sure that management and the group's potential are developed and utilised to the full in order for the institution to provide the short, medium and long term training needs (AEC 1991: 2; AEC 1987: 1-45). Training facilitators render a service to line function and are situated in the Central Training Unit. Their task is to liaise with the respective line and service departments. Training needs are established and, where possible, training is provided from the Central Training Unit (CTU). Should this not be possible, external consultants and services are used.

(ii) Training provided

Training that is provided concentrates on two main areas, namely management development training and organisation development training. Management development training consists of programmes such as conflict management and situation leadership. Courses covering the functions and techniques of professional management are situation leadership for supervisors, report writing, interviewing, investment in excellence, creative thinking and brain storming and persuasive communication. Other development programmes include consultations, departmental group discussions, information sessions, meeting procedure, self development, time management, delegation of work, motivation and communication. Other services rendered include the production of audio and video programmes, computer training programmes and library services.

(c) Telkom SA

(i) Function, role and structure

On 1 January 1991, a revised control structure whereby two operations, Telecommunications (Telkom SA) and Postal Services (SAPOS), are managed separately was implemented. Draft legislation making provision for the division of SAPT into these two separate state-controlled companies with the view to commercialisation in October 1991, was submitted to Parliament. As there are more than 94 000 persons employed by these two operations, a fair amount of in-service training is provided in order to make sure that the standard of service is maintained and new skills are taught (Annual Report: Postmaster General 1990: 71). The organisational structure, with special reference to the training structure, is shown in Diagram 3.21. As the high technology leg of the firm falls under Telkom SA, attention will be drawn to the training which takes place in this company only.

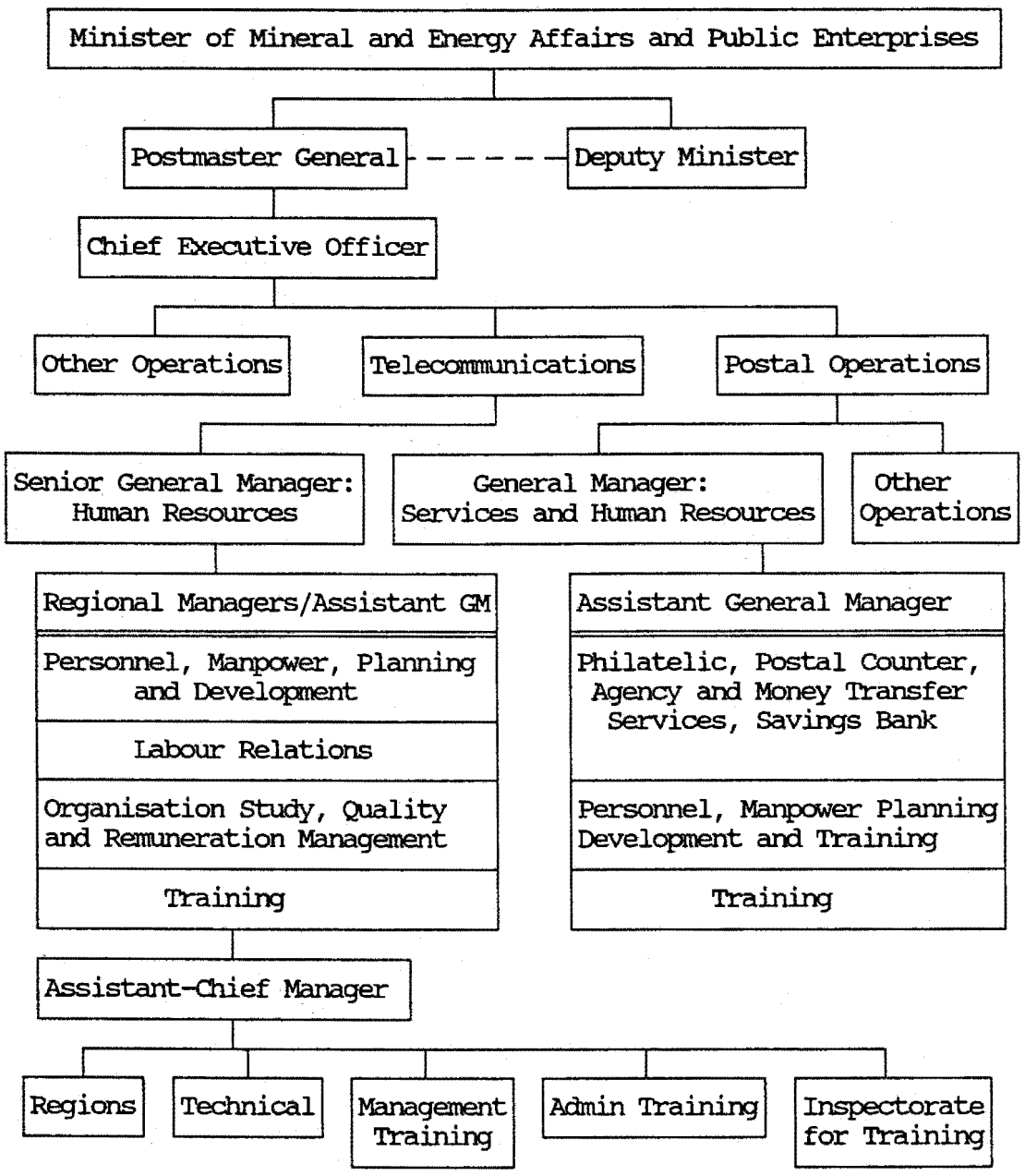
(ii) Training provided by Telkom SA

In-service training is provided at various training centres throughout the country and the approach followed is based on a systems model for educational design and is shown in Diagram 3.22.

The model reflected in Diagram 3.22 is based on three legs, namely, potential, knowledge and doing. Potential is seen as a person's ability to memorise, apply knowledge and show diagnostic insight. Employers in the technical fields are selected on their potential, which is determined through psychometric testing and interviews. Hereafter they get channelled to the three artisans trades, such as

Diagram 3.21

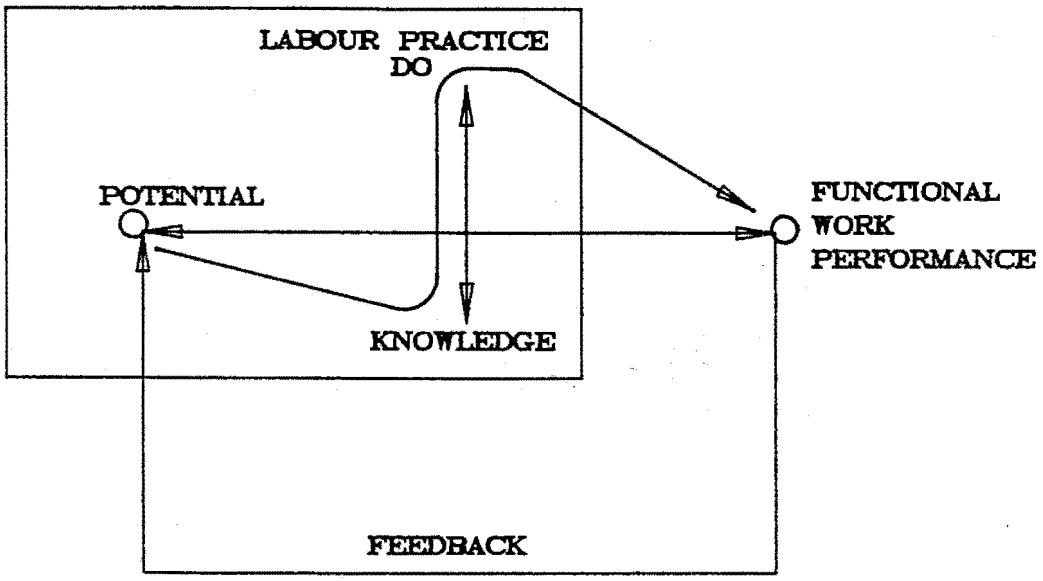
Organisational and training structure: Telkom SA and SAPOS



Source: Annual Report: Postmaster General (1990: 45)

Diagram 3.22

Training Approach: Telkom SA

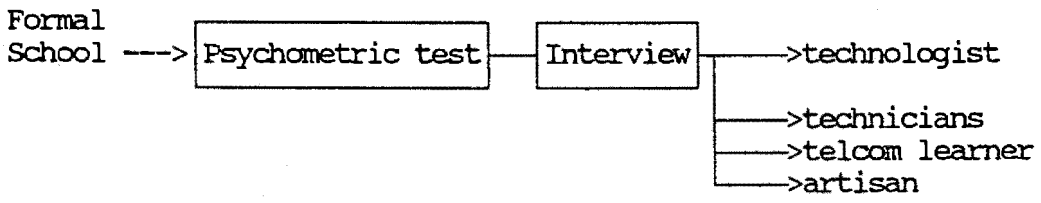


Source: Dreyer (1976: 45)

telcom learner, technician and technologist. The knowledge leg is broadened at Telkom's own colleges whereafter knowledge gained is applied in the job situation. The doing leg is evaluated against certain performance standards in the functional work situation. Feedback is given and retraining takes place where necessary. Diagram 3.23 shows the process of selection (Dreyer 1976: 43).

Diagram 3.23

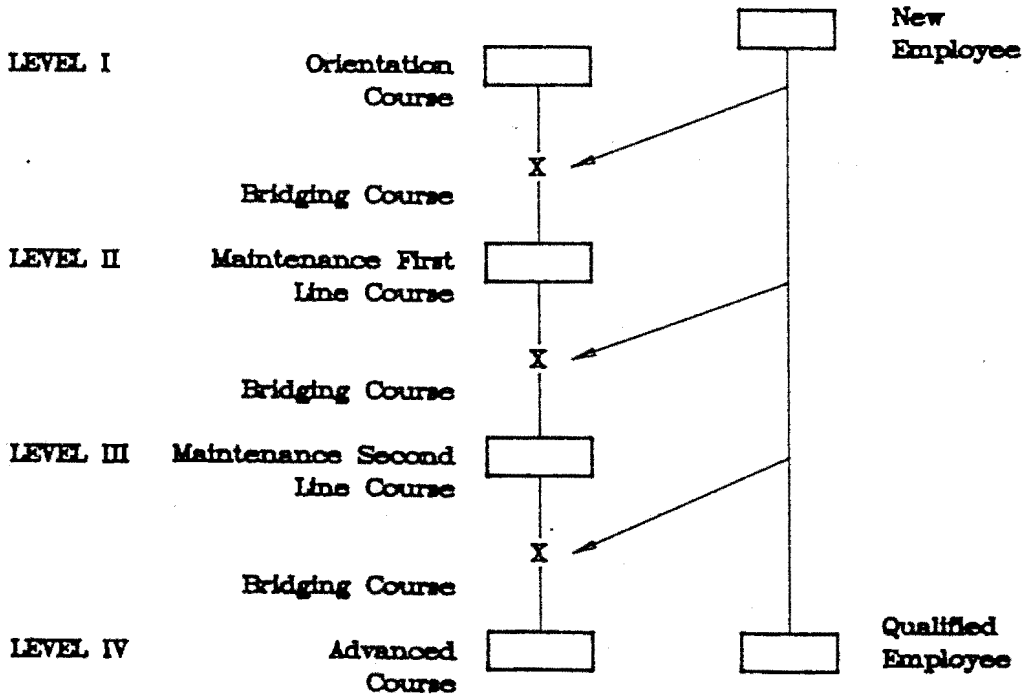
The process of selection: Technical Staff Telkom SA



An integrated training approach between formal education and non-formal education is followed. Formal education is provided to learner technicians, technicians and technologists. This type of training is provided at technikons (T-courses) and technical colleges (N-courses). Non-formal education consists of in-service training and is provided at Telkom's own training colleges. Non-formal education in the form of "after qualifications training" consists of a variety of 180 modules, ranging from one to six weeks in duration. Training is available and presented to approximately 20 000 employees annually. An employee can enter at any place in the training cycle, depending on his job requirements and personal competency. Diagram 3.24 shows the levels of courses and bridging that take place to cater for the qualified employee (Duvenhage 1988:57).

Diagram 3.24

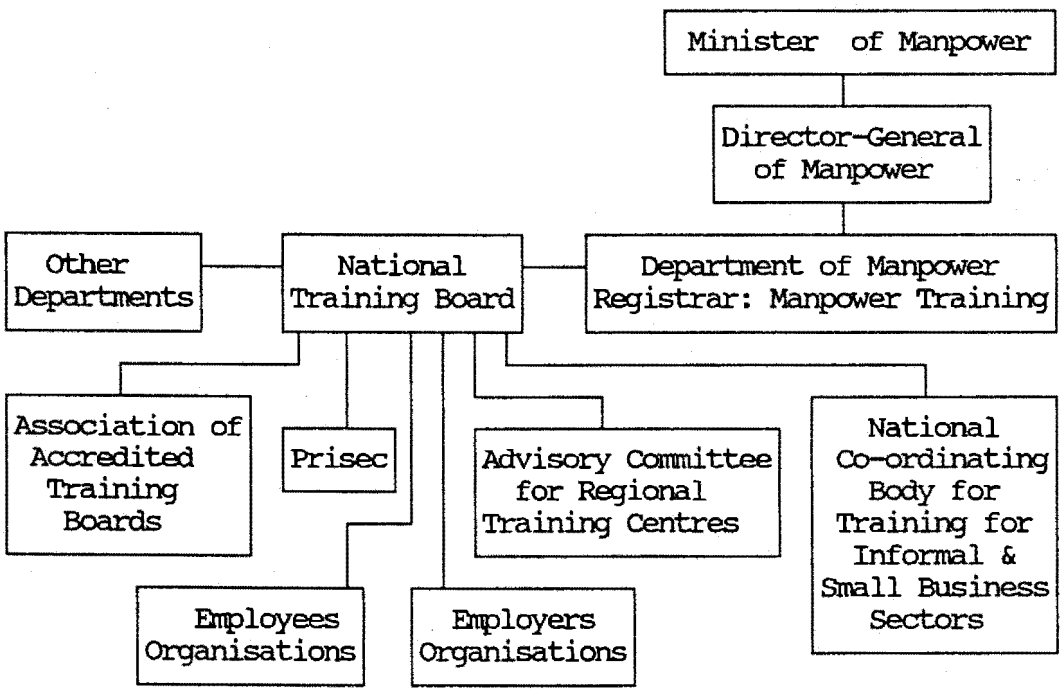
Training cycle: Telkom SA



position as certain of the major functions of the Department of Manpower, such as regulation and administration of training, have been deregulated to the respective industries involved. The act also provides for regional training centres in the place of group training centres and advisory committees for regional training centres (Annual Report NMC 1990: 50). In view of the fact that the NTB plays a central role in the link between Industrial Training Boards, the private sector and the government, it is important to present the proposed structure of this link. The recommended composition of the NTB and the various respresentatives for the execution of the business activities and functions of the National Training Board is shown in Diagram 3.25.

Diagram 3.25

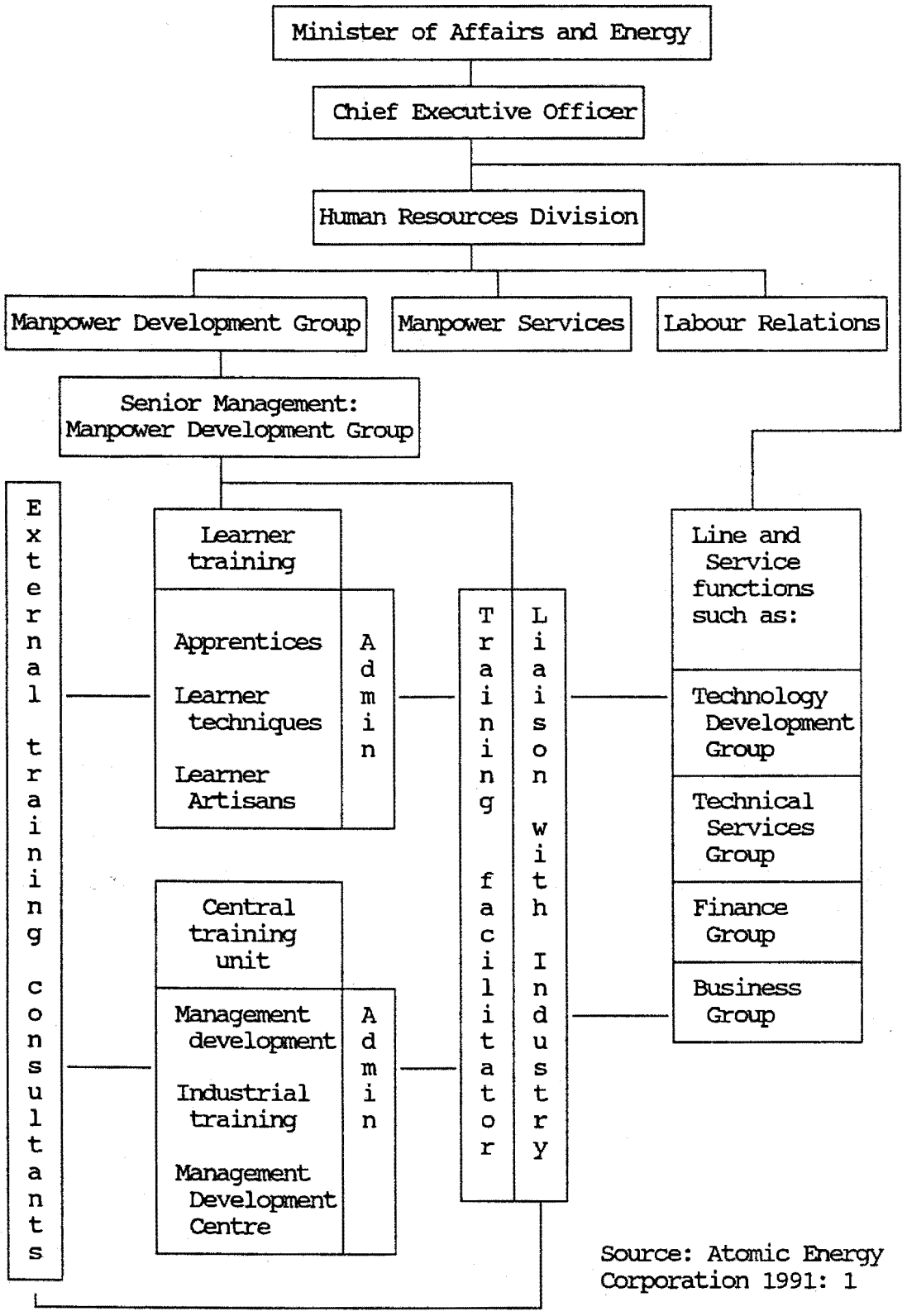
Proposed organisational structure for the new National Training Board



Source: NTB/HSRC Investigation: Executive Summary (1991. 29)

Diagram 3.20

Organisational structure: AEC Manpower Development Department



Source: Atomic Energy Corporation 1991: 1

Development Centre. This unit's main objective is to co-operate with the management corps to make sure that management and the group's potential are developed and utilised to the full in order for the institution to provide the short, medium and long term training needs (AEC 1991: 2; AEC 1987: 1-45). Training facilitators render a service to line function and are situated in the Central Training Unit. Their task is to liaise with the respective line and service departments. Training needs are established and, where possible, training is provided from the Central Training Unit (CTU). Should this not be possible, external consultants and services are used.

(ii) Training provided

Training that is provided concentrates on two main areas, namely management development training and organisation development training. Management development training consists of programmes such as conflict management and situation leadership. Courses covering the functions and techniques of professional management are situation leadership for supervisors, report writing, interviewing, investment in excellence, creative thinking and brain storming and persuasive communication. Other development programmes include consultations, departmental group discussions, information sessions, meeting procedure, self development, time management, delegation of work, motivation and communication. Other services rendered include the production of audio and video programmes, computer training programmes and library services.

(c) Telkom SA

(i) Function, role and structure

On 1 January 1991, a revised control structure whereby two operations, Telecommunications (Telkom SA) and Postal Services (SAPOS), are managed separately was implemented. Draft legislation making provision for the division of SAPT into these two separate state-controlled companies with the view to commercialisation in October 1991, was submitted to Parliament. As there are more than 94 000 persons employed by these two operations, a fair amount of in-service training is provided in order to make sure that the standard of service is maintained and new skills are taught (Annual Report: Postmaster General 1990: 71). The organisational structure, with special reference to the training structure, is shown in Diagram 3.21. As the high technology leg of the firm falls under Telkom SA, attention will be drawn to the training which takes place in this company only.

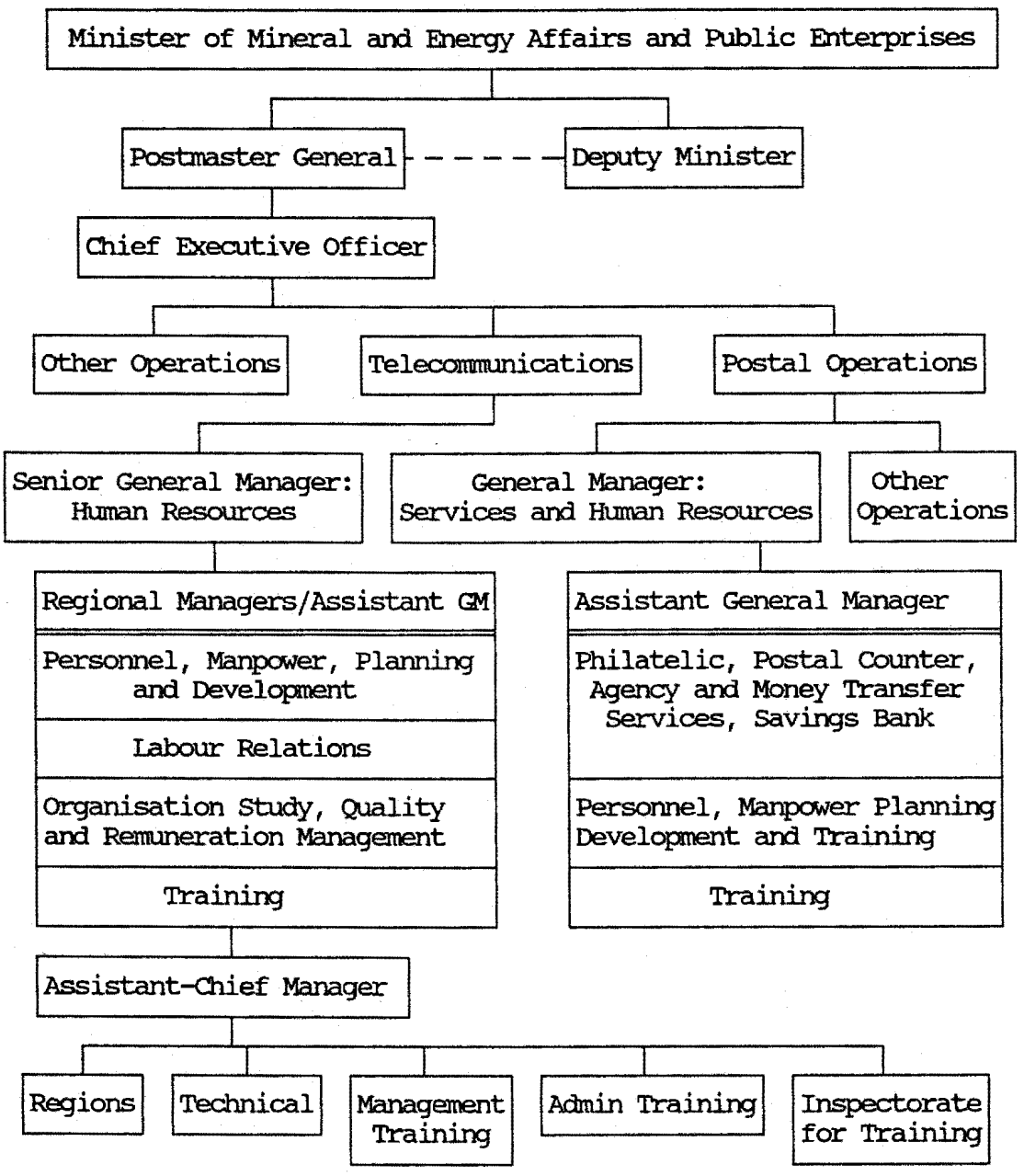
(ii) Training provided by Telkom SA

In-service training is provided at various training centres throughout the country and the approach followed is based on a systems model for educational design and is shown in Diagram 3.22.

The model reflected in Diagram 3.22 is based on three legs, namely, potential, knowledge and doing. Potential is seen as a person's ability to memorise, apply knowledge and show diagnostic insight. Employers in the technical fields are selected on their potential, which is determined through psychometric testing and interviews. Hereafter they get channelled to the three artisans trades, such as

Diagram 3.21

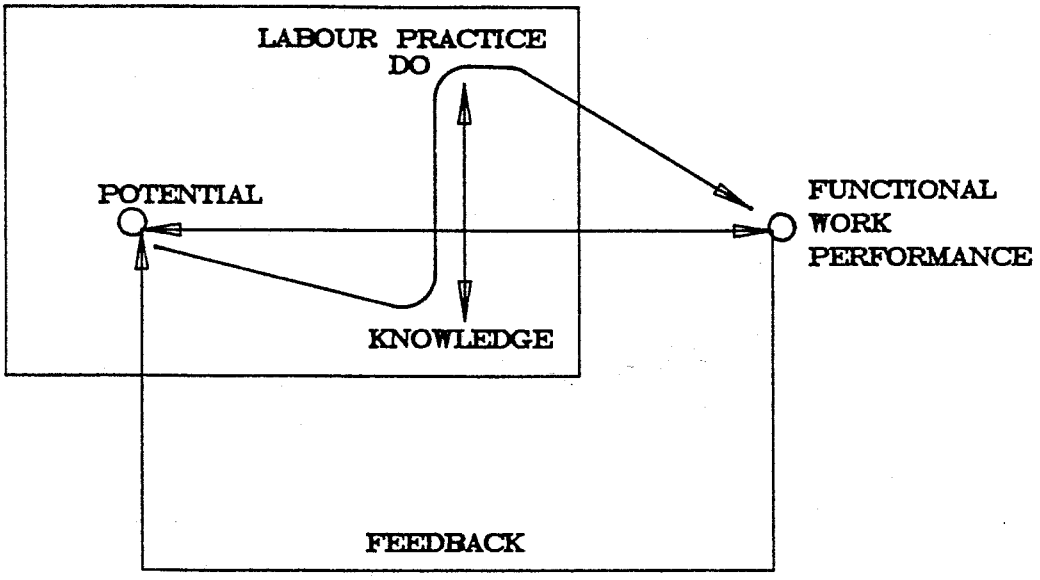
Organisational and training structure: Telkom SA and SAPOS



Source: Annual Report: Postmaster General (1990: 45)

Diagram 3.22

Training Approach: Telkom SA



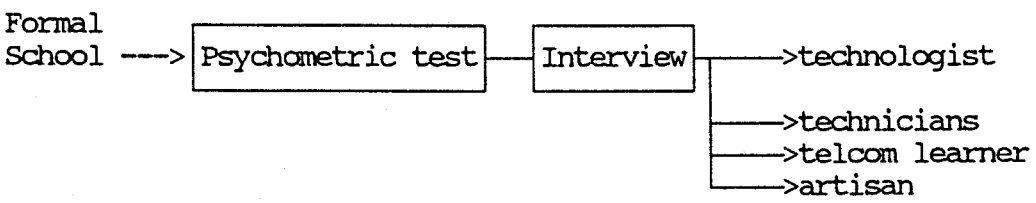
Source: Dreyer (1976: 45)

telcom learner, technician and technologist. The knowledge leg is broadened at Telkom's own colleges whereafter knowledge gained is applied in the job situation. The doing leg is evaluated against certain performance standards in the functional work situation. Feedback is given and retraining takes place where necessary.

Diagram 3.23 shows the process of selection (Dreyer 1976: 43).

Diagram 3.23

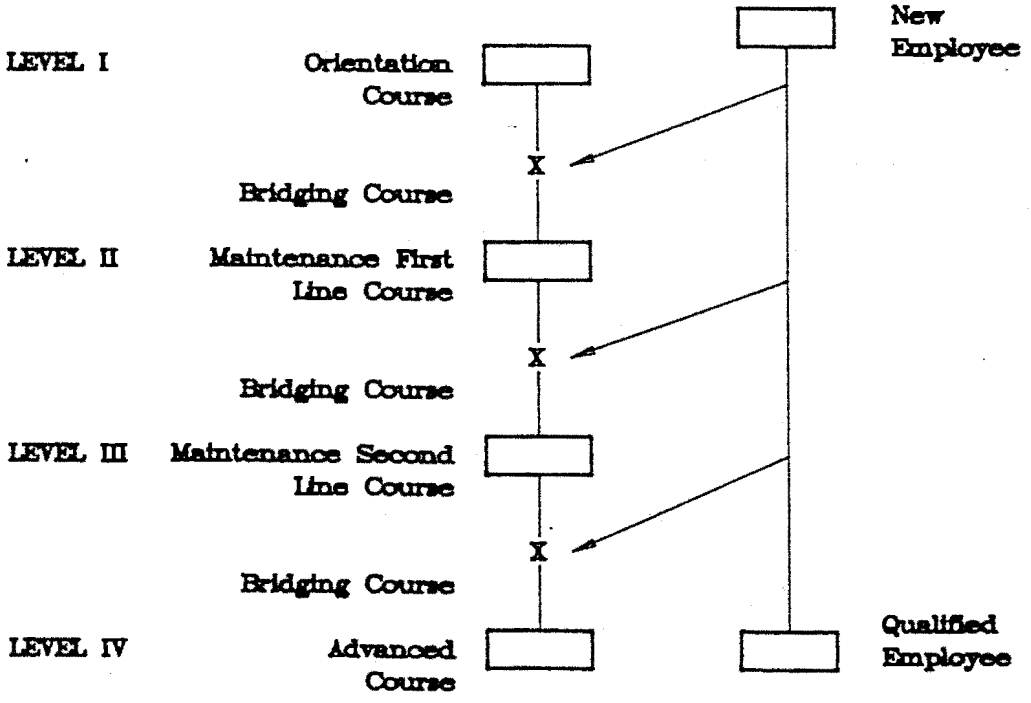
The process of selection: Technical Staff Telkom SA



An integrated training approach between formal education and non-formal education is followed. Formal education is provided to learner technicians, technicians and technologists. This type of training is provided at technikons (T-courses) and technical colleges (N-courses). Non-formal education consists of in-service training and is provided at Telkom's own training colleges. Non-formal education in the form of "after qualifications training" consists of a variety of 180 modules, ranging from one to six weeks in duration. Training is available and presented to approximately 20 000 employees annually. An employee can enter at any place in the training cycle, depending on his job requirements and personal competency. Diagram 3.24 shows the levels of courses and bridging that take place to cater for the qualified employee (Duvenhage 1988:57).

Diagram 3.24

Training cycle: Telkom SA



A summary of the State and parastatal institutions follows.

3.2.3 Summary: The State and parastatal institutions

(1) The provision of non-formal education in these institutions takes place mainly in two areas, namely vocational training and management development training. Each institution follows its own training philosophy, approach and policies with regard to these two main areas of training. The emphasis is on retraining in order to keep staff members up to date with the latest technological developments and management model.

(2) Training takes place and is presented by different training institutions and varies from one-day seminars to one-year courses. In addition, use is frequently made of the assistance of specialist personnel and consultants in the various training fields. The nature of these courses varies from informal, loosely structured non-formal education to highly structured non-formal education. The context of the provision of non-formal education within the Republic of South Africa is seen once the contributions of the private business sector in this area is also taken into account. Accordingly, the private business sector is also discussed hereafter.

3.3 THE PRIVATE BUSINESS SECTOR

In order to present a meaningful input of non-formal education which is provided by the private business sector, it was deemed well to work on an exploratory basis. The existing training structures were first studied, i.e. the training facilities available within commerce and industry as approved by the accredited industrial training

boards, and then the provision of training within various financial institutions. Finally, the training operations of private development organisations were studied. To prevent a very drawn-out report, only certain accredited industrial training boards, financial institutions and private development organisations were chosen as representative of training provided within the total private sector. Extensive use of two reports, namely the HSRC/NTB investigation into the training of artisans in the Republic of South Africa (1985), and The NTB/HSRC investigation into a national training strategy for the Republic of South Africa (1991), was incorporated into the study.

3.3.1 Accredited Industry Training Boards

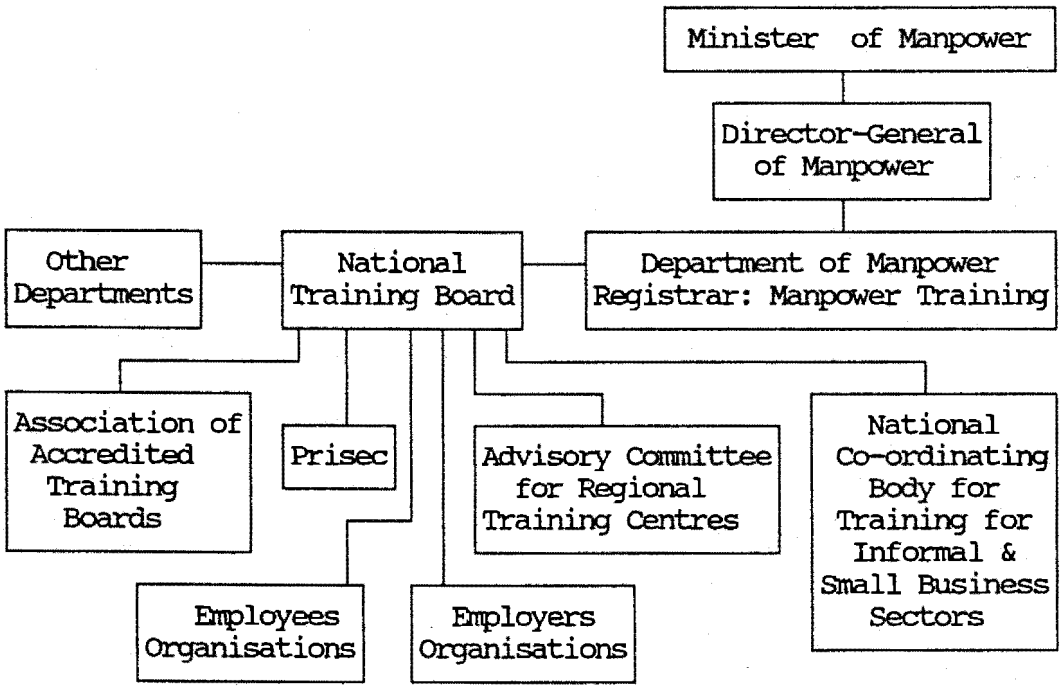
The Manpower Training Draft Amendment Bill, 1990 (39 of 1990) which was published for general information and comment during 1988, has brought about some major changes in the training field. This act makes provision for the establishment of a training board with regard to a specific industry and region, with the purpose of accreditation by the Registrar of Manpower Training. The act also makes provision for the conversion of the present time-based training system into a performance and competency-based modular system in respect of apprentice training (Annual Report: NMC 1990: 49-50). According to the act, industry training boards can be established by various employers approved by the Registrar to provide training to their staff members (NTB 1986a: 1-2).

Since the approval of the Manpower Training Amendment Act, 1990 (39 of 1990) by Parliament, a new training dispensation was introduced. In essence it meant that training had been placed in a more effective

position as certain of the major functions of the Department of Manpower, such as regulation and administration of training, have been deregulated to the respective industries involved. The act also provides for regional training centres in the place of group training centres and advisory committees for regional training centres (Annual Report NMC 1990: 50). In view of the fact that the NTB plays a central role in the link between Industrial Training Boards, the private sector and the government, it is important to present the proposed structure of this link. The recommended composition of the NTB and the various respresentatives for the execution of the business activities and functions of the National Training Board is shown in Diagram 3.25.

Diagram 3.25

Proposed organisational structure for the new National Training Board



Source: NTB/HSRC Investigation: Executive Summary (1991. 29)

3.3.1.1 Functions of Accredited Industry Training Boards

According to Dr Haasbroek (1990: 20-21), Director of Manpower Training in the Department of Manpower, as far as apprenticeship training is concerned, accredited industry training boards have functions such as the registration of contracts, exemptions, and issuing of certificates to apprentices who have passed the trade test. The main function of the training board can be described as "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 (NTB/HSRC Investigation: Executive Summary 1991: 22). Other functions include the:

* achievement of higher levels of productivity
* administration of apprentice training
* determination of training needs
* formulation of training standards
* undertaking of manpower planning
* accreditation of training institutions undertaking training for the industry
* application of modular based training
* encouragement of employees to invest in training
* application of principles of modular based training
* promotion of training in thinking, communication and human skills

(NTB 1986b: 2-3; NTB/HSRC 1991: 22; NTB 1988a: 35-37; NTB 1987b: 1-16)

Regarding other types of training, Haasbroek (1990: 23) sees the role of training boards to be leaders in their respective fields of training and to act and plan strategically in order to face the "challenges of the future". Haasbroek (1990: 23) emphasises that the responsibility for training will be in the hands of the various training boards "... to ensure that training is done according to the standards of industry...". The Department's role will be to support

and monitor training on a macro-level. This idea is also supported in the National Training Board's document "Devolution of training: establishment of additional private sector industry training boards" (1986b: 14-15). Training is not necessarily provided by training boards themselves but by technical in-service training colleges. In cases where training cannot be provided economically at the various satellite work stations, it is provided on a centralised basis. Table 3:5 provides a list of all the industry training boards which have been accredited or viewed for accreditation up until April 1992. For purposes of this study, certain accredited industrial training boards were selected to determine the extent of their tasks, functions, role, structure, objectives and training philosophy. The training activities of the following training boards will be discussed in general:

* Eskom and Allied Industries Training Board (EAITB)
* Dairy Industries Training Board (DITB)
* Transnet Training Board (TTB)
* Building Industry Training Board (BITB)
* Metal and Engineering Industry Training Board (MEITB)
* Armscor Industrial Training Board (AITB).

3.3.1.2 Discussion of certain accredited training boards

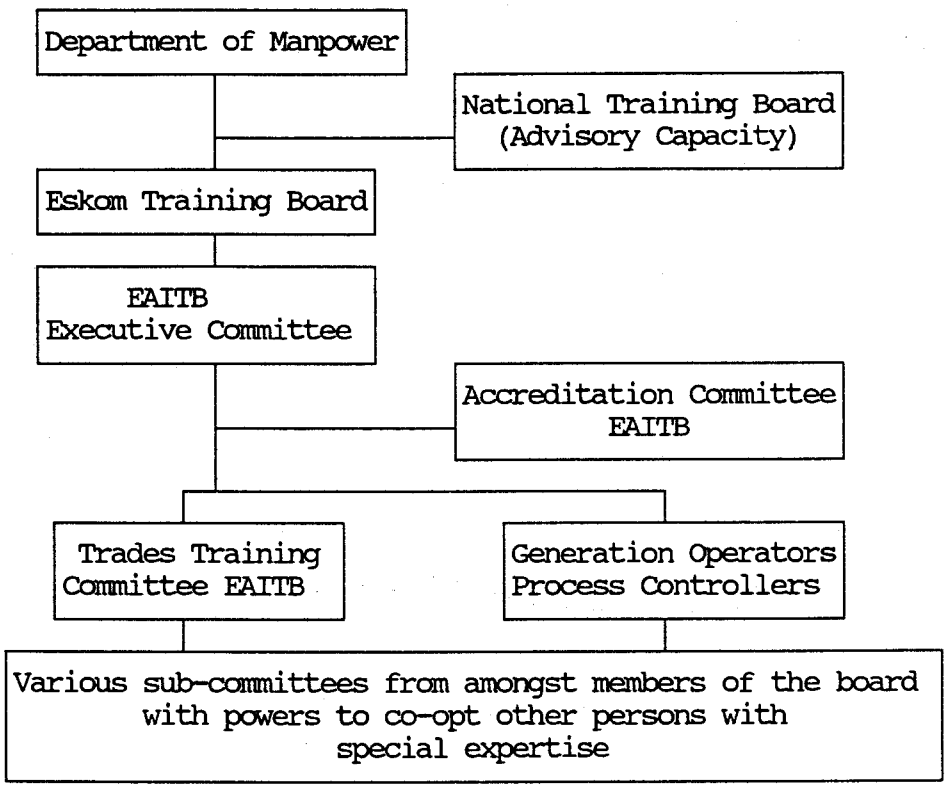
(a) Eskom and Allied Industries Training Board (EAITB)

As Eskom supplies more than half of the electricity used in the entire African continent and employs more than 50 000 people, all its employees are encouraged to develop their potential through education and training (Annual Report: Eskom 1990: 1). Technical training at Eskom is managed by the EAITB as well as the Eskom Training College. The main task of the EAITB is to control and co-ordinate technical

training in Eskom as a whole. The Eskom Training College fulfils an important role in the provision of training personnel and facilities. To obtain a total picture of the extent of training provided by Eskom, a short discussion of both these bodies is given. The structure of Eskom and Allied Industries Training Board is seen in Diagram 3.26.

Diagram 3.26

Structure of Eskom and Allied Industries Training Board



August 1991

Training provided and training strategy

Training efforts by the Training Board are aimed primarily at on-the-job training which takes place at the various power stations. At present the Eskom and Allied Industries Training Board presents

apprenticeship training in various trades such as fitting and turning, electrical and control and instrumentation, carpentry. The following categories of training programmes are discussed:

EAITB

* *Apprenticeship training*: the learning system for the apprentice training curriculum can be divided into three phases:
  - Phase I: Technical college training: this training provides theoretical knowledge and also includes mathematics and science. A block release system is followed.
  - Phase II: Institutionalised training: this training concentrates on the knowledge and basic skills used in apprentice institutional training, at Eskom College workshops.
  - Phase III: On-the-job training: knowledge and skills obtained are put to work at a power station or distribution centre (Eskom [undated]: 1-7).
* *Technical training*: Technical training consists of three subdivisions, namely technical systems training, technical workshop training and operator training. This highly sophisticated technical training department provides for electrical, mechanical, instrumentation and electronics training. Technical trainer development is also available to all levels of training in the EAITB-system. Training and retraining ranges from practical workshop skills training to maintenance training. Technical training is provided on a "competency matrix system" method. This means that specific competencies are identified for the various trades. The

competency matrix for the fitter and turner trade, for example, has twenty-seven competencies which are measured against specific criteria.

Eskom Training Board for general training: Manpower Development

The training board for apprenticeship training does not provide for management development as this falls under the Human Resources Group. The mission of the Human Resources Group is to create a learning environment where people can realise their best potential to meet current and future challenges within Eskom (Eskom 1991). Non-formal education provided in Eskom varies from basic literacy training to management development programmes for managers.

* *Management development*: Much attention is given to management development. Over 700 certificates have been issued to Eskom management personnel by the Unversity of South Africa in the management development programme up to November 1991. Other programmes include leadership development and technology leadership programmes. The management development philosophy is characterised by a two-fold approach, namely a "learning organisations strategy" which simply means the corporate culture of the organisation is launched by means of surveys. This is done in order to establish the feeling of the total staff regarding motivation, productivity, and quality. Training is then provided by means of conferences and seminars where guest speakers address training needs. The second approach to training is based on in-house training courses where the various managerial levels are addressed through specific training courses. Only specialised training

Table 3.5

List of Accredited Industry Training Boards: August 1990

Industry Training Boards	Registered Training Board by August 1990	
Aerospace Industry Training Board	*	
Anglo Alpha Technical Training Centre	*	
Automobile Manufacturers Industry Training Board	*	
Building Industries Training Board	*	**
Chemical and Allied Industries Training Board	*	
Civil Engineering Industry Training Board	*	**
Clothing Industry Training Board	*	
Electrical Contractors Association Training Board	*	
Eskom and Allied Industries	*	**
Furniture Industry Training Board	*	**
Hospitality Industry Training Board	*	**
Information Technology Training Board	*	**
ARMSCOR	*	
Maritime Industry Training Board	*	**
Metal and Engineering Industry Training Board	*	
Mining Industry Engineering Training Board	*	**
Motor Industry Training Board	*	
Printing, Newspaper and Packaging Industry Training Board	*	
Plastics Industry Training Board	*	**
Dairy Industry Training Board	*	**
Hairdressing and Cosmetology Industry Training Board	*	**
Security Industry Training Board	*	
Textile Industry Training Board	*	**
Transnet Training Board	*	**
Local Government Industry Training Board	*	**
Apprentice Training Board for Local Government	*	
Wesco-Metair Training Board	*	
Road Transport Industry Training Board		
Sugar Milling and Refining Industry		
Artisan Training Board		
Green Industry Training Board		
Footwear Industry Training Board		
Fishing Industry Training Board		**
Power Construction Industry Training Board		

* Apprenticeship Training ** General Training

Source: Human Sciences Research Council (1991: 106)

programmes are provided at central level and attended on a voluntary basis by managers. Line managers at the various power stations and business units are responsible for their own staff members' development, thus a lot of emphasis is placed on the individual taking responsibility for his own development. Training takes place on a centralised (Eskom College) basis and decentralised basis at each business unit. A competency-based and modular training model is followed which lends itself to the retraining of existing technical staff. Table 3.6 below shows the types of leadership and supervisory training for various levels of management. Courses are developed at the Eskom Training Centre with the assistance of consultants and experts while the presentation takes place at the various business units. Eskom is directed by the Electricity Council and a management board. It is divided into eight functional groups from which training is channelled through the Human Resources Division which is shown in the Eskom Organisational Structure in Diagram 3.27.

* *Literacy programmes*: In 1990 basic literacy training was provided to 2 100 employees. A numeracy programme is presented together with one on health and Aids awareness. Family planning and various sports and recreational programmes are also provided.
* *Education and training*: Support was provided to over 37 000 pupils and 766 teachers at secondary school level.

Table 3.6

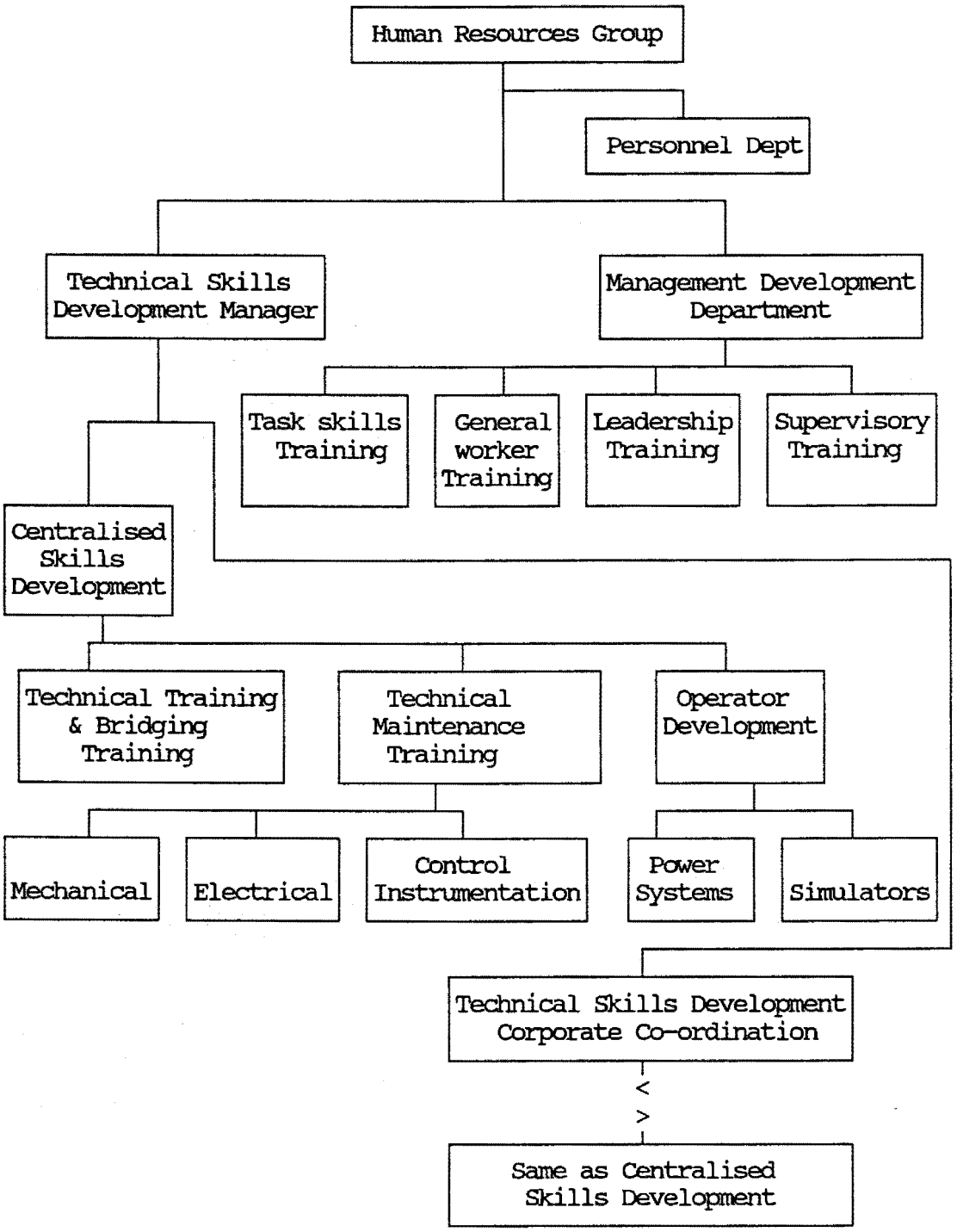
Types of leadership and supervisory training: Eskom

Leadership Training Levels	APPROACH
Top level - Executive	The stretching and broadening of experience
- Senior Managers	International conferences MBA courses at university levels
Middle level - Middle Managers	Values, attitudes and cultures with regard to management
Junior Level - Junior Managers	Basic management skills and interpersonal skills.
Low Level - Supervisors in existence	Fundamental supervisory programmes
- Supervisors to be	Learning skills
Task Skills Training (World of Work)	Report writing Computer application
General Worker Training	Literacy training Numerical training

Eight existing prefabricated buildings were converted into schools during 1990. Students are provided with bridging courses to enable them to register at universities. Eskom demands its own skilled manpower, which includes engineers, technicians, artisans and technologists. At tertiary level, a total of 843 apprentices, 546 pupil technicians and 690 bursars were trained. Eskom sponsored 176 graduates-in-training and 246 engineers-in-training. At Eskom College over 7000 people were trained, of whom 72 were from other organisations and 53 from neighbouring countries (Annual Report: Eskom 1990: 23).

Diagram 3.27

Organisational structure: Eskom Training Division



(b) Training Board for the Dairy Industry (TBDI)

(i) Training provided and training strategy

The first Training Board for the Dairy Industry was constituted in 1985, under the banner of the Dairy Industry Employers' Organisation (DIEO). A full-time, centralised training board utilising the provisions of the Manpower Training Act for the constituting of Industrial Training Boards was constituted on 13 June 1989 (TBDI [undated]a). The service motive of the training board is defined in its mission statement which reads as follows:

> To accept responsibility for the training needs of the industry's employees, in order to promote the effectiveness and quality of improved training and thus the quality and efficacy of performance (Venter 1991: 2).

Based on the mission statement, the aim of the Board is "to structure, standardise and co-ordinate training in and by industry". The goal statements are the:

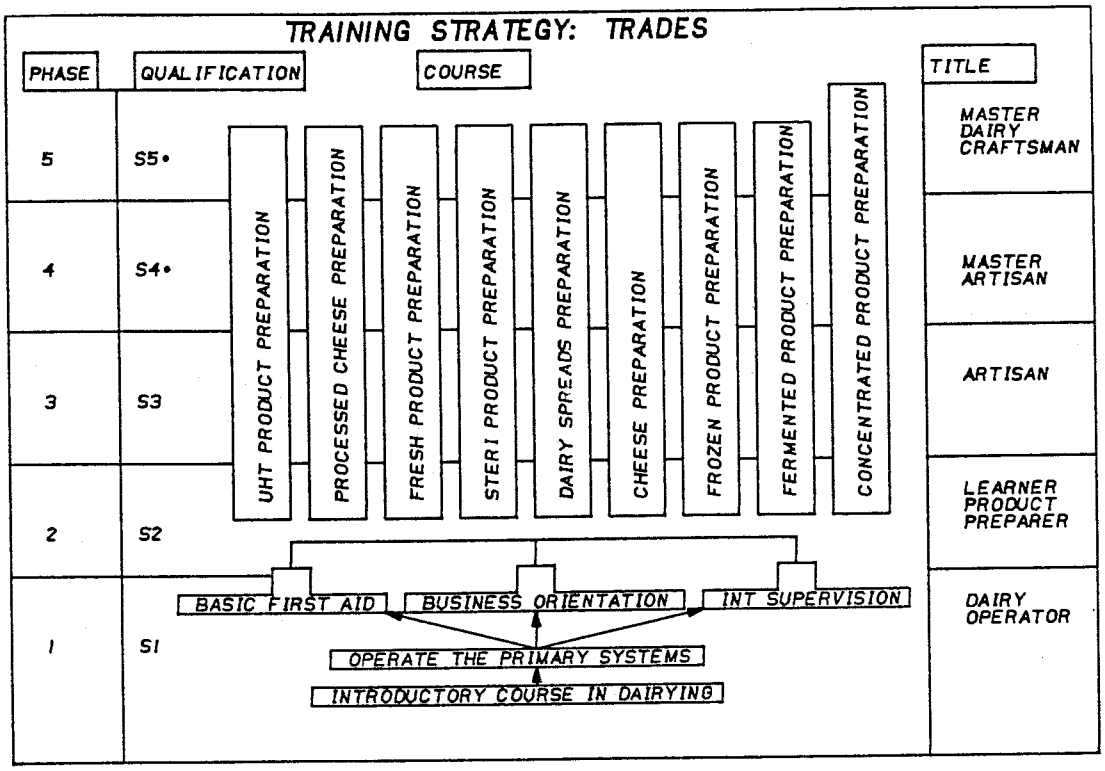
* continuous research to determine training needs
* involvement of the industry in prioritising these needs
* creation of structured, standard courses for different levels of training
* co-operation with the Department of Manpower and the National Training Board to promote competency training in the RSA
* liaison with other industrial training boards
* effective management of the training process.

(ii) Modus operandi

Modular, in-service training in job-specific skills is provided to the estimated labour force of 20 000. Emphasis is placed on development, where artisans are not only trained as "button pushers" but to become technologists in the broader sense (Venter 1991: 5). Three working committees, namely the Curriculum Committee, Accreditation Committee and the Examination and Certificate

Diagram 3.28

Training strategy for trades: Dairy Industry



Source: Dairy Industry Training Board (undated[a]: 41)

Committee, each with its own co-opted experts and functions, exist (TBDI undated[b]: 1-2; TBDI undated[c]: 1-4). The training which is conducted by the Training Board with its working committees is shown in Diagram 3.28.

Seventeen fields of specialisation exist as artisan training fields. These are combined into nine trades with the following order of development:

* fresh product preparation
* concentrated product preparation
* cheese preparation
* fermented product preparation

* UHT product preparation
* steri product preparation
* dairy spreads preparation
* frozen product preparation
* processed cheese preparation

(Training Board for the Dairy Industry undated[a]: 41)

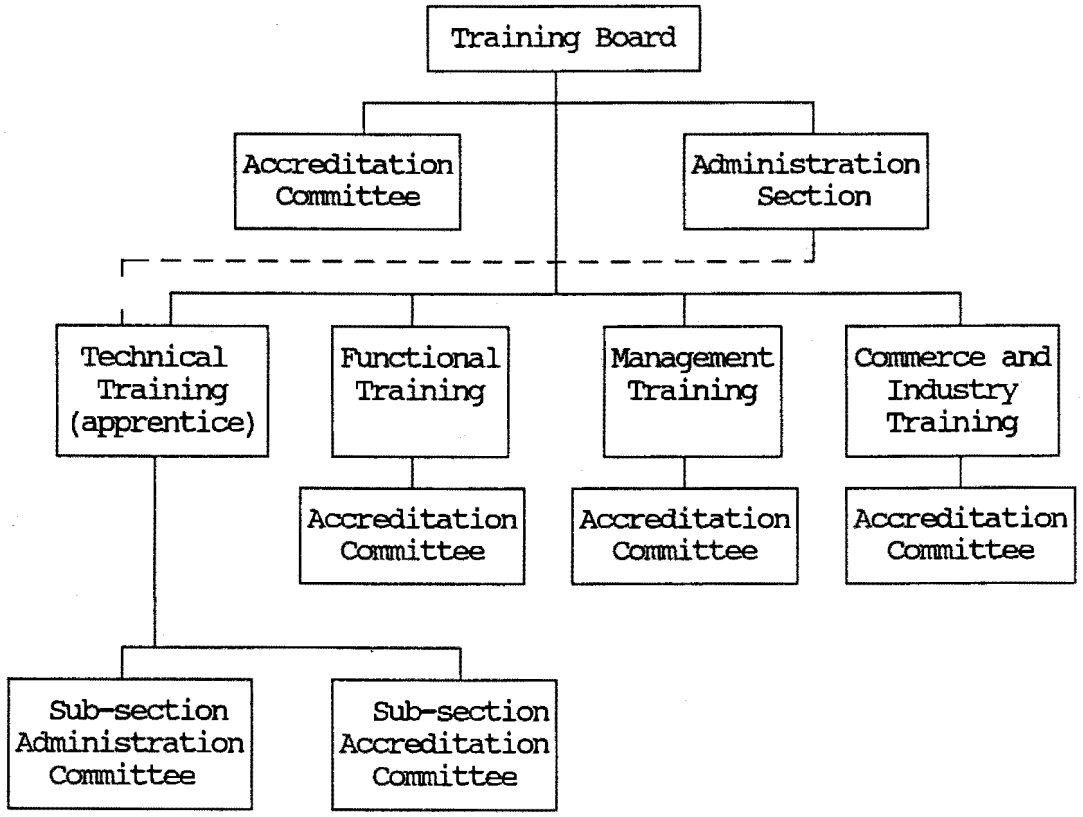
(c) Transnet Training Board (TTB)

(1) Training provided and training strategy

The transformation of the South African Transport Services (SATS) from a state-run organisation into a public company took place on 1 April 1990. Four major business concerns have been established within Transnet: Spoornet (SA Railways), Autonet (SA Road Transport), South African Airways (SAA) and Portnet (SA Harbours). As Transnet employs more than 156 000 employees, proper training provision and service is a necessity (Annual Report: SATS 1989b: 37). In view of this, Transnet avails itself of the most sophisticated training facilities through the various training centres which exist countrywide. The organisational structure of the Transnet Training Board is seen in Diagram 3.29. Training that resorts under this Board can be divided into four main groups, namely technical training, functional training, management training and commerce and industry training. For each of these groups of training there is an accreditation committee. Technical training consists mainly of apprentice training which is provided at 26 training units for apprentices and controlled by sixteen business units. Thirty-one trades are provided for at these business units. Functional training covers a wide spectrum of training. Adults who are semi-skilled receive in-service training consisting of a combination of theoretical and practical training and provided by technical colleges. Management training includes junior

Diagram 3.29

Organisational structure of the
Training Board of TRANSNET



and senior management courses. A list of various management courses that are provided at Esselen Park includes the following: performance management, negotiations skills for managers, life skills programme, career development, team-building process and visionary leadership. Commerce and industry training deals with training to market Transnet services. The training board is mainly responsible for policy making, administration and accreditation of training and therefore training is only provided at the various business units. Each business unit has its own facilities for training and operates within the framework of the constitution of the Board. The various accreditation committees make sure that the training standard is upheld. The

Commissioners, together with the General Manager of TRANSNET, constitute the Board of Governors of the Training College, which is situated in Esselen Park, Transvaal (Annual Report: South African Transport Services 1990: 39).

(d) Building Industries Training Board (BITB)

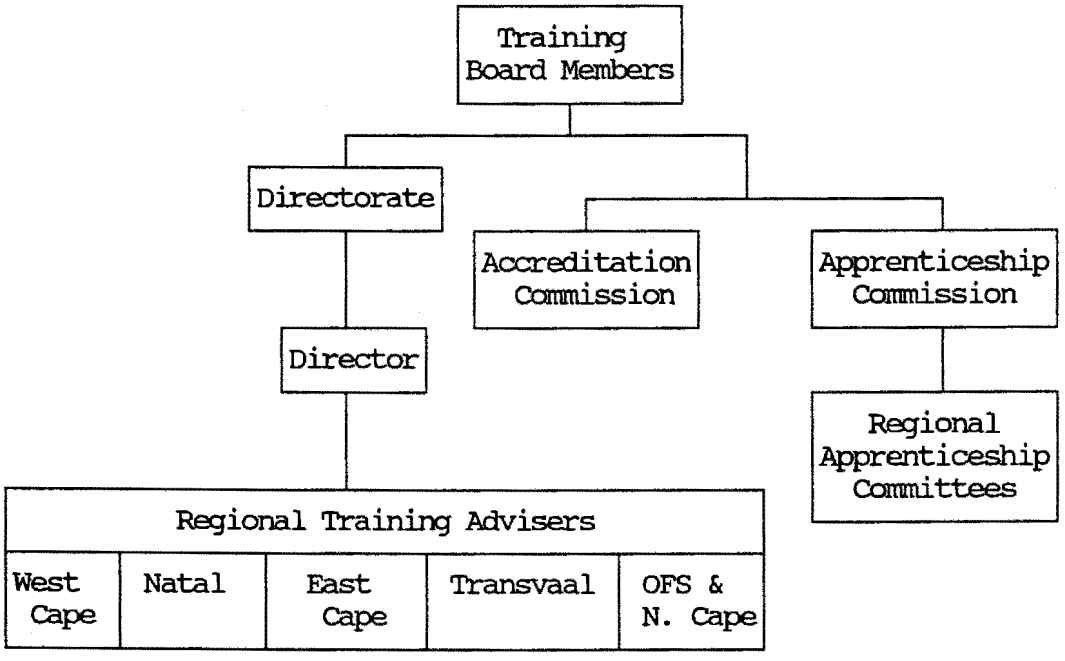
(i) Training provided and training strategy

The initial Constitution of the Training Board as well as the restructuring of the Building Industries Federation of South Africa (BIFSA) made it necessary to update the training constitution. The effect of this was that the administration of the apprenticeship system was taken over from the Department of Manpower by the Building Industry Training Board on 15 January, 1990 (Building Industries 1990a: 45). The formal accreditation of the Board by the Department of Manpower took place on 7 February 1991. The designation of Trades and Conditions of Apprenticeship took place on 19 March 1987 (Building Industries 1991: 1). Training and administration of apprentices is done through regional offices in Cape Town, Port Elizabeth, Durban, Bloemfontein and Midrand. Besides the functions entrusted to the Industry Training Board by the Act, it also sees its function as ongoing in order to monitor the manpower and training needs of the building industry at all levels and to facilitate manpower and training needs for the optimal development of the labour force potential of the industry. Training in the various labour categories of the various industrial councils for the building industry is provided. Skills requirements of the industry also play a major role in the provision of competency-based modular training.

The extent of the training provided by the Building Industry Federation of South Africa can be seen in the following figures where skills training is provided at four training colleges, at Cape Town, Mariannhill, Port Elizabeth and Springs. A total of 4012 apprentices and 2961 trainees underwent training at these colleges for a total of 10 986 training weeks during 1990 (Building Industries 1990a: 49, 51; Building Industries 1990b: 65). In 1990, 1 008 persons attended the various Building Industry Federation of South Africa manpower advancement programmes on offer. Artisan, supervisory and managerial training is based on the individual's educational background and experience and the requirements for the position. Training is broken down into modules, which can be put together to form a comprehensive coverage of all aspects of

Diagram 3.30

Organisational structure of the Building Industries Training Board



Source: Building Industry Federation of South Africa (1990a: 50)

supervision and management. The organisational structure for the provision of training through the Building Industry Training Board is shown in Diagram 3.30.

The building industry training model provides the basis and strategy for training in the industry. Most of the training is decentralised and based at the business units, such as the mines and factories, while the head office only presents specialised courses to make it cost effective.

(e) Metal and Engineering Industries Training Board (MEITB)

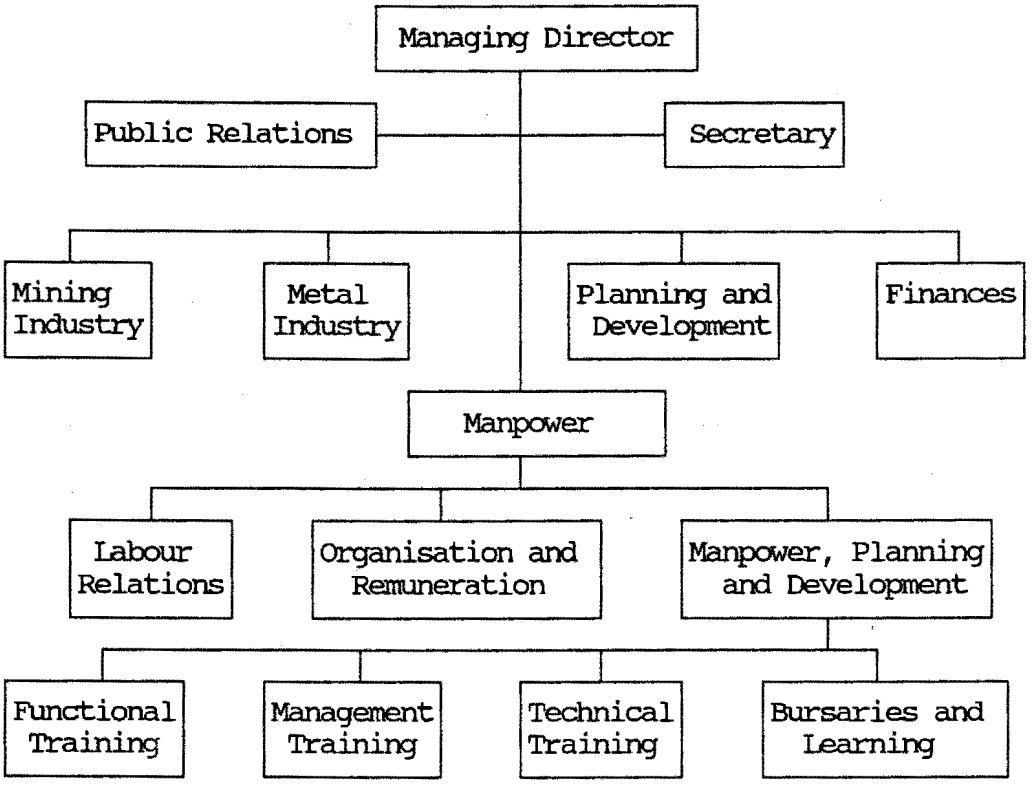
(i) Training provided and training strategy

As Iscor Ltd is registered with the MEITB, and in order to get a clear picture of the training provided in this industry, training provided by Iscor Ltd will be used as an example. Iscor Ltd has 59 000 staff members who serve 2000 clients in South Africa and sixty countries worldwide (Annual Report: Iscor 1990: 15). The training structure is shown in Diagram 3.31.

Five main divisions exist, namely, mining industry, metal industry, planning and development, finances, and manpower. Manpower consists of labour relations, organisation and remuneration, manpower, planning and development. This section is mainly responsible for training which consists of functional training, management training, technical training as well as a busaries and learning department. It can be seen from the organisational structure that the whole spectrum of training is provided for. The training structure of a typical business unit is seen in Diagram 3.32.

Diagram 3.31

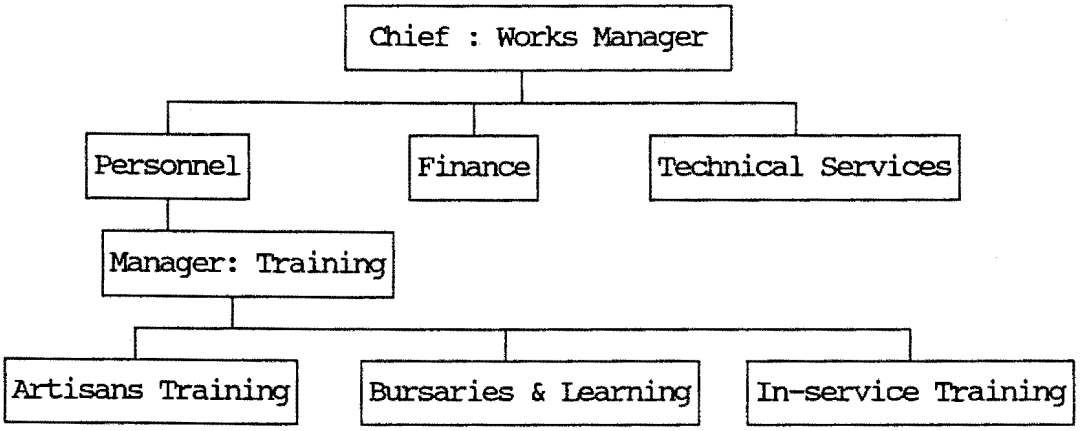
Training structure: Iscor Ltd



Source: Annual Report: Iscor (1990: 4-5)

Diagram 3.32

Training Structure of a Business Unit: Iscor Ltd



Source: Annual Report: Iscor (1990: 4-5)

Iscor Ltd exercises a participative management philosophy which is based on two pillars, namely, management by objectives and quality circles. The talents and abilities of employees on all levels are combined to improve quality, productivity and earnings. Attempts are constantly being made to improve productivity through both the training and motivation of the labour force (Annual Report: Iscor 1990: 16). The quality of training which is provided is of an exceptionally high standard. The different types of training which exist, and are provided by the various training departments, are shown in its prospectus. Thirty different courses are indicated in the management training prospectus (Iscor 1992) while a further 206 different courses covering various trades are indicated in the Continuation Training for Technical Personnel Prospectus (Iscor 1991).

Line management are responsible for the development of their own staff members while training specialists are used to present specialist training. The training structure is kept as uncomplicated as possible and courses are developed on the "common core" principle, where only the critical skills needed for a specific trade are provided to technical staff.

(f) Armscor Training Board (ATB)

(i) Training provided and training strategy

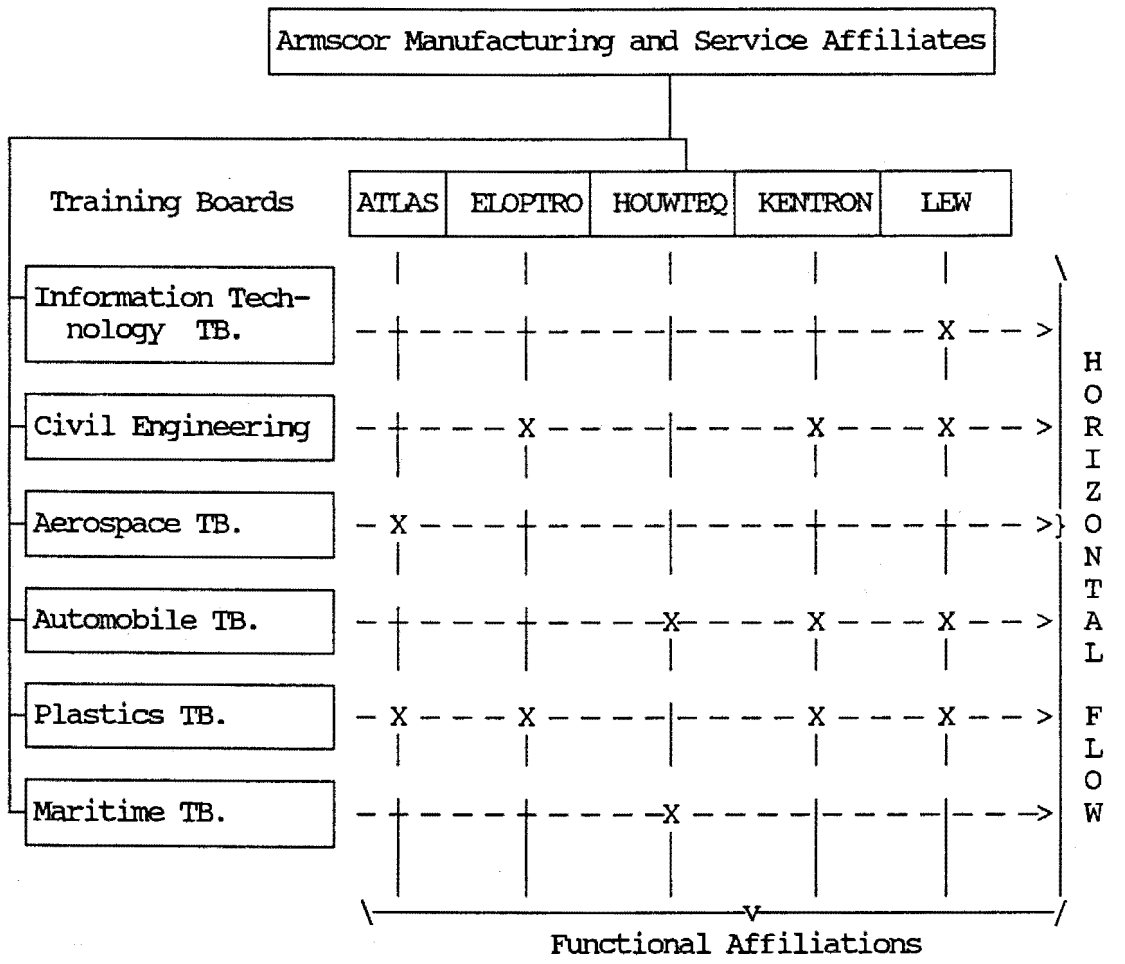
As this industrial sector has no accredited training board to represent the industry as a whole, various manufacturing affiliates such as ATLAS, ELOPTRO, KENTRON, Lyttelton Engineering Works, and NASCHEM, must each - because of their specialised nature of work -

be registered with the various industrial training boards. This arrangement forms a matrix between the manufacturing affiliates, the service affiliates and the various industrial training boards. The result is that any one of the manufacturing affiliates could be accredited by one or more training boards, depending on the training provided by that affiliate. The matrix is shown in Diagram 3:33.

In order to discuss training within the Armscor Group, it was decided to use Kentron as an example. Kentron focuses on the delivery of a high-technology product for the military and commercial market. Accordingly, the training provided to support the production of the

Diagram 3.33

Matrix of training within the Armscor Group

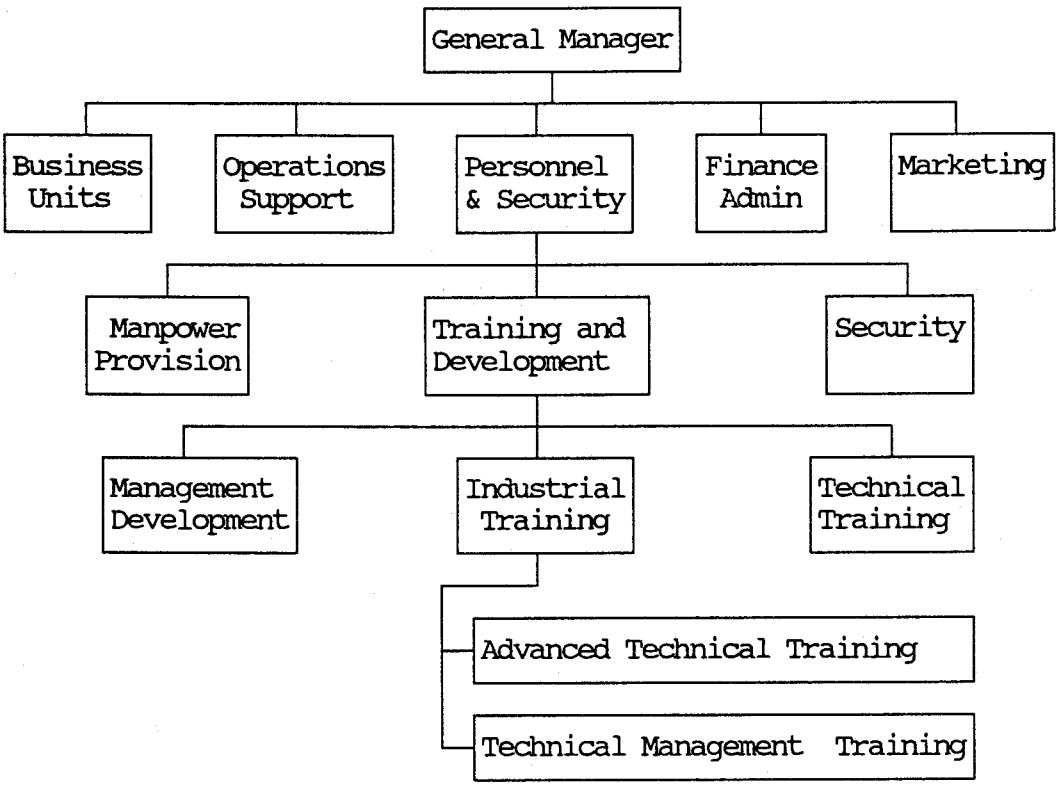


specialised products is of a very specialised nature (Infoplan: undated). The organisational structure of Kentron's training division is shown in Diagram 3.34.

The Training and Development Department is made up of three subsections, namely management development, industrial training and technical training. Industrial training consists of two subsections, being advanced technical training and technical management training. As Kentron follows an exceptionally sophisticated management development programme, this specific training progamme will be discussed in more detail. The management development model is closely related to specific careers within Kentron which are: general manage-

Diagram 3.34

Organisational structure: Kentron training division



ment, programme management, technical management, and a specialist career. Training is provided in each of these careers depending on the work skills needed for that specific career and after a basic training course has been followed in Kentron's own company policies and procedures. These courses are all interlinked with post levels, on the one hand, and a four-phase career development plan, on the other.

The basic principles which are implemented are the following:

* Training which is provided is closely linked to the performance evaluation system.
* Line management is responsible for its subordinates.
* Training is provided on the competency based training model.
* Management Development based on the company's own specific needs is provided.
* The assistance of external consultants is used in highly specialised courses.

The Management Development Progamme is shown in Diagram 3.35

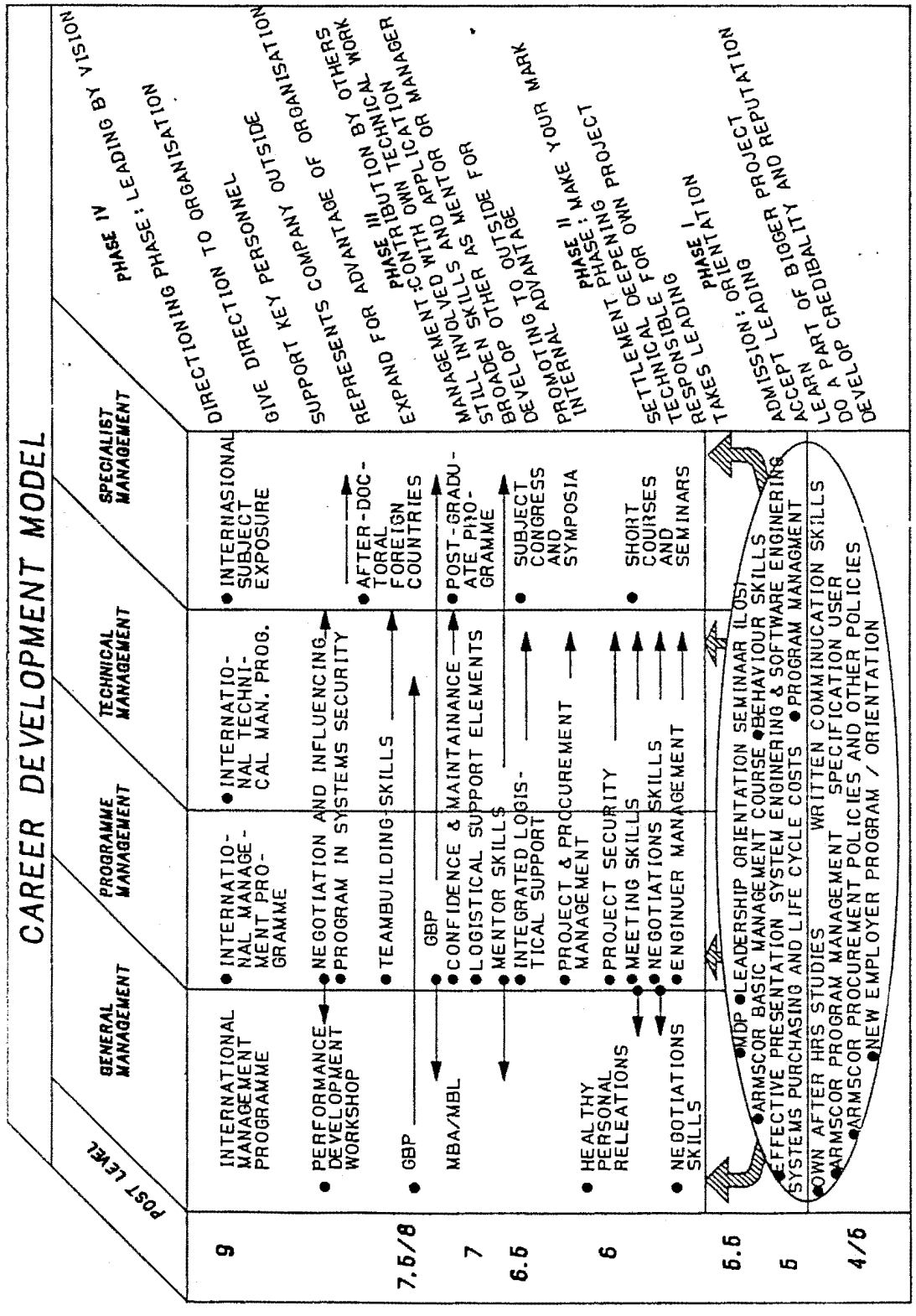
3.3.1.3 Summary: Accredited Industry Training Boards

(1) Training provided for by the training boards is of a high quality across the board. New legislation allows a situation in which State interference is at a minimum and therefore the quality of training is controlled and co-ordinated by the respective training councils themselves. Bigger firms, such as Eskom and Transnet, use their own training colleges to assist them in the provision of training; smaller firms use training units at the respective factories to provide training on a smaller scale (Marx and Beukes 1987: 75-81).

(2) Accreditation procedures exist for both the training of artisans (Artisans Industries Training Board) and general training (National Industries Training Board) within a specific industry.

Diagram 3.35

Management development programme: Kentron



SOURCE: J.STAAIMAN 1991

Training is mainly provided in three areas, namely, technical training, functional training and management development training. The management and control of the training is mainly executed on a centralised (head office) and a decentralised basis (work units). At present, the emphasis is on technical and functional training, while some industry training boards also make provision for literacy training and management development training.

(3) The application of the training is first established by means of the constitution of the training board. Hereafter the training scheme and fund are established in order to obtain accreditation. The development of courses is either done by external consultants or staff members of the specific industry itself. In order to provide courses on a scientific basis, the specific training needs are first established and then prioritised. Levels of training are established and infrastructure created to develop courses for accreditation and implementation. The examination refinement, upgrading and customising of courses take place hereafter, as illustrated in Diagram 3.36(a). Diagram 3.36(b) illustrates a typical organisational structure of an accredited training board.

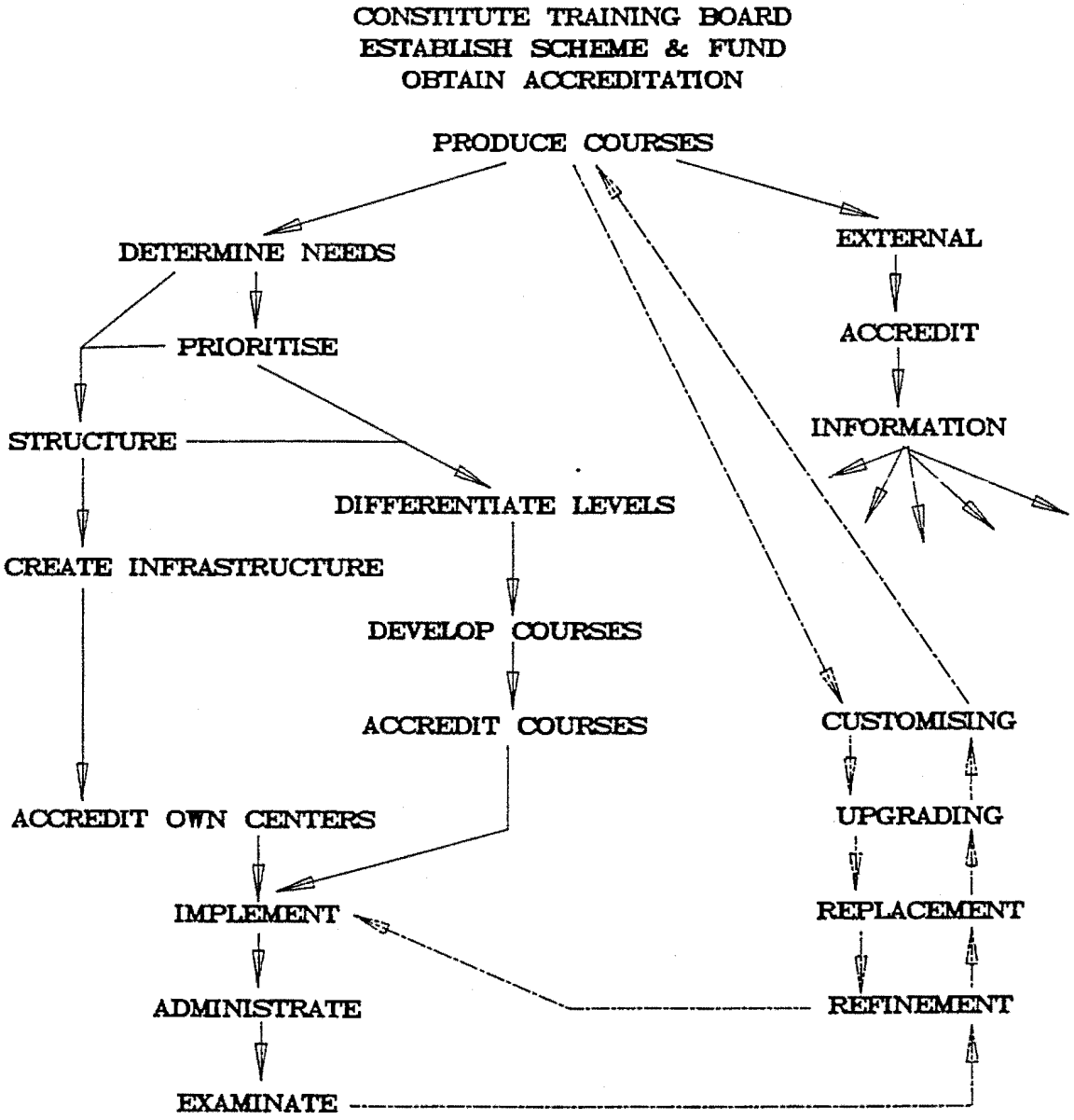
As regional training centres also fulfil a vital role in the provision of training and training facilities to the accredited training boards, they will be discussed briefly.

3.3.1.4 Regional Training Centres

In terms of the Manpower Training Act, 1981 (56 of 1981), regional training centres may be established in any particular industry by a

Diagram 3.36(a)

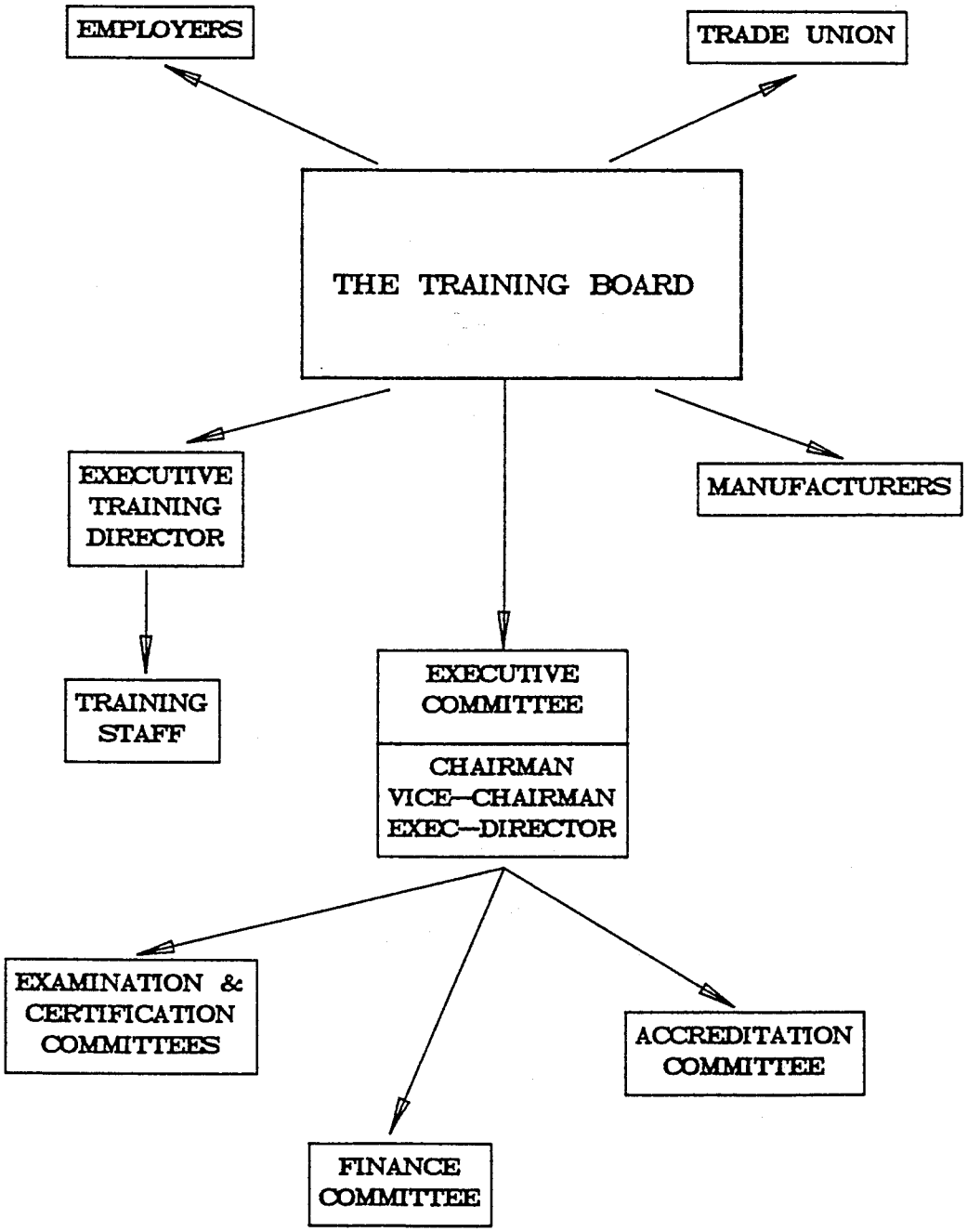
Example: Conduct of training for the Dairy Industry



Source: Dairy Industry's Training Board (undated[a]: 45)

Diagram 3.36(b)

Example: Organisational structure of an Accredited Training Board



group or association of employers to train their own and other employees (Boyens 1991: 58; Wienand 1991: 7).

The activities of the nine regional training centres are marketed from a central office in Kempton Park. The centres are strategically placed at Benoni (Apex), Potchefstroom (Boskop), Krugersdorp (Chandler), Pinetown, Pretoria, Port Elizabeth, Bloemfontein, Vaal Triangle and West Cape (Epping). A total of 63 satellite centres also provide courses, including general worker, handyman, operators, apprentices, artisans, technicians, supervisors and managers. Staff members are trained to develop their individual abilities, increase their work knowledge, change their attitudes, and improve overall efficiency and their preparedness for higher responsibilities.

Non-formal education within financial institutions will now be viewed.

3.3.2 Financial Institutions

In order to provide a report of the involvement of financial institutions in the provision of non-formal education, an attempt has been made to investigate the best represented groups in this sector. It was decided that this sector be represented by the Amalgamated Banks of South Africa Limited (ABSA), the SA Reserve Bank (SARB) and The First National Bank of Southern Africa Ltd (FNBSA).

(a) The Amalgamated Banks of South Africa Limited (ABSA)

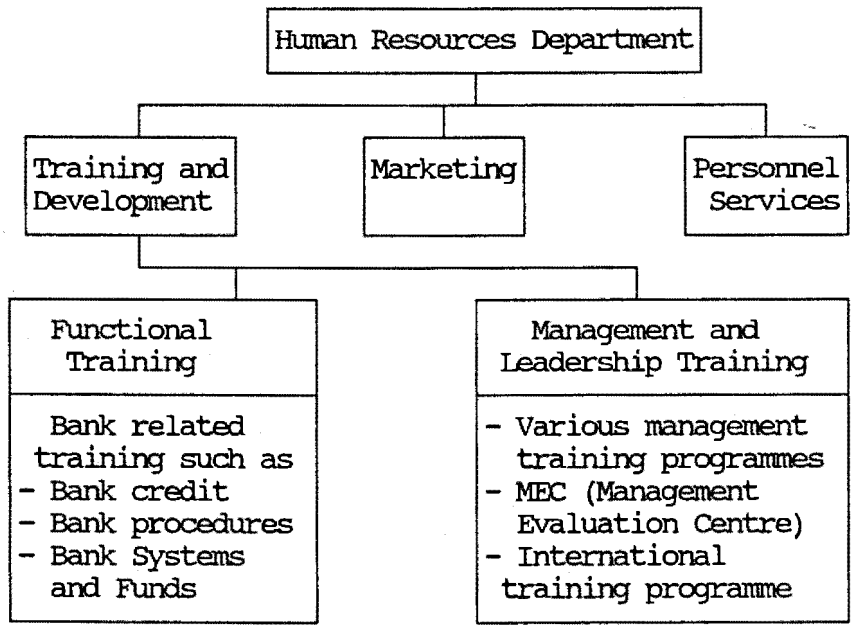
As the Amalgamated Banks of South Africa Limited is involved in the

full spectrum of national and international banking and financial services to both the retail and corporate markets, as well as in long- and short-term insurance and property services, it can be seen as a fair representative of this industry. This group includes approximately thirty-five financial divisions with a total of over 26000 employees (Amalgamated Banks of SA 1991: 1, 25).

Diagram 3.37 shows the Human Resources Department which is responsible for the training and development of the Amalgamated Banks of South Africa's staff members. As this group is committed to maintaining an optimal balance between the long-term interests of its shareholders and the personal well- being of its staff members, training and development fulfils a very important role in its management philosophy. The human resources department is made up of

Diagram 3.37

Organisational structure:
ABSA Human Resources Department



personnel services, marketing and the training and development sections. Non-formal education takes the form of in-service training which is provided in the two main areas, namely functional training and management and leadership training. Functional training concentrates on bank skills-related training and is provided from the level of bank clerks to middle level management. The Criterium Reference Instruction training method is followed to improve task proficiency. Management training, on the other hand, concentrates on the individual person's management proficiency and specific management attributes that must be acquired. Managers follow training programmes which are provided at an international level conference, management schools situated at universities and self-run management development centres. The training philosophy followed by the Amalgamated Banks' training department is very losely integrated with the overall succession planning, selection and performance measurement of the Amalgamated Banks group. As the Amalgamated Banks group puts a lot of emphasis on training results, it works in partnership with the National Productivity Institute to evaluate and measure training results. An evaluation model based on output modelling, competency modelling, competency based training and levels of training evaluation is followed by the training department (Dorfling 1991: 3).

(b) South African Reserve Bank (SARB)

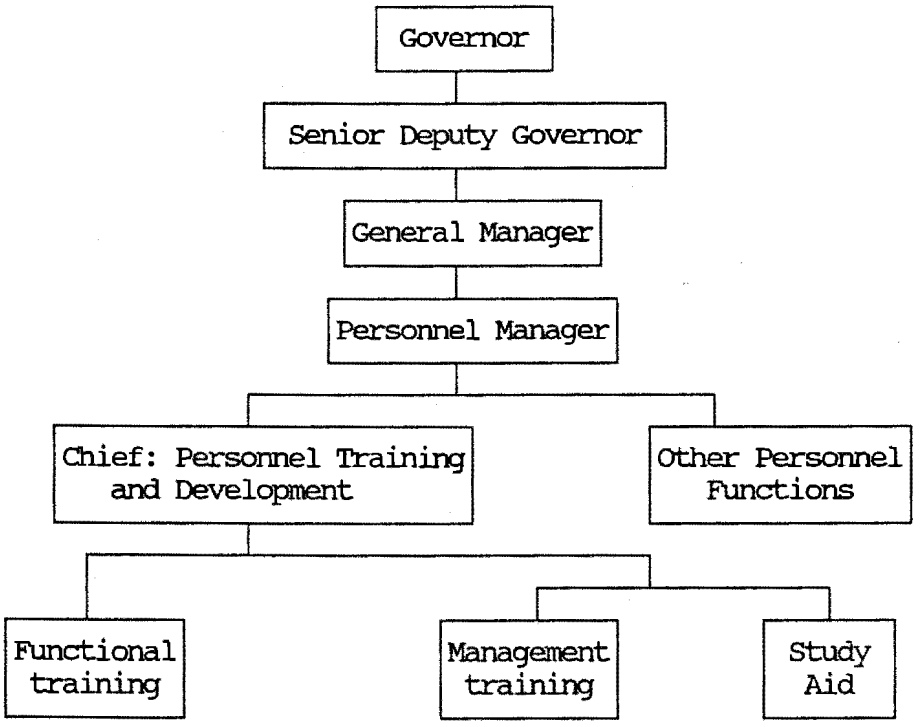
The South African Reserve Bank employs approximately 2 500 staff members who work in the Head Office as well as seven regional branches throughout South Africa. The organisational structure of the

Head Office as well as the training branch is shown in Diagram 3.38. The aim of the South African Reserve Bank Personnel Training and Development Department is to improve current or future employee performance. This is obtained by increasing employees' ability to perform by changing their attitudes and increasing their skills and knowledge (SARB 1990: 20.24; SARB 1991: 1).

In accordance with this aim, the SA Reserve Bank's point of departure for providing training is a Performance Management System (PMS). This system is based on specific performance areas which are predetermined by departmental heads. By responding to a questionnaire on each

Diagram 3.38

Organisational structure: SA Reserve Bank training division



performance area, a standard or level of present performance of the employee is established. The performance management system involves four phases:

(1) The personnel development department is responsible for providing training to staff members.

(2) Line management and the training department are jointly responsible for training.

(3) Training is mainly the responsibility of each line manager with the training department playing more of a "back seat" role.

(4) Self-development is emphasised as the responsibility of each individual employee. Here the training department only provides services and training information.

A wide variety of non-formal education programmes, including both skills training and management training, is provided by both the training and development section as well as external training consultants.

(c) First National Bank of Southern Africa Limited (FNBSA)

The training programmes which are provided by the First National Bank can be divided into two main divisions, the first being functional training, bank credit courses and computer-based training, and the second division development programmes for managerial staff. During 1990 more than 4000 clerical employees of the First National Bank of Southern Africa Limited attended training workshops. Furthermore, more than 30000 training modules were completed by staff. Management

training in this banking institution was also attended by more than 1600 managers and staff members during the same year (First National Bank 1990a: 2, 31).

(d) Summary: Financial Institutions

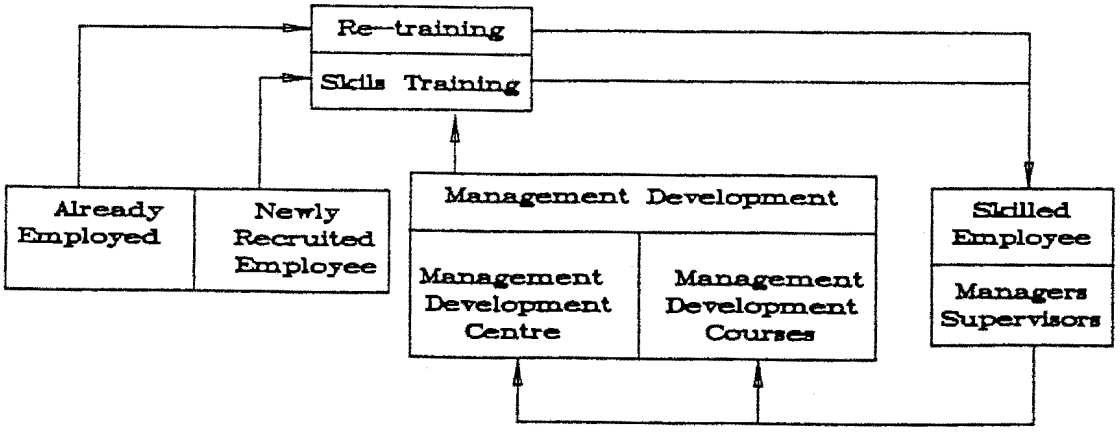
The training approach provided by the financial institutions can be described by means of a drawing which is seen in Diagram 3.39.

Newly recruited employees receive training in basic banking skills while retraining is provided to already employed personnel in areas where new technology is developed. Managers and supervisory personnel attend management development courses depending on their individual abilities and competency for the positions they hold. There is an ongoing flow of training between skills training and development training. From this training approach, it can be seen that the following training principles are prevalent:

* Training embraces a combination of formal and non-formal education. Non-formal education programmes are based on

Diagram 3.39

Training Approach : Financial Institutions



computer-based training, modular training, and self-study programmes while formal training is provided at tertiary institutions to enable employees to acquire formal qualifications.

* Management development takes a high priority and various management development courses are provided by own training colleges. Management development centres are utilised to evaluate managerial skills and to develop new managerial skills.
* Skills and functional training is provided to keep abreast with sophisticated technology and banking systems. Decentralised on-the-job training performs a key role in the provision of training.
* Some of the training provided by the financial institutions includes the following:
    - Functional training: investments check clerk, savings check clerk, manager's clerk, exchange control clerk and ledgers check clerk courses
    - Computer-based training: local transfers, safe custody controls, stop orders administration and stop orders control courses
    - Development programmes: managing people course, management by objectives, time management, branch trainers workshop, SPIN selling skills, effective writing and managing complex sales

    (United 1989: 17; Volkskas 1990; Nedbank [undated]: 1-5; SANLAM 1991: 2).

3.3.3 Private Development Organisations

This business sector is identified by terminologies such as Non-profitmaking Sector; Cultural and Recreational Sector; Informal Sector, Non-government Organisations (NGOs); Private Voluntary Organisations (PVOs) and Voluntary Organisations (Volags) (Gilbert & McLachlan 1988: 73).

The demarcation and definition of this sector, however, is generally identified by the autonomous management and initiatives which lie with individuals and groups who act relatively independently (Gilbert & McLachlan 1988: 73). It is important to note, however, that, apart from the public sector, parastatal institutions, and the private business sector which provide non-formal education, there are also large numbers of private development organisations who are involved in the provision of non-formal education. Prodders' Development Annual (1989-90: 137-224) mentions altogether 210 private development organisations which are active in South Africa.

Apart from the terminologies set out above, this sector is identified by a diverse number of organisations which can be divided into two main divisions, namely, those who support large-scale development operations on national and international levels, such as the Red Cross, and smaller groups and individuals who operate on national, regional and local levels such as the Independent Development Trust (Gilbert and McLachlan 1988: 74).

(a) Provision of non-formal education

These organisations and sponsors' activities can best be described in terms of their individual objectives, funding management and

administration structures. It can be said that groups which receive non-formal education in one form or another are mainly the illiterate, unskilled, and the educationally disadvantaged. According to Berkhout (1988: 91), non-formal education is provided to meet learning needs, such as improvement of literacy, promotion of family life, health and hygiene, promotion of productivity, and improvement of the general standard of living. The most successful of these programmes function on the principle of self-help rather than hand-outs. Some of the best known organisations which are operating in this field are the Urban Foundation, Operation Hunger, Get Ahead Foundation, and the Project Free Enterprise. The National Productivty Institute and the Institute of Personnel Management are also part of this group but are two institutions which provide courses mainly to business and industry to improve management skills.

Training of a vocational nature is mainly overseen by the Association of Private Colleges of South Africa, which was established in 1989 and encompasses a wide range of private colleges and institutions that offer training which is mainly of a vocational character and will benefit students in the employment market. This association has at present 90 accredited colleges (Association of Private Colleges of Southern Africa 1991: 1; Academy of Learning 1990).

Other training centres which concentrate on the provision of vocational training include the Boston House College, FSA Management Consultants and P.E. Corporate Services. Their training can be classified under sections such as remuneration training; management

and development training; general personnel management training and industrial relations training (FSA 1991; P.E. Corporate Services 1991; Leistner & Breytenbach 1975: 10; Institute of Personnel Management 1991).

To get an idea of the extent of non-formal education facilities available in this sector, reference can be made to the Training Course Directory compiled by the National Productivity Institute and which is probably the most up-to-date diary of present training facilities provided within South Africa. The Training Course Directory is compiled and published by the NPI in order to provide information on training courses which are categorised as follows: management, personnel and training, finance and administration, marketing technologies and industries, audio-visual training, communication and computers. Altogether 326 different courses in the various categories are listed in this catalogue. (National Productivity Institute 1988: i-iv). The training provided by professional bodies should also be mentioned.

3.3.4 Professional Bodies

As professional bodies do not fall under the Manpower Training Act, it is difficult to provide an overall picture of the training provided by them. However, a list of 23 professional bodies is provided in the investigation into a national training strategy for the Republic of South Africa (HSRC 1991: 107), while the Department of Manpower's quarterly on vocational information (1985: 619) lists another 23 such bodies. However, the type of non-formal education

programmes in which these bodies are involved consists mainly of short, one-day seminars to update members on the latest information with regard to the various fields of interest.

3.3.5 The Agricultural Sector

As no controlling body which co-ordinates and promotes training exists within this sector, it is difficult to illustrate the overall picture of non-formal education provided for in this sector. However, the Department of Agriculture is involved in training programmes which fall within this sector. Dr de K Marais (1991: 16) conducted a detailed investigation into training in the agricultural sector in 1991. His research showed that many trainers, farmers, farm workers and agricultural co-operatives are involved in non-formal education programmes representing both the State and private business concerns. The results of Dr Marais' investigation led to various models of the function of training board or boards in agriculture which are currently under discussion for the possible implementation thereof.

3.4 SUMMARY: STATE, PARASTATAL INSTITUTIONS AND THE PRIVATE BUSINESS SECTOR

Reverting back to the introductory remarks to this chapter, an overall view of the manner in which non-formal education is provided to employees within state organisations, parastatal institutions and private business sector has been covered. In addition, the problems relating to the training provided are also noted in the conclusions enumerated below.

(1) An analysis of these three main groups reflects that non-formal

education is aimed mainly at three vocation areas, being functional, technical and management training.

(2) The type of non-formal education courses provided can be classified as being loosely structured, moderately structured and highly structured. This depends, however, on the training contents and training skills needed for the required management level as well as the skills required for a specific position.

(3) The training infrastructure is well developed within both the state and parastatal institutions. Within the private business sector, the training infrastructures followed by the various accredited industry training boards as well as the financial institutions is found to be highly sophisticated. However, the infrastructure found within the private related development organisations is not found to be very developed.

(4) The state's training is centralised mainly through the training provided by the training institute, but decentralised training also takes place within state departments to cater for unique specific departmental needs.

(5) The state's role is further seen in the operations of the National Training Board, which organisation co-ordinates training on a national level. The National Training Board has no executive authority, however, other than the accredition of industry training boards.

(6) Training within the private business sector is decentralised and the only co-ordination that takes place is by means of the accredited industry training boards which liaise with the National Training Board.

(7) It is also clear from the information contained in this chapter that there is a relatively high level of overlapping of similar courses, as well as in the contents of these courses, where duplication of services takes place, where overlapping and fragmentation of courses are apparent, and where the under-utilisation of manpower and equipment is taking place. Furthermore, the resultant costly and inefficient effects leading to an unmanageable non-formal education system become more obvious.

(8) No formal co-operation regarding training methods, facilities and finances exists between the state, parastatal and private business sector. This indicates duplication and fragmentation in the compilation of non-formal education programmes presented within a specific geographical area.

(9) If the training provided by the various institutions discussed were illustrated in the form of a diagram, the lack of co-ordination at a regional level would be emphasised, showing no liaison between the various institutions, only entities working independently. While the State institutions co-ordinate training on a national level under the National Training Board, there is no co-ordination on a regional level. High technology and parastatal institutions have highly developed training programmes within their own respective spheres but not between each other. The same applies to the private business sector where the training is highly developed within certain sectors and lacking in others, while no formal co-ordination takes place between the various sectors and bodies. The independence of the organisations

involved has resulted in separate development to the levels of training in existence, resulting in the lack of managing the non-formal education system on various regional levels as a whole. This also leads to the lack of development of the non-formal education system leading to the lack of accreditation for the courses completed.

3.5 SUMMARY

The existing provision of non-formal education in South Africa is explained in this chapter. Firstly, attention is given to the non-formal education found in the State and parastatal institutions. Thereafter, the private business sector, which covers the accredited industrial training boards, financial institutions, private development organisations, professional bodies and the agricultural sector, is described. Finally, a conclusion is made in respect of non-formal education as provided in both the Public Sector and private business sector. From this information, the extent and provision of non-formal education through the various institutions is determined, highlighting the lack of co-ordination of non-formal education on regional and local levels.

Chapter 4 presents motivation for the possible utilisation of Regional Services Councils in the provision of non-formal education.

--ooOoo--

CHAPTER 4

REGIONAL SERVICES COUNCILS AS A POSSIBLE SOLUTION FOR THE CO-ORDINATION OF NON-FORMAL EDUCATION ON REGIONAL AND LOCAL LEVELS

4.1 INTRODUCTION

In Chapter 2 it was pointed out that there is a real need in South Africa for the provision of non-formal education. Chapter 3 showed that non-formal education does not take place in a vacuum but is provided by the State, private and other institutions with specific predetermined development objectives in mind. It was also shown that for non-formal education to achieve these predetermined objectives, the correct managerial and organisational structures must be provided. Furthermore, it was pointed out that very little co-ordination of non-formal education activities takes place in South Africa on regional and local levels, leading to problems such as duplication, overlapping and inefficiency of training provision. These findings are thus in accordance with that of the President's Council Report of 1984 which dealt with the provision of informal and non-formal education.

After viewing specific non-formal education in-service training programmes within a sector, it is now necessary to discuss non-formal education training provided on a broader regional basis to enable us to focus on a solution to the problem.

Chapter 4 will deal with the possibility of utilising Regional Services Councils to co-ordinate training on regional and local levels. At this point it has become necessary to look at alternative solutions to the problem specified.

It is possible that the solution may be found in institutions which are already involved directly or indirectly in regional development or some of the forms of non-formal education, reference should be made to the many organisations and bodies which are presently involved in the development of a specific region/s, such as development corporations, industrial development corporations, the South African Development Corporation, the Small Business Development Corporation, the Development Bank of South Africa Ltd, and local authority community councils and management boards.

For the purpose of this dissertation, three bodies have been chosen for discussion, namely Regional Training Committees (RTCs), the Regional Development Advisory Committees (RDACs) and the Training Board for Local Government Bodies (TBLGB). These three bodies have been chosen as they comply with criteria necessary for the purpose of co-ordinating non-formal education on a regional basis. These criteria are:

* financed from a secure source
* involved with private companies and organisations
* infrastructure and facilities to get involved in the co-ordination of non-formal education in a region
* centrally controlled or operated by the Government.

The Regional Training Committees and the Training Board for Local Government Bodies deal directly with training while Regional Development Advisory Committees concentrate mainly on the economic

side of regional development.

4.2 REGIONAL BODIES

4.2.1 The National Regional Development Programme (NRDP) and the Regional Development Advisory Committees (RDACs)

In the 1970s the Minister of Planning and the Environment gave approval for the establishment of official committees, Regional Development Advisory Committees (RDACs), to provide the Prime Minister's Planning Advisory Council with formal advice on matters relating to the future development of certain regions. The RDACs resort under the National Regional Development Advisory Council (NRDAC). The formulation of an integrated planning policy at a central point became the function of the Planning Division of the Office of the Prime Minister. Six planning components were identified, being physical, economic, social, constitutional, scientific and security planning. Regional Development Advisory Committees form part of the National Regional Development Programme followed by the Government. The National Regional Development Programme (NRDP) materialised because earlier policy measures taken by the Government, relating to regional development did not produce the desired results. The NRDP is part of a programme wherein the constitutional, demographic, social, economic and physical aspects of the national economy are dealt with simultaneously in a dynamic and integrated way. Development guidelines are provided on a broad base in accordance with the development needs of the various regions (Regional and Regional Development Advisory Committees 1991: 10).

This is confirmed by various experts who stressed that to achieve

development requires a national commitment to manage the distribution of resources equally, as well as to manage their use correctly (Coetzee and Ligthelm 1989a: 345; Botha 1982: 66; Solomon 1990: 257; Rogerson 1988: 229; Deeley 1982: 5; International Encyclopedia of Education 1985: 3555).

For the purposes of development, nine development regions were identified in South Africa (Diagram 4.1). These regions were determined according to the following criteria:

* development needs
* development potential
* functional associations
* physical characteristics
* nodes and their sphere of influence
* geographical distribution of the population
* natural resources
* existing infrastructure
* economic activities
* statistical and political boundaries

(Decentralisation Board: Annual Report 1989: 7; Wallis and Truu 1990: 245; Schoeman 1989: 6; Fourie 1984: 17; Lourens 1982: 42; Regional and Regional Development Advisory Committees 1991: 10)

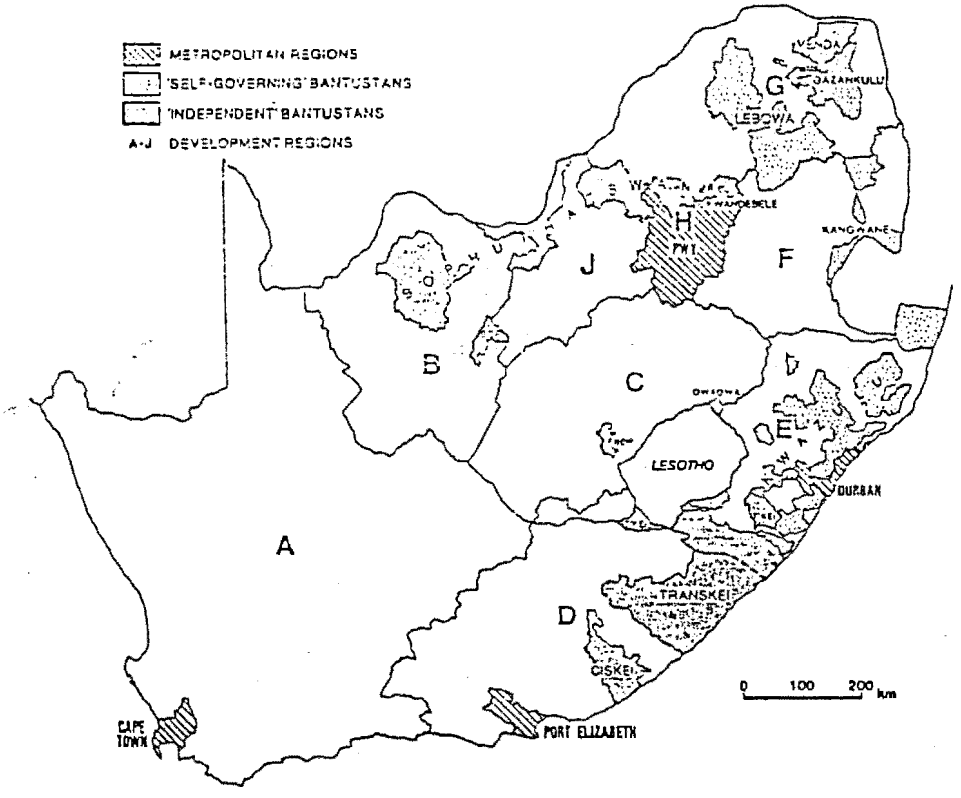
In order to reconcile the objectives of the nine development regions, the National Regional Development Advisory Council (NRDAC) was established to co-ordinate and evaluate the development proposals formulated by the various Regional Development Advisory Committees (RDACs) in a national context. The general aim of these two bodies is to advise the Government on development issues in order to achieve a better quality of life for the inhabitants within the respective regions. The functions of the Regional Development Advisory Councils include:

* to collect information on the development potential and problems of the region concerned
* to contribute towards formulating and co-ordinating regional development programmes and projects

* to identify problems that hinder development in the region and to formulate possible solutions
* to give development advice to the community or to any interested organisation which will use it, for example with regard to organising local gatherings
* to foster a regional awareness and identity in co-operation with regional development associations and district development associations, with a view to promoting a development orientation and local initiative
* to publicise development potential in general
* to consult and co-ordinate with similar bodies in other states in the same development region
* to serve as an effective channel of communication to the authorities with a view to its advisory function in respect of development needs, potential and priorities in the region concerned, in so far as these are the responsibility of the authorities.

Diagram 4.1

The Nine Economic Planning Regions of South Africa



Source: Moll (1986: 117)

A further indication of the importance of development within a region is the existence of smaller growth points which have been identified within existing regions, as confirmed by Holden (1990: 230), who states that in South Africa approximately 185 regional locations have been designated as "growth points" while De Villiers (1981: 11) mentions twenty industrial "development points". Du Pisanie (1980: 5) states that the white areas in South Africa have been divided into forty-two planning regions for which specific guidelines have been established.

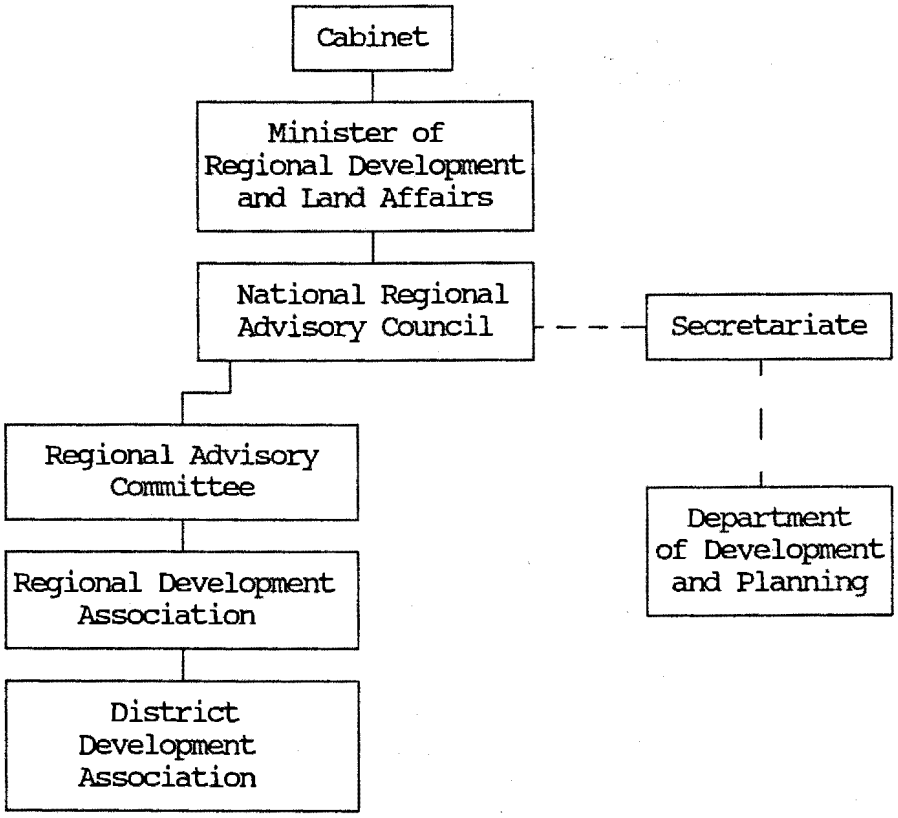
The Department of Planning, Provincial Affairs and National Housing (now the Department of Regional Development and Land Affairs) states in its 1990 Annual Report (1990: 7) that its aim is "... to bring about more balanced regional development and a fairer share of wealth". In order to bring about a more balanced development and a fairer share of wealth, the Department of Planning, Provincial Affairs and National Housing established Regional Development Advisory Committees, the organisational structure of which is shown in Diagram 4.2.

While the purpose of the National Regional Development Programme is beneficial to the people in South Africa for regional development, and while it is the intention of the Regional Development Advisory Committees to provide the correct information to the Government bodies to ensure development takes place, the programme and the committees concentrate on the economic benefits of the region and not on the training needs of the people in the region. Furthermore, as there is no day-to-day involvement in the operations of the

Committees with regard to the development of the regions through the training of the people in the region. The existing expertise and ability to handle training are questionable.

Diagram 4.2

Organisational structure of the
Regional Development Advisory Committee



Source: Taken and adjusted from the Department of Development Planning (1988: 9[a]; 1988: 1[b])

The second body, the Regional Training Committees (RTCs) will be discussed now.

4.2.2 Regional Training Committees (RTCs)

This body resorts under the National Training Board (NTB). The establishment of Regional Training Committees took place on 16 November 1982 for the specific purpose of co-ordinating training on a regional basis. Eleven regional training committees function in the regional areas which are divided as follows:

* Orange Free State - Bloemfontein
* Eastern Cape - Port Elizabeth
* Western Transvaal - Potchefstroom
* Cape Province - Cape Town
* Northern Transvaal - Pretoria
* Witwatersrand and Sasolburg - Johannesburg
* Southern Cape - George
* Natal - Durban
* Northern Cape - Kimberley
* Border - East London
* Far Northern Transvaal - Pietersburg.

(Annual Report: NTB 1990b: 6).

The aims of the regional training committees are to:

* co-ordinate, encourage, facilitate and promote training at regional level
* co-operate, encourage, facilitate and promote training at regional level
* determine local training needs
* assist in up-grading and maintaining training standards
* evaluate local training.

(NTB: Guidelines for Regional Training Committees 1985: 1; NTB: Annual Report 1990b: 6).

The above-mentioned aims are achieved by taking cognisance of national training goals and policies. As these committees fulfil a very important function within the strategy of the NTB, a comprehensive outline of the rules of procedure is contained in the document "Guidelines for Regional Training Committees". This document covers aspects such as the composition of the committees, presiding officers, meetings, quorum, press statements, secrecy to be

observed, minutes, debates and voting. What is of importance for this study is contained in chapter 2 of the document, which deals with the determining of regional goals and objectives as well as the co-ordination of training. The procedure followed to ensure that regional co-ordination takes place includes the following steps:

(1) determining sources of information from a list of the firms and organisations operating in an area
(2) determining local training needs by involving experts, training managers and organisations in the use of questionnaires
(3) identifying training related matters to be done in a specific region
(4) setting priorities
(5) setting up an action programme
(6) evaluating training.

As these committees deal with information from meetings (notes) on a strictly confidential basis according to the predetermined procedure, it was difficult to acquire information from this source (NTB 1985: 10-14). An address list of the various regional co-ordinators, as well as secretaries and members of the committees, is available. Information obtained from the document indicates that secretaries carry the official authorities of the Department of Manpower while members hold permanent posts in various private and public sectors. These committees are not operated on a full-time basis as members carry the full load of full-time employment as well as their commitment to the respective committees. From the information available, it would appear that the operations of Regional Training Committees involve duties carried by staff with many other responsibilites. The large geographical areas result in limited integration of the people involved and these committees fulfil a mainly administrative function as the training issues addressed do not involve the integration of development issues such as physical,

economic, social and constitutional.

4.2.3 Training Board for Local Government Bodies (TBLGB)

The Training Board for Local Government Bodies was instituted in terms of the Local Government Training Act, 1985 (41 of 1985). This act came into force on 12 April 1985 for the promotion of training for the personnel of local authorities as well as for related matters. The mission statement of this body (Annual Report: Local Government Training Board 1987: 1) reads as follows:

> The Training Board mainly determines policy for the training of local government officials and the guidance of members of local government bodies.

The Training Council who governs the actions of the Training Board is composed of seven persons, who are either members of or employed by local government bodies and who serve on the Council on account of their knowledge of and expertise on local government affairs. One of the members has to be from a municipal employees' organisation and one has to be a representative of the municipal trade unions (Annual Report: Council for the Co-ordination of Local Government Affairs 1985/1986: 7).

Training is provided on an in-house, regional and national basis. Fourteen different categories of courses are made available by the Regional and Subregional Co-ordinators on an annual basis (Training Board for Local Government Bodies [undated]). The extent of courses provided can be seen in the attendance figures which totalled 1 284 courses attended by 22 285 candidates in 1988 (Training Board for Local Government Bodies 1987-1988: 3). Not only is the training provided well organised, but the individual courses are well planned.

The organisational structure of the Training Board for Local Government Bodies in existence until the end of 1991 is outlined in Diagram 4.3. The structure reflects the link between the Regional Co-ordinator of a province, controlled by the Training Council Director General, and the Regional Training Committee for a province, controlled by the Co-ordinating Council. With the co-operation of the National Co-ordination Training Committee (NCTC), a co-ordinating Council and a Regional Training Committee were instituted for each province. Each province is subdivided into subregions, and a Subregional Training Committee instituted for each subregion. Diagram 4.3 highlights only one province (Transvaal) as an example for all the provinces in the Republic of South Africa.

Problems experienced by the Training Board and which are highlighted in the document, Strategiese Beplanning (Training Board for Local Government Bodies 1991: 4-5) include:

(1) The Training Board was tied down by the Training Act to only compile an executive committee and did not have the powers to appoint its own committees as the need arose. This led to the situation where use had to be made of subcommittees of the National Co-ordination Training Committee. This led to communication lines being long, which resulted in decision making being time consuming.

(2) Representation on the Training Board consisted of twelve government officials and eight local council representatives. The Government could thus control decision making. Various cases had to be referred to the National Co-ordination Training Committee, which led to a delay in activities.

(3) A further problem was that the activities undertaken by the Training Board could only be carried out with the Council for the Co-ordination of Local Government affairs.

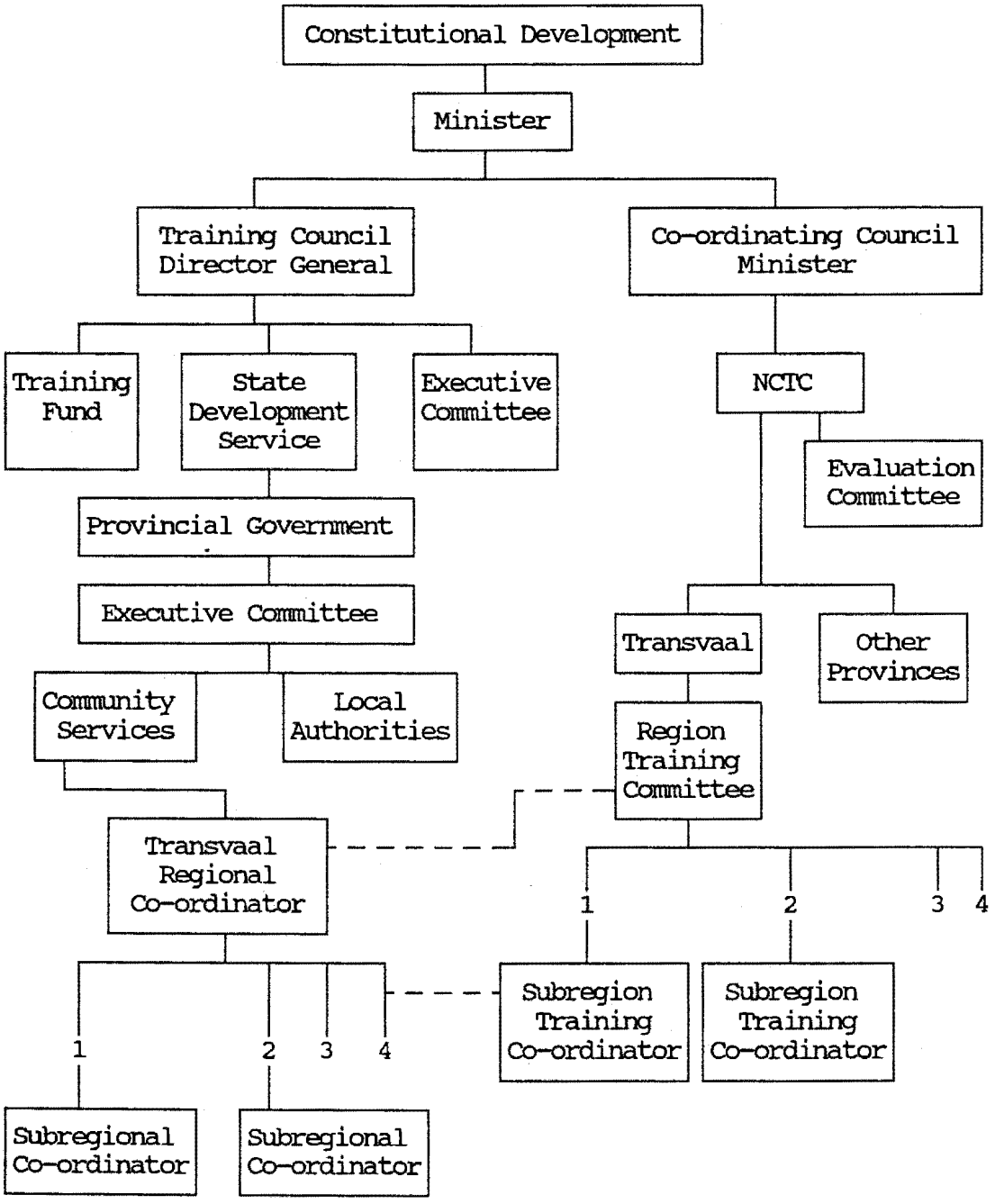
(4) The view was also taken that the staff members of local authorities could provide training to those who did not have the facilities. However, this did not materialise.

The operations of the Training Board were not trouble free. The line of authority was clumsy and unpractical, which made the co-ordination, planning and management of operations difficult. A strategic planning exercise was executed during 1991 which resulted in the Training Board being reassembled. Firstly, the structure was streamlined in an attempt to improve the training system. The new structure followed is reflected in Diagram 4.4. Secondly, a six-point plan for training, contained in the document, "Opleidingsraads-besluite" (Constitutional Development Services 1989: 21-24), was provided covering aspects such as determining of training needs, provision of training, approval of training, internal and external training specialists, as well as funding, resulting in a strong infrastructure to provide training. The mission of this newly appointed Training Board is "to provide the means to improve training of staff members of local authorities and for matters which are related to that" (Training Board for Local Government Affairs 1991: 6). Flowing from this the main aims of the Training Board are:

* to make rules with regard to procedures at its meetings
* to appoint committees to execute the work
* to administer the Training Fund

Diagram 4.3

Organisation structure of the Training Board for Local Government Training Bodies up to the end of 1991



Source: Department of Planning, Provincial Affairs and National Housing (1990: 22)

* to approve training
* to make agreements with persons and bodies.

It can be seen that the Training Board has attempted to create a strong management and administrative structure on a national level, which is also reflected in the organisation's **role** which is:

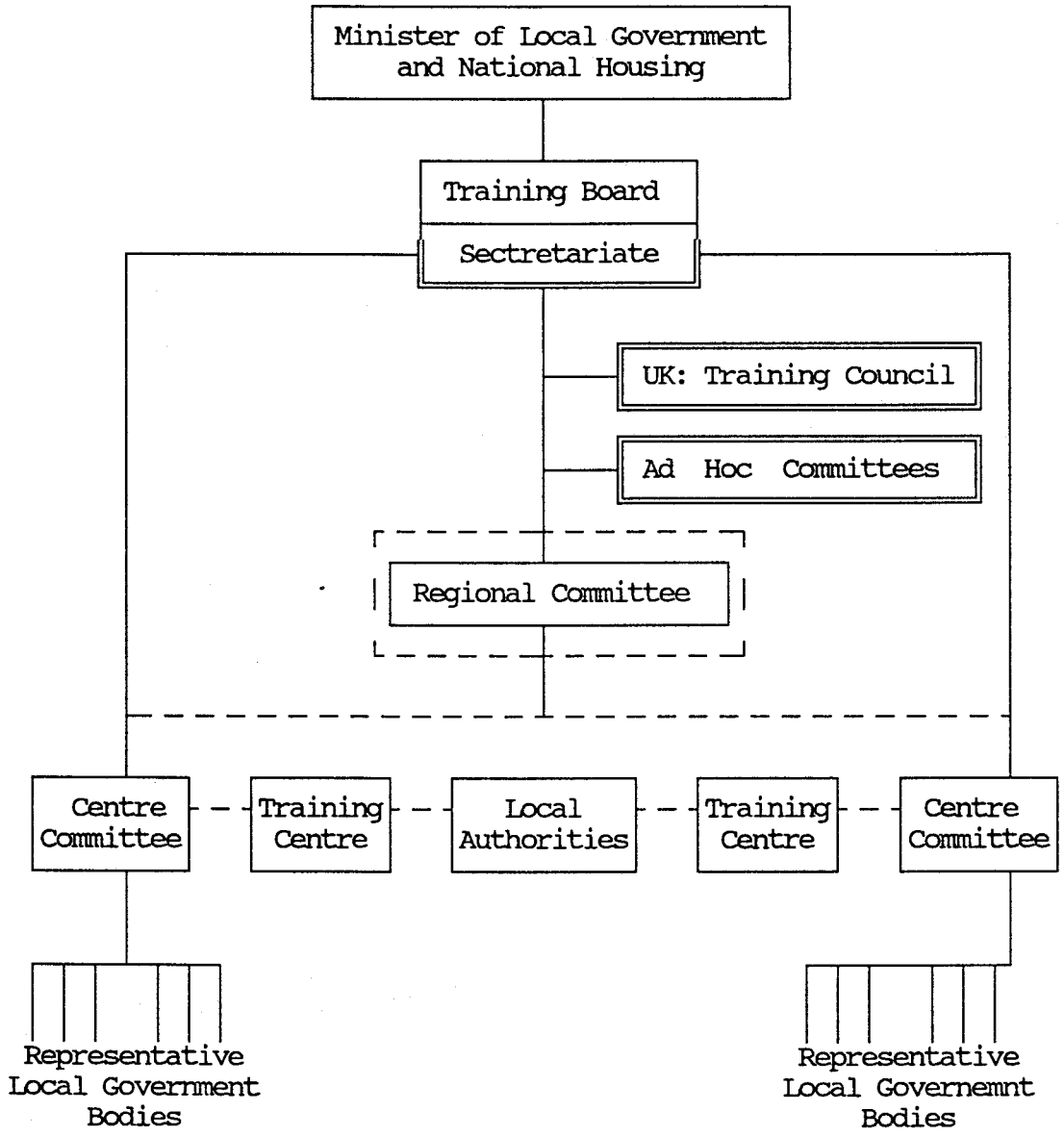
* the overall co-ordination and marketing of training
* the delegation of authority to the lowest possible levels
* the provision of a financial policy
* the creation of structures at local levels in order to maximise training.

While the revised organisational structure of the Training Board for Local Government Bodies is far more streamlined, it is still focused on training provided by the local Government bodies resulting in the exclusion of private and other training institutions and organisations. Accordingly, the provision of non-formal educational programmes is still not co-ordinated on regional and local levels. It is at this point that a solution to the co-ordination of the provision of non-formal education on a regional basis will have to be found.

One of the local Government bodies referred to previously is the existing Regional Services Council for each region. As will be seen, this body was instituted to control the co-ordination of services among local authorities with the aim of promoting the optimal use of resources.

Diagram 4.4

Organisational structure of Restructured Local Authorities Training Board



Source: Training Board for Local Govenment Bodies (1991: 12)

A detailed study of Regional Services Councils as well as their role in the development of regions and indirect development of people in those regions as well as with local municipal borders within the respective regions follows.

4.3 REGIONAL SERVICES COUNCILS IN RELATION TO REGIONAL DEVELOPMENT

A look at the origin and structure of Regional Services Councils together with the objectives and roles of such bodies will highlight the possiblility of utilising Regional Services Councils to co-ordinate non-formal education within regions.

4.3.1 Establishment of Regional Services Councils

The establishment of Regional Services Councils was the result of many years of research involving the representatives of local authorities. Originally, the various communities' needs were attended to by the local municipal authorities, each municipality working on its own, while the Provincial Administrations attended to those communities which did not fall under municipal jurisdiction. The Regional Services Councils Act, 1985 (109 of 1985) was the direct result of the negotiations of the Council for the Co-ordination of Local Government Affairs, which was constituted on 1 January 1984 and whose research indicated that operations of the various municipalities would be better utilised if managed on a regional basis (Foure 1979: 193). Accordingly, Regional Services Councils were established to control the co-ordination of services among local authorities to promote the optimal use of resources (*Die Nasionalis* 3 Junie

1985: 2; *Die Burger* 10 Mei 1985a: 13; Puttergill 1990: 73; Regional Services Councils 1988a: 2; The Council for the Co-ordination of Local Government Affairs 1986: 1).

4.3.2 Aims and objectives of Regional Services Councils

Regional Services Councils are statutory multiracial local government bodies which develop and provide services on a regional basis (*Die Beeld* 17 Oktober 1991: 18). To fulfil this function, the following objectives have been identified:

* the planning and co-ordination of allocated regional functions
* the broadening of democracy to include all groups in South Africa
* the provision of local government services as efficiently and cost-effectively as possible
* the generation of additional revenue at local level to provide services in areas with the greatest need

(Department of Constitutional Development and Planning 1986: 1; Atkinson 1989: 60; Fourie 1987: 50; Regional Services Councils 1988b: 2).

As can be seen from the objectives, it may be stated that Regional Services Councils may be seen as the representatives of the various communities, instated to develop the communities and their people to the full, and that should include training. Prinsloo (1984: 183) and Thornhill (1990: 63) support this by saying that Regional Services Councils are also responsible for the promotion of the interests of the residents of the area by acting as "development bodies". It can therefore be stated that this inherent objective, namely development of the people, is provided for by the RSC Act, under the twenty-second function listed in Schedule 2, namely "Other regional functions".

On the other hand, some people believe that Regional Services Councils are not simply development bodies, but are also expected to redistribute power as well as economic resources in order to obtain the objective of developing the people (Niemandt 1987: 46; Moolman 1990: 39). Although the objectives do not specify the development of the people as such, the development of the infrastructure for the services to be provided within the region by means of planning and co-ordination, will indirectly lead to the need to develop people, through non-formal education programmes. This development of the people could also be provided for under the aforementioned function (Rautenbach 1986: 9).

4.3.3 Role and functions of the Regional Services Councils

The Regional Services Councils Act, 1985 (109 of 1985) provides for the Administrator of the province, after consultation with all communities, to identify specific functions to be performed by a Regional Services Council. As mentioned, no fewer than twenty-two local authority functions have been identified in Schedule 2 of the Act as suitable for Regional Services Councils to perform, namely:

* bulk supply of water
* bulk supply of electricity
* sewerage purification works and main sewerage disposal pipelines
* land usage and transport planning in the region
* roads and stormwater drainage
* passenger transport services
* traffic matters
* abattoirs and fresh produce markets
* refuse dumps
* cemeteries and crematoriums
* health services, ambulance and fire brigade services
* airports and civil defence
* libraries and museums
* recreation facilities
* environment conservation
* promotion of tourism

* the establishment, improvement and maintenance of other services and facilities
* other regional functions

An analysis of the functions shows that the first twenty-one functions cover physical environmental services while the last function is to cover any other needs identified in a community. Regional Services Councils, therefore, have the legal authority, infrastructure and means to organise and improve the standard of living of communities. The final function of the Regional Services Councils, namely, "other regional functions" could, therefore, include the development of the community by means of non-formal education which must result in an improvement in the standard of living.

4.3.4 Operation of Regional Services Councils

4.3.4.1 Transferring of functions

The Regional Services Council (1990: 10) provides guidelines on finances, personnel and facilities to be used for a Regional Services Council to perform its functions. Work may be carried out by officials from local authorities, government departments or from the private sector on an agency basis. Accordingly, Regional Services Councils are not supposed to create new bureaucracies, service agencies or institutions as an added burden on the taxpayer. Regional Services Councils rationalise community service agencies at the local level and eliminate much of the duplication of administrative and other procedures inherent in the system applied to date.

4.3.4.2 Constitution and representation

All local bodies of a region like municipalities, town councils, town committees, management committees, local affairs committees and rural councils nominate members to represent them on the Regional Services Council. Representatives are nominated to the Regional Services Council according to the percentage of services which they purchase. The administrator of the province appoints a chairman, who is salaried, but without a vote in the council. A vice-chairman and an executive officer are elected from among its own ranks (*Die Vaderland* 10 Okober 1985: 6). Membership and voting power are based on fees paid for the use of bulk services. Votes are proportionally allocated and no local body is entitled to an excess of 50% of the total number of votes. Small or poorer communities are safeguarded by the Regional Services Councils Act, 1985 (109 of 1985) against the more established, wealthier communities by the following guidelines:

* The total value of bulk municipal services bought and consumed in the central business district and industrial areas is ignored.
* All decisions require a two-thirds majority.
* Any constituent local body may appeal against Regional Services Councils' decisions.
* In the allocation of funds priority will be given to funding services and facilities where the need is the most urgent.

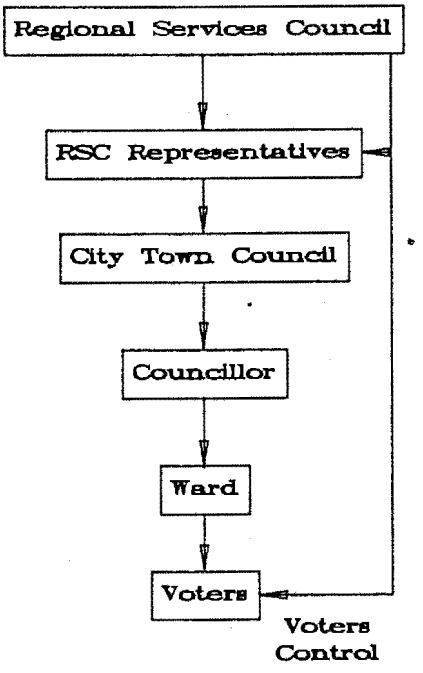
(Regional Services Council 1988b: 5-6; *Die Transvaler* 14 Junie 1985: 5)

Representation consists of representatives who have been elected on the local bodies of all population groups within a region. Local bodies nominate members to represent them on the Regional Services Council. Every local body has at least one representative for every 10% of the total service which they purchase. The chairman is

appointed for five years, but carries no vote while the deputy chairman and executive committee members are elected from among its own ranks for one year. The representation is illustrated in Diagram 4.5.

Diagram 4.5

Representation on the Regional Services Council



Source: Regional Services Councils (undated: 36)

4.3.4.3 Liaison with other bodies

Regional Services Councils co-ordinate and promote co-operation between the various local authorities of a specific region. The provision of services among local authorities, private institutions and government concerns is also brought about (*Die Burger* 22 Mei 1985b: 13). They are also involved with anything the central

government may decide is a matter that concerns their region as a whole (*The Star* 6 June 1985: 17). Therefore Regional Services Councils are involved in planning in the broader sense to meet the needs of the community, whether these be economic factors, agriculture, general health and welfare (*The Citizen* 26 June 1985b: 10; *Evening Post* 17 September 1985: 8).

A view of the position of Regional Services Councils in relation to local authorities and to the Government, indicating the link between the communities and the local, middle and central levels of Government, follows.

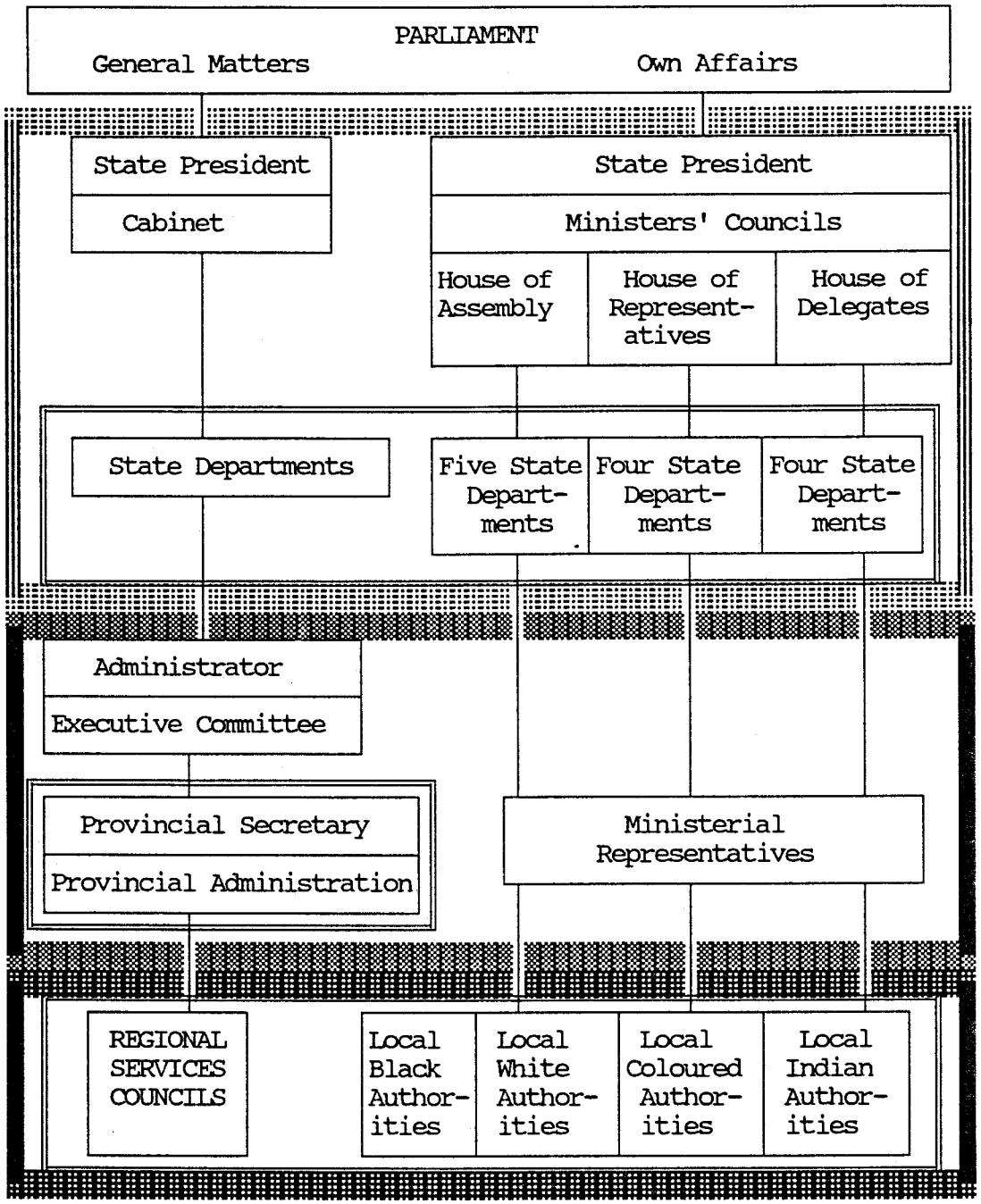
4.3.5 Position of Regional Services Councils in relation to the central, middle and local levels of Government

A diagrammatical outline reflecting the central, middle and local levels of Government departments is shown in Diagram 4.6(a). It is important to note that the Regional Services Councils resort under local government level.

The Regional Services Councils Act, 1985 (109 of 1985) provides guidelines for the organisational structure, constitution, administration and finance of a Regional Services Council. The composition of a Regional Services Council is stipulated in the Act while the Administrator determines which local bodies are represented on the Regional Services Council (Puttergill 1990: 85). The representation and voting power of the different local bodies are determined according to the extent of bulk services bought from the Regional Services Council (Regional Services Councils Act 1985: 12;

Diagram 4.6(a)

Regional Services Councils in the context of the central, middle and local levels of Government departments



———————— = Vertical Function Division

═══════════ = Horizontal Function Division

▒▒▒▒▒▒▒▒▒▒▒▒ = Central Government Level

▓▓▓▓▓▓▓▓▓▓▓▓ = Middle Government Level

▓▓▓▓▓▓▓▓▓▓▓▓ = Local Government Level

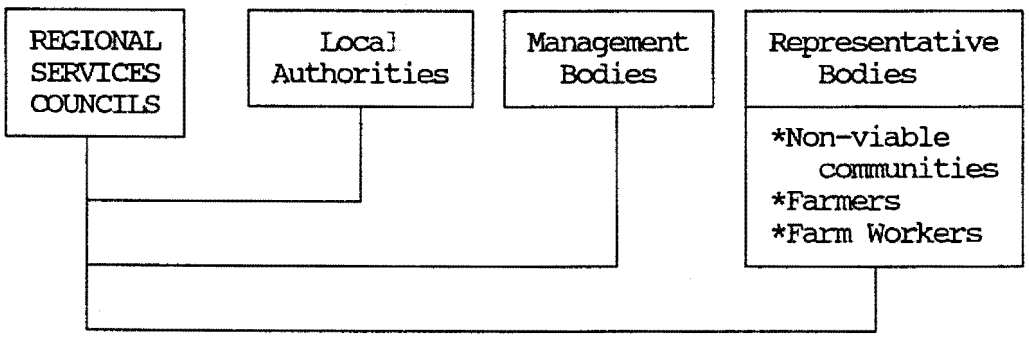
Source : Taken and adjusted from Pelser (1988: 69)

Solomon 1990: 257). Regional Services Councils are horizontal extensions of the local authorities and serve all communities, following a policy of non-discriminatory employment practices and equal opportunity for all (Solomon 1987: 163; Thornhill 1990: 62; de Vos 1990: 11; Regional Services Councils 1988b: 7-8; Fourie 1984: 50; The Department of Constitutional Development and Planning 1986: 1-4).

The diagrammatical outline of a typical Regional Services Council at local government level is shown in Diagram 4.6(b).

Diagram 4.6(b)

Diagrammatical outline of a Regional Services Council



Source: The Department of Constitutional Development and Planning (1986: 3); Regional Services Councils (undated: 6, 36, 37)

Notwithstanding the remarks and considerations which have been noted with regard to the workability of Regional Services Councils (Leon 1987: 178; *Patriot* 26 Julie 1991: 4), the constitutional structure at local government level underwent major changes with the inauguration of Regional Services Councils. The Pretoria Regional Services Council, for example, commenced operations with 18 local bodies (Regional Services Council [Pretoria] 1988: 1). A map indicating the geographic areas of the Regional Services Councils in the Pretoria area as well as of the four provinces follows.

4.3.6 Geographic Areas of Regional Services Councils

With the demarcation of an area for a Regional Services Council, the execution of a principle of homogeneous areas was taken into account. The feasibility of such a demarcation with necessary facilities within an economically bound unit, which may be administered economically, is also taken into account. Further factors of vital importance are the density and size of the population, the availability of areas with free enterprise and industrial areas (Van Zyl 1984: 14-17; Cruywagen 1984: 18-21). The Regional Services Councils Act, 1985 lays down certain factors to be taken into account when the boundaries of a Regional Services Council are to be drawn. These include:

* communality of interest among the various communities, and their socio-economic interdependence in terms of labour, transport, recreational facilities and consumer spending
* the services to be provided - their nature and cost-effectiveness
* geographic features like rivers and mountains

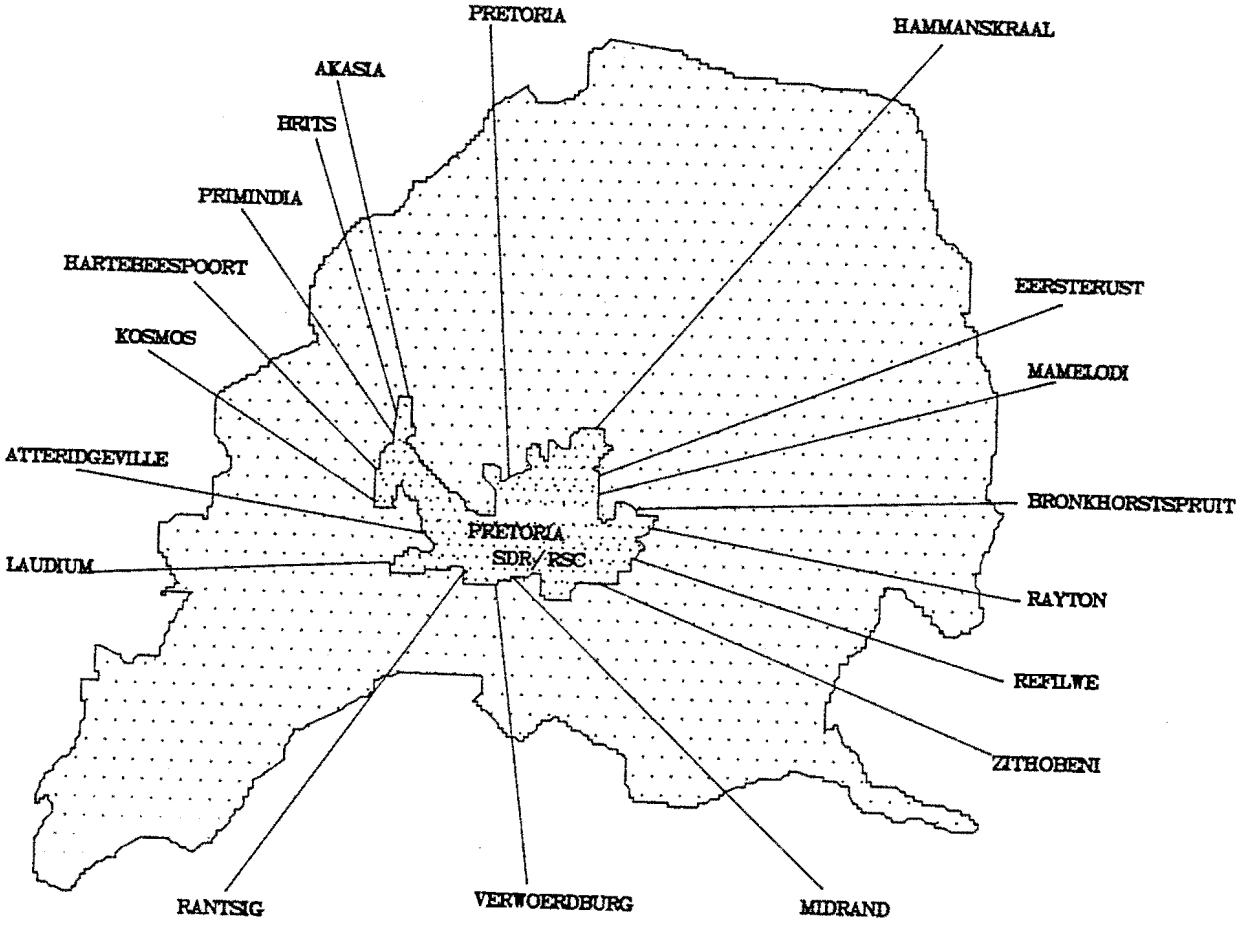
(Regional Services Councils 1988: 11).

As an example, the local bodies of the Regional Services Councils in

the Pretoria area is seen in Diagram 4.7, while a diagram of the Councils in the Transvaal is seen in Diagram 4.8.

Diagram 4.7

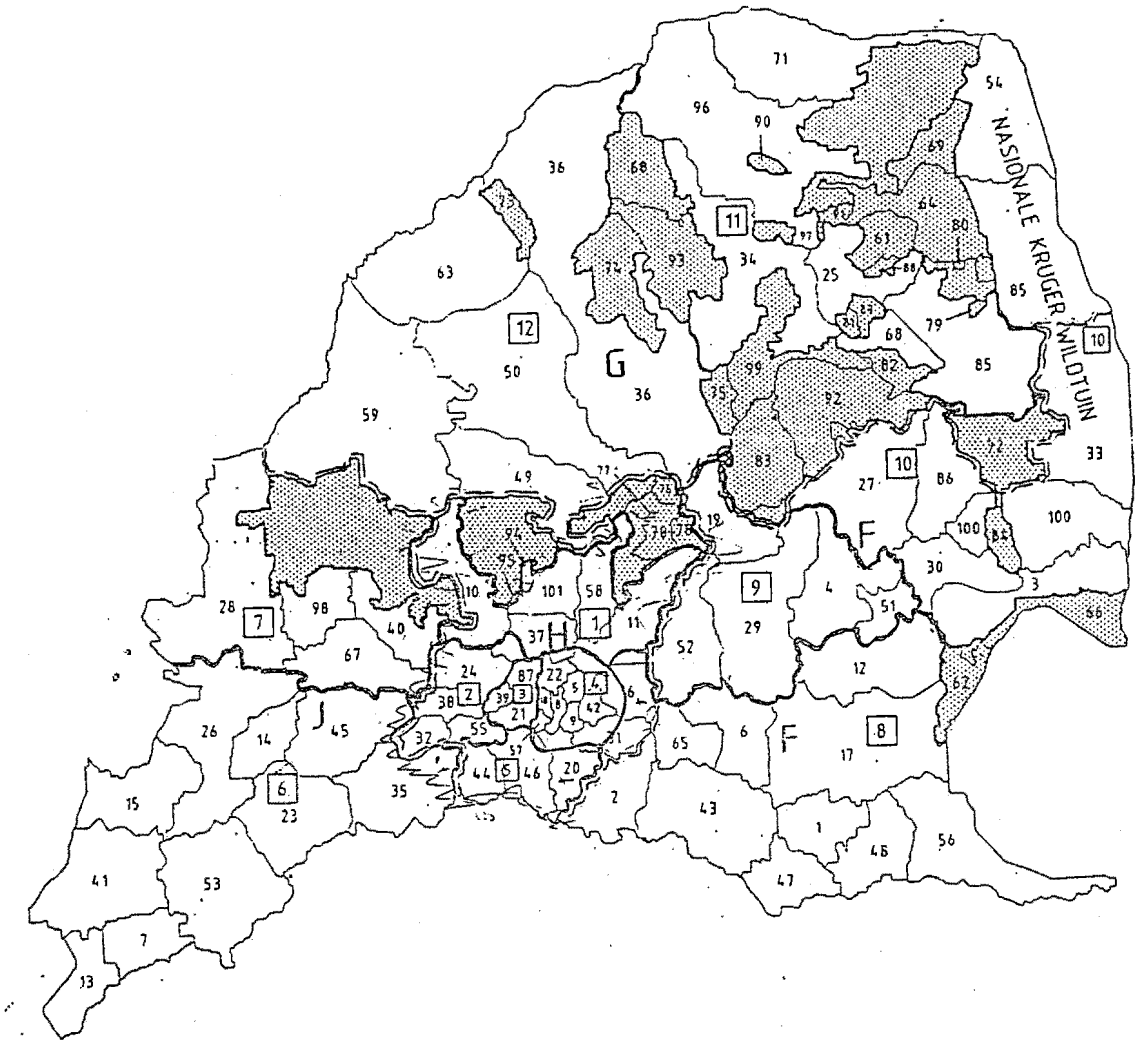
Local bodies of Regional Services Councils in the Pretoria area



Source: Regional Services Council 1990: 18

Diagram 4.8

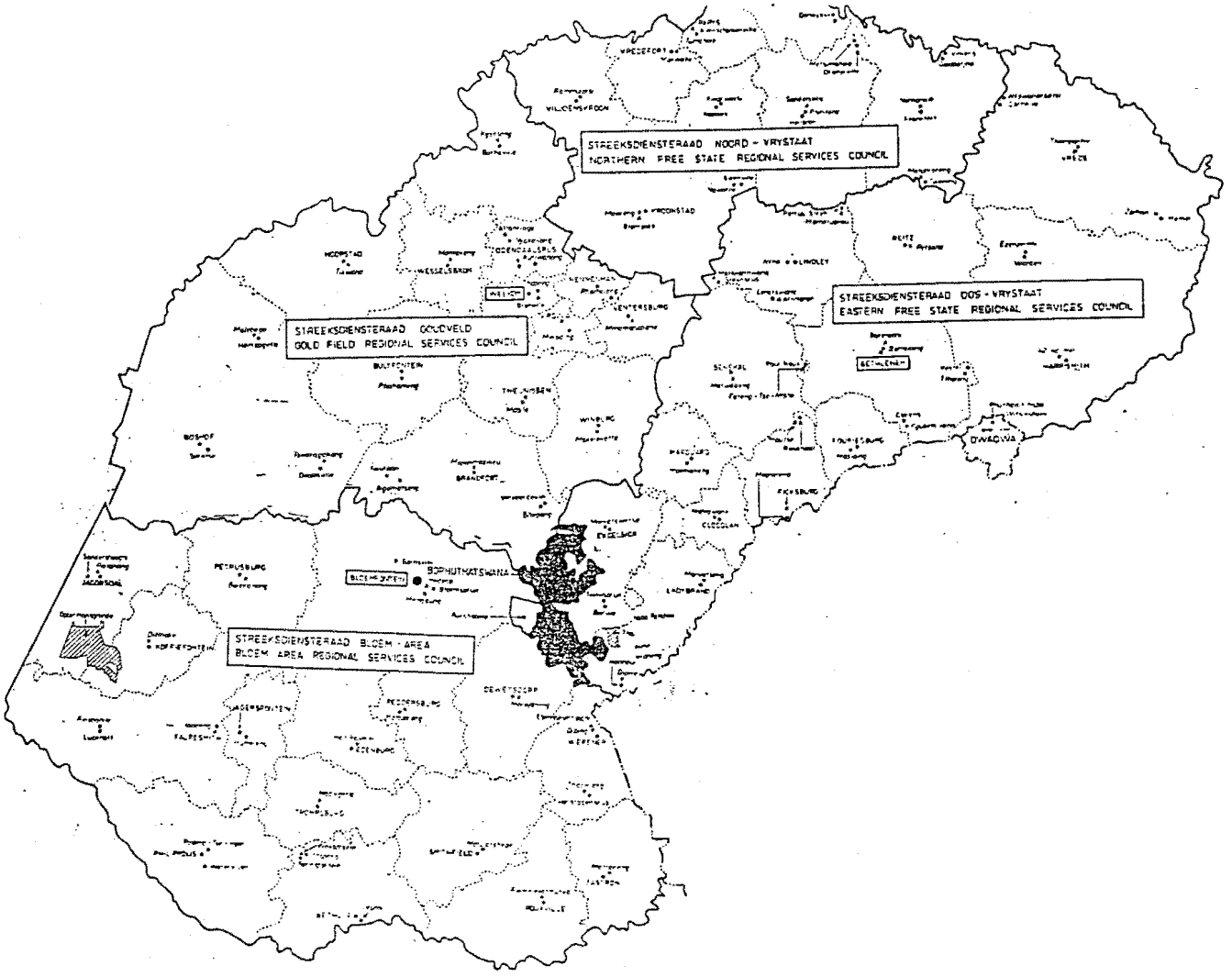
Regional Services Councils in the Transvaal



Source: Department of Regional and Town Planning, Pretoria

Diagram 4.9

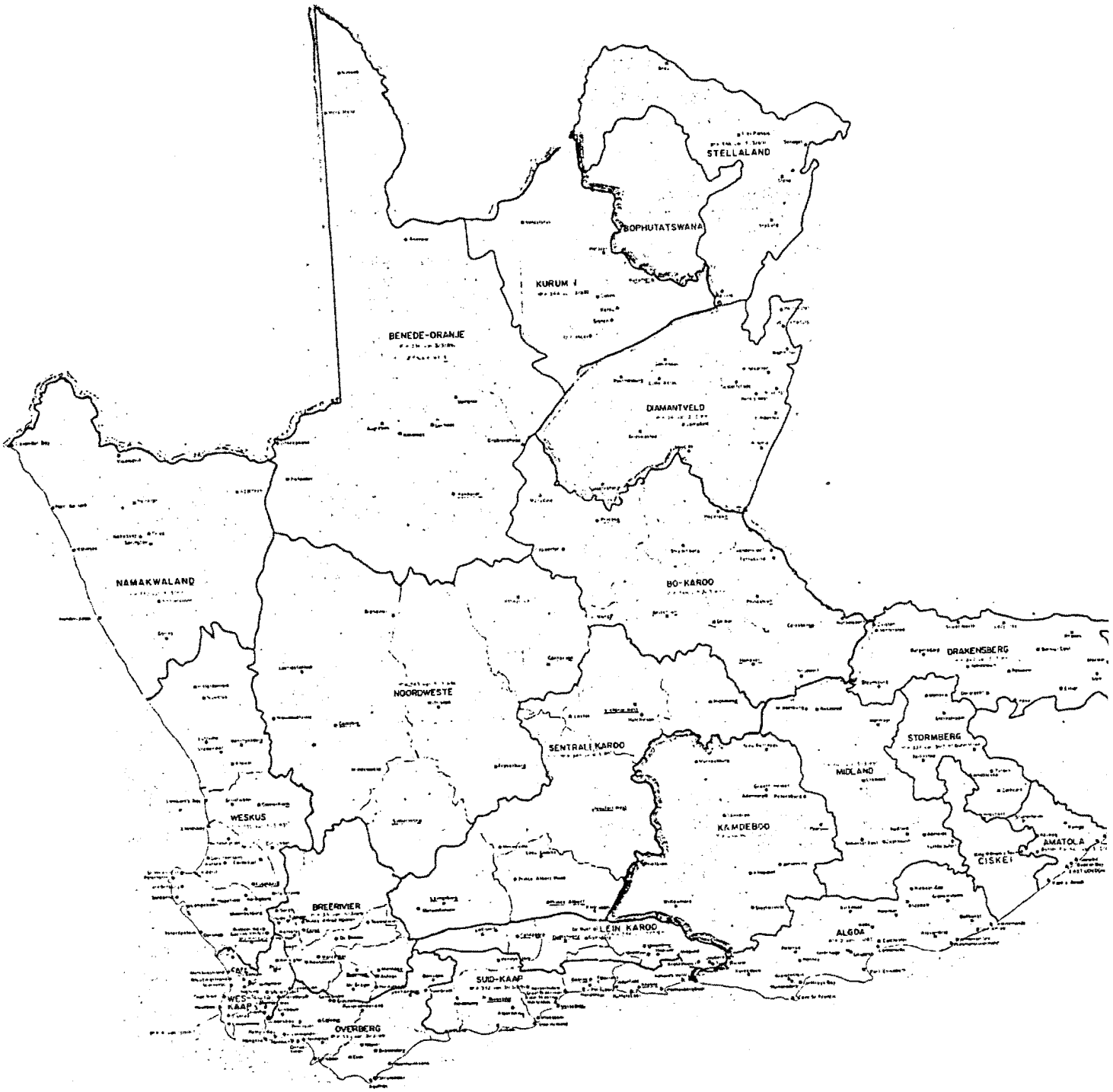
Regional Services Councils in the Orange Free State



Source: Department of Regional and Town Planning, Bloemfontein

Diagram 4.10

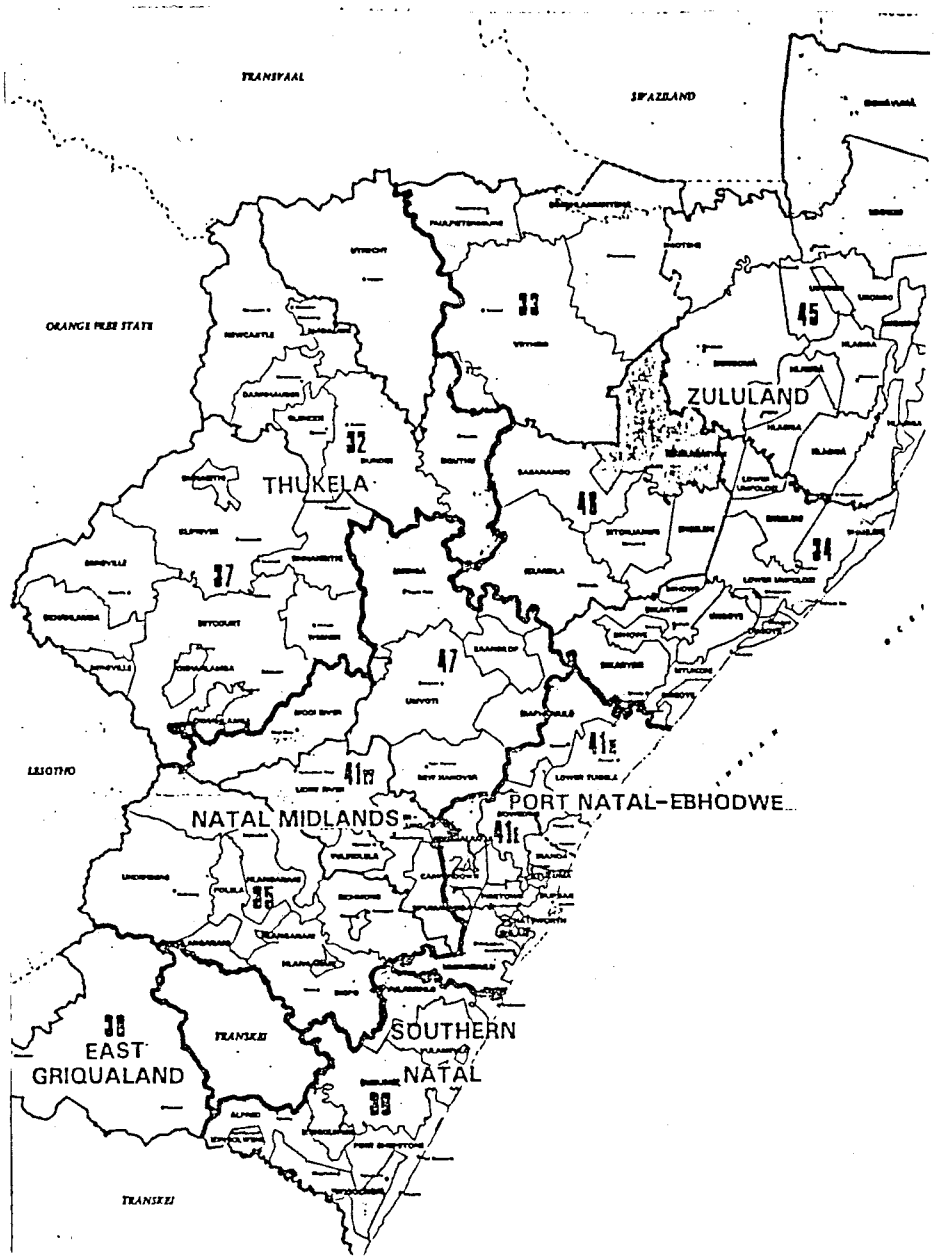
Regional Services Councils in the Cape Province



Source: Department of Regional and Town Planning, Cape Town

Diagram 4.11

Joint Services Boards in Natal



Source: Department of Regional and Town Planning, Pietermaritzburg

It should be pointed out at this stage that Regional Services Councils are found in three provinces with twelve in the Transvaal, four in the Orange Free State, and twenty-one in the Cape Province. In Natal, we find Joint Services Boards (JSBs) with exactly the same functions as those of Regional Services Councils. There are six in Natal. (*Sunday Tribune* supplement June 23, 1991). A complete list of the names and addresses of the Regional Services Councils is found in Annexure B (*Sunday Tribune* supplement 23 June 1991).

4.4 SUMMARY

In this chapter, the possibility of utilising Regional Services Councils to co-ordinate and promote non-formal education has been justified. Three bodies, Regional Development Advisory Committees, Regional Training Committees and the Training Board for Local Government Bodies, were discussed. Regional Services Councils in relation to regional development under the control of established Regional Services Councils, their aims and objectives, role, functions and operation, together with the position of Regional Services Councils in relation to central, middle and local levels of government were highlighted. The geographical areas of Regional Services Councils have been outlined to enable possible application in the Republic of South Africa situation.

Chapter 5 covers the empirical research undertaken into the proposed solution to the problem - the feasibility of utilising Regional Services Councils to co-ordinate non-formal training on a regional basis - and reports on the results.

---oo0oo---

CHAPTER 5

THE CO-ORDINATION OF NON-FORMAL EDUCATION AS A POSSIBLE FUNCTION OF REGIONAL SERVICES COUNCILS

5.1 INTRODUCTION

In Chapter 4 three bodies functioning on a regional basis were discussed as well as the particular role and functions fulfilled by Regional Services Councils. In this chapter a report is given of the results obtained from the information gleaned as a result of the empirical research undertaken in order to determine the possibility of utilising Regional Services Councils (also referred to as RSC hereafter) for the co-ordination of non-formal education (also referred to as NFE hereafter) within a region. In the presentation of the empirical study, the aim of the research and certain considerations for the research design and method of research are mentioned. Thereafter the questionnaire and the research group are discussed. Lastly, the findings, results, interpretations and summaries are reported on.

5.2 THE AIM AND OBJECTIVES OF THE EMPIRICAL STUDY

The aim of the empirical research is twofold, namely:

* to test the opinion of the Regional Services Councils with regard to promoting and co-ordinating non-formal education within their respective regions
* to determine the practical execution of the possible co-ordinating role of Regional Services Councils in non-formal education.

In the light of the above layout, the questionnaire was compiled to obtain the following objectives:

(1) Objective 1: to determine whether the co-ordination and promotion of non-formal education can be viewed legally as an additional function of the Regional Services Council

(2) Objective 2: to determine the present level of suitability or readiness for the handling of the co-ordinating of non-formal education within the region of the respective Regional Services Council

(3) Objective 3: to determine whether the co-ordination of non-formal education in that particular region should, in fact, be a function of the Regional Services Council

(4) Objective 4: to determine whether, with the necessary changes, the Regional Services Council would be capable of promoting and co-ordinating non-formal education within their specific regions

(5) Objective 5: to determine whether local authorities, within their respective areas, were involved in the provision of training for their own personnel or communities

(6) Objective 6: to determine whether any form of informal liaison existed between the Regional Services Council and other institutions with regard to non-formal education

(7) Objective 7: to determine whether any purposeful co-operation existed between the Regional Services Council and other institutions with regard to non-formal education

(8) Objective 8: to determine whether the Regional Services Council had computer facilities at its disposal

5.3 RESEARCH DESIGN AND METHOD OF RESEARCH

As a result of the geographic distribution of the Regional Services Councils in South Africa, it was decided in planning the research that empirical information would be obtained by means of a questionnaire as well as interviews. In view of this, the method of research followed in order to create an experimental situation consisted of the following:

* division of the Regional Services Councils according to provinces
* division of the Regional Services Councils according to metropolitan and rural areas
* testing and supplementing the Regional Services Councils' results by means of selected interviews.

5.4 THE QUESTIONNAIRE

5.4.1 Compilation of the questionnaire

A draft questionnaire was drawn up after interviews with Regional Services Councils and local government authorities. The questionnaire was then submitted to these authorities, after which it was approved and accepted by the Association of Regional Services Councils of South Africa.

5.4.2 Restrictions experienced with the questionnaire

In order to limit the subjective involvement of the respondents to the minimum, multiple-choice questions were used, where possible. Respondents were presented with a wide variety of choices to enable them to reflect a wide variety of opinions. Respondents were also invited to furnish their own additional views.

5.4.3 Layout of the questionnaire

The questionnaire was divided into the following main sections:

* Section A: Training as an additional function of the Regional Services Council according to the Regional Services Councils Act
* Section B: Present suitability for the co-ordination and promotion of non-formal education
* Section C: Co-ordinating and promoting of non-formal education through Regional Services Councils, with possible changes
* Section D: Involvement of local authorities in the provision of non-formal education
* Section E: Informal liaison and actual co-operation between Regional Services Councils and other institutions

5.5 INTERVIEWS

Once the questionnaires had been returned, interviews were held with various respondents in the metropolitan as well as urban areas. The purpose of the follow-up interviews was to obtain a more comprehensive image of the Regional Services Council, to verify the answers to the questionnaire, and to get additional information with regard to the Regional Services Councils training role in that region.

5.6 RESEARCH GROUP

This research included all the Regional Services Councils in question, i.e. thirty-seven regions in the three provinces, the

Transvaal, the Orange Free State and the Cape Province. As Regional Services Councils only came into existence in Natal in 1991, that province was not included in the research. The following Regional Services Councils were classified as being in metropolitan areas: East Rand RSC; Pretoria RSC; Central Witwatersrand RSC; Vaal Triangle RSC; West Rand RSC; Bloem-Area RSC; Algoa RSC; and Western Cape RSC.

5.7 DATA PROCESSING

Of the 37 questionnaires sent to the Regional Services Councils, 36 were returned. Of the questionnaires returned, twelve came from Regional Services Councils in the Transvaal, four from the Orange Free State and nineteen from the Cape Province. Thirty-five questionnaires were completed, while one Regional Services Council respondent indicated that he was unable to complete the questionnaire because of his workload. The information is analysed as follows:

	N	%
* Number of questionnaires posted	37	100
* Number of completed questionnaires returned	35	94
* Number of questionnaires unanswered	1	3
* Number of questionnaires not returned	1	3

The feedback from the questionnaire was satisfactory, taking into account that the results represented 94% of the total Regional Services Councils. The questionnaires were completed by the chairman or chief executive official of the respective Regional Services Council. The researcher processed the information immediately upon

receipt of the document. Where necessary, the respondent was contacted telephonically to clear up any uncertainties and, where necessary, interviews were organised. All the questions in the questionnaire were processed in this manner. Questionnaires were mostly completed in full and it can be concluded that the results represent a factual reflection of the Regional Services Councils within the Republic of South Africa.

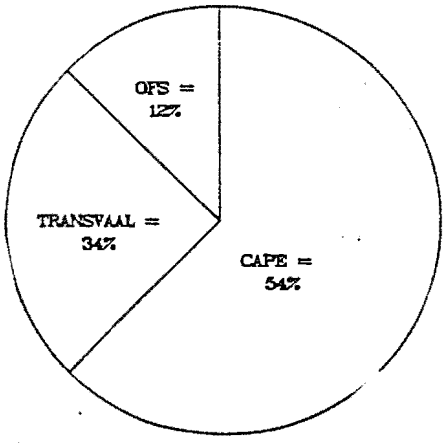
5.8 RESULTS AND INTERPRETATIONS

A detailed analysis follows of each question with a table of the respective results obtained. Diagram 5.1 reflects the percentage participation of the RSCs according to provinces (a) and according to the distribution of rural and metropolitan areas (b).

Diagram 5.1

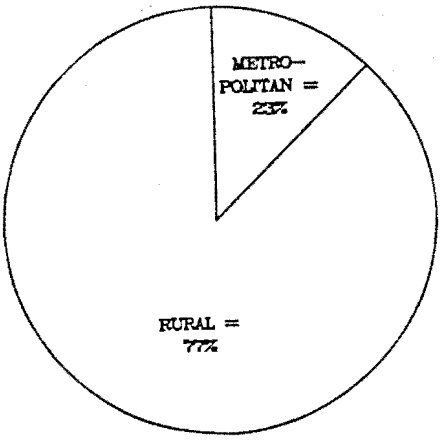
Percentage participation of Regional Services Councils

(a)



Provincial distribution

(b)



Metropolitan and rural distribution

Section A: TRAINING AS A FUNCTION OF THE RSC ACCORDING TO THE REGIONAL SERVICES COUNCIL ACT

Question 1 The last function of the Regional Services Council, as described in the Regional Services Councils Act, 1985 (109 of 1985) is "other regional functions". Are you of the opinion that the co-ordination of non-formal education could be classified as such an additional function of the Regional Services Council?

Table 5.1

How provincial RSCs view the co-ordination of non-formal education, according to the RSC Act, 109 of 1985, as an additional function

Province	YES		NO		TOTAL	
	N	%	N	%	N	%
Transvaal (N=12)	11	92	1	8	12	34
OFS (N=4)	2	50	2	50	4	12
Cape Province (N=19)	14	74	5	26	19	54
TOTAL (N=35)	27	77	8	23	35	100

(i) Findings: Table 5.1

* From the given information, it appears that a total of 77% of the respondents were of the opinion that training could be regarded as a function of the RSC and 23% were of the opinion that training could not be regarded as a function of the RSC.

* 92% of the respondents in the Transvaal, 50% in the OFS and 74% in the Cape Province indicated that training could be classified as an additional function of the RSC.

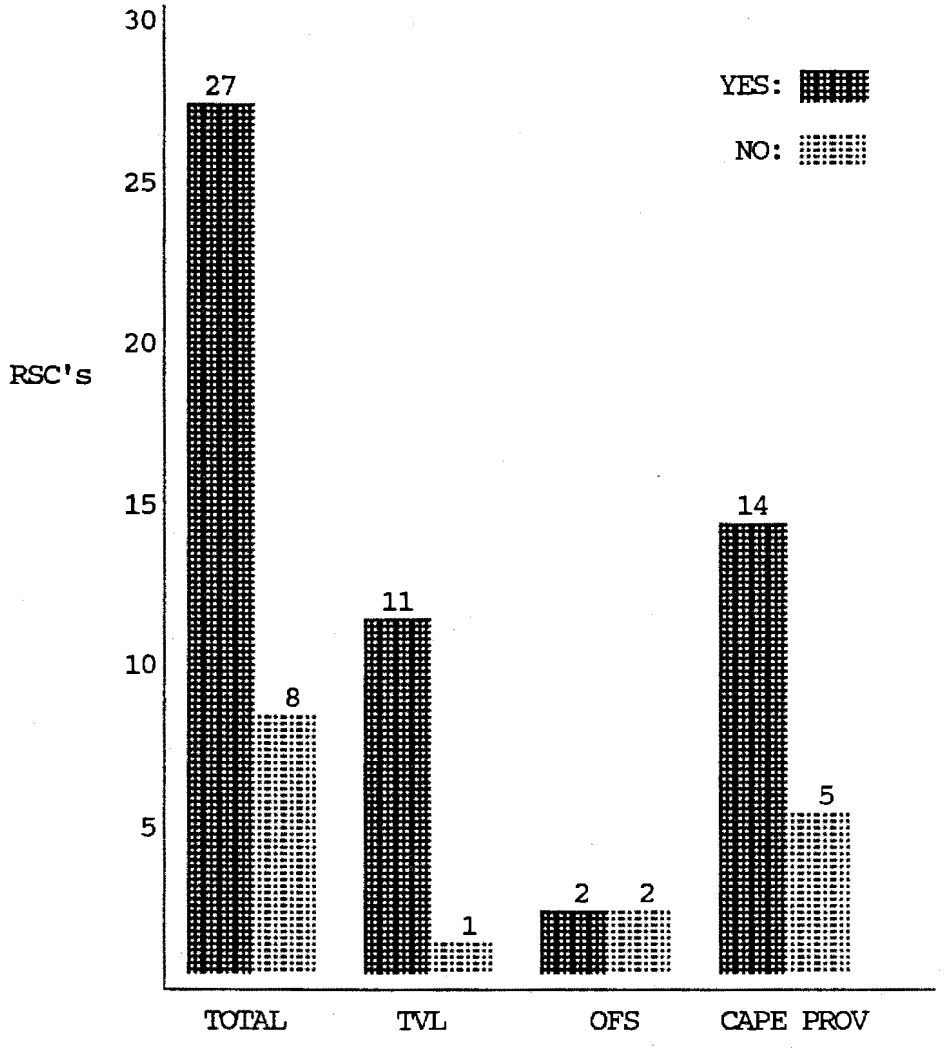
(ii) Conclusions: Table 5.1

* It would appear that according to the majority of RSCs, provision could be made for the inclusion of training as a function of the RSCs, through the expansion of the present 22 functions of RSCs within the framework of the Act governing RSCs.

* RSCs in the OFS are divided in their opinions, as 50% are of the opinion that training could be included in the functions of RSCs, while 50% are of the opinion that such a move is not possible.

Graph 5.1

A graphical presentation of
how provincial RSCs view the co-ordination of non-formal education, according to the RSC Act, 109 of 1985,
as an additional function



Training as a function of RSCs, within the framework of the act on RSCs, as seen from the point of view of the metropolitan regions compared with the rural areas:

Table 5.2

How metropolitan and rural RSCs view the co-ordination of non-formal education, according to the RSC Act, 109 of 1985, as an additional function

Area	YES		NO		TOTAL	
	N	%	N	%	N	%
Rural Areas (N=27)	23	85	4	15	27	77
Metropolitan (N=8)	5	62	3	38	8	23
TOTAL (N=35)	28	80	7	20	35	100

(i) Findings: Table 5.2

* 85% of the RSCs situated in the rural areas viewed training as a possible additional function of the RSC while 15% felt that training could not form part of the additional functions of RSCs.

* 62% of the RSCs based in a metropolitan area were of the opinion that training could be an additional function of the RSC while 38% had reservations about this.

(ii) Conclusions: Table 5.2

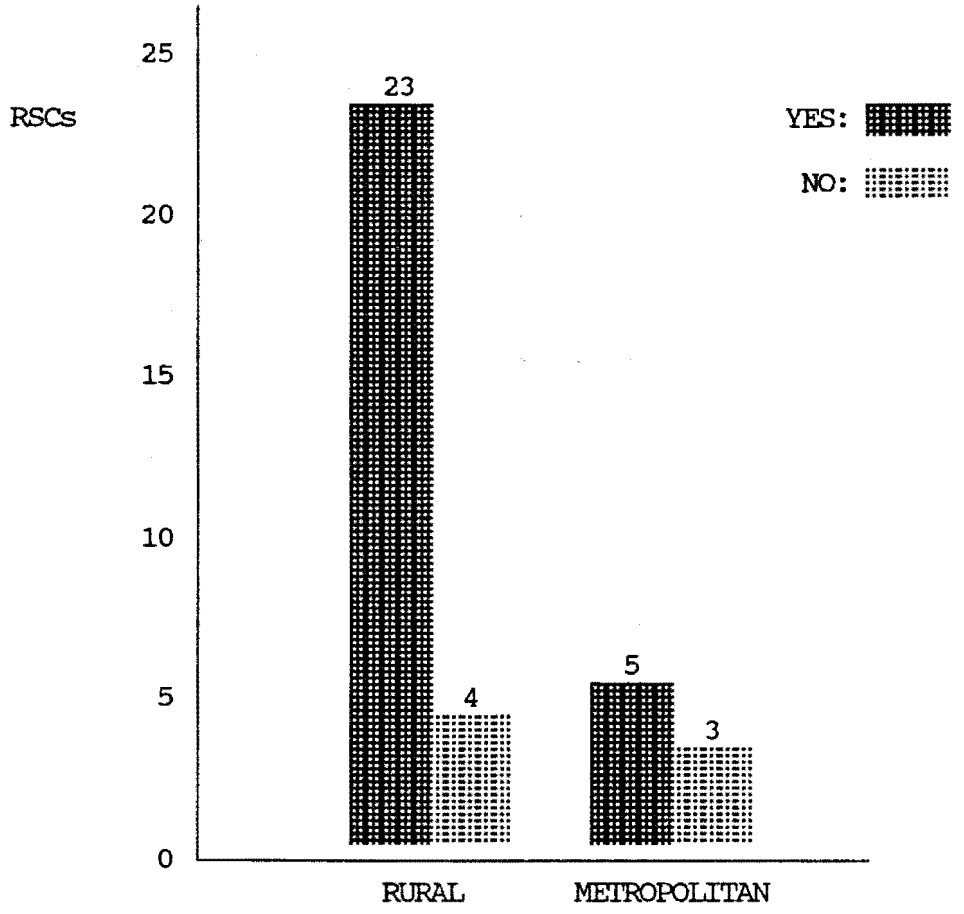
* Most RSCs based in both the rural and metropolitan areas considered training as a possible additional function.

* Only 62% of RSCs in the metropolitan areas considered it a possibility that training could be an additional function of a RSC.

* RSCs in the metropolitan areas are not as positive in their opinion as the RSCs in the rural areas.

Graph 5.2

A graphical presentation of
how metropolitan and rural RSCs view the co-ordination of
non-formal education, according to the RSC Act,
109 of 1985, as an additional function



Question 2: In the event of finances being of no consequence, and your staff complement is expanded, are you of the opinion that your RSC could cope with the co-ordination of training (NFE) within your region?

Table 5.3

How RSCs view training as a function given adequate finances and staff

Province	YES		NO		TOTAL	
	N	%	N	%	N	%
Transvaal (N=12)	11	91	1	9	12	34
OFS (N=4)	2	50	2	50	4	12
Cape Province (N=19)	15	78	4	22	19	54
Total (N=35)	28	80	7	20	35	100

(i) Findings: Table 5.3

* From Table 5.3, it would appear that 80% of the total respondents were of the opinion that with additional finances and staff members, they would be able to co-ordinate non-formal training.

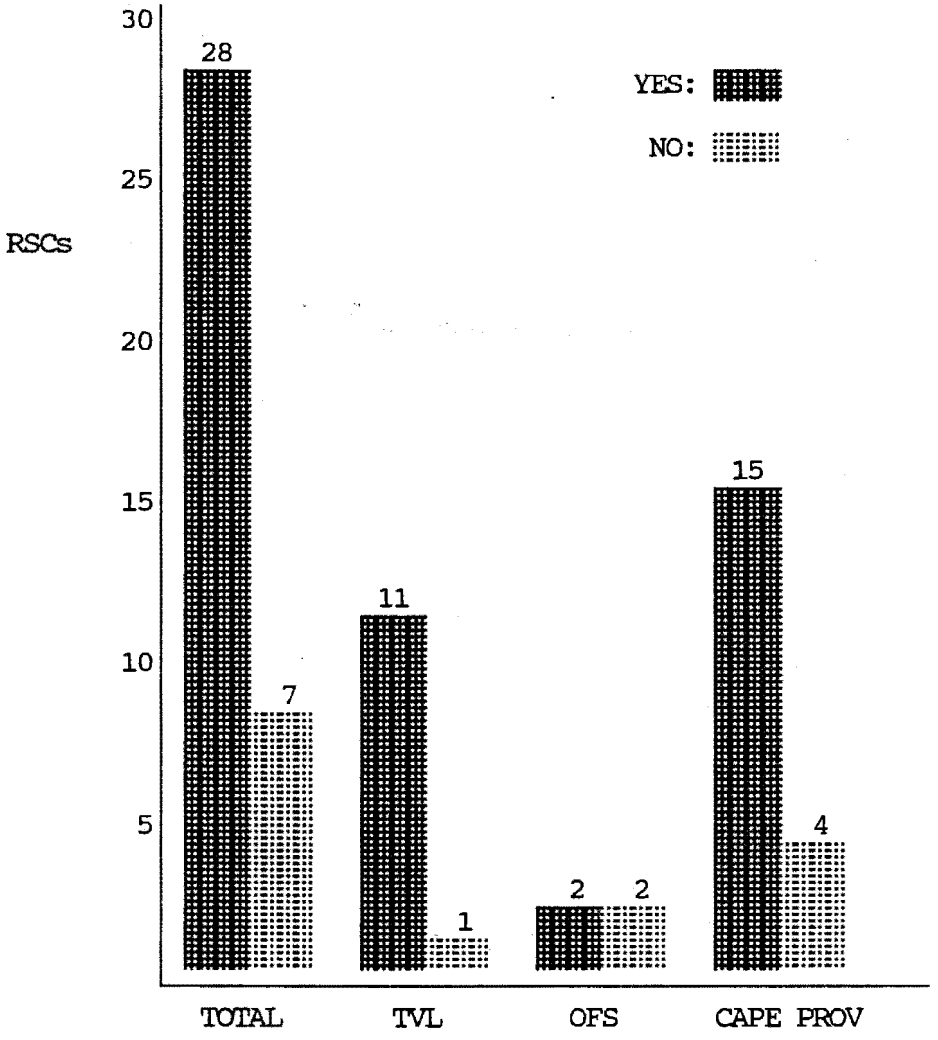
* RSCs in the Transvaal felt the most positive about this (91%), the Cape Province second (78%) and the OFS third (50%).

(ii) Conclusions: Table 5.3

* It would appear that RSCs are of the opinion that without taking finances into account and with additional staff members they could co-ordinate non-formal education within their regions.

Graph 5.3

A graphical presentation of
how RSCs view training as a function given adequate
finances and staff



Section B: FAVOURABILITY FOR THE CO-ORDINATION OF TRAINING THROUGH THE RSC: THE PRESENT

Question 3: Do you think that your RSC is capable of co-ordinating training (NFE) within your region at present?

Table 5.4

How RSCs view their present ability to co-ordinate training regionally

Province	YES		NO		TOTAL	
	N	%	N	%	N	%
Transvaal (N=12)	6	50	6	50	12	34
OFS (N=4)	2	50	2	50	4	12
Cape Province (N=19)	10	52	9	48	19	54
Total RSCs (N=35)	18	52%	17	48%	35	100%

(i) Findings: Table 5.4

* It would appear that 48% of the RSCs in all three provinces are of the opinion that their RSC was in a position to co-ordinate training (NFE) within the region at the present.

* The results show that in the Transvaal and the OFS, 50% gave a positive reply and 50% a negative reply. In the Cape Province, 52% indicated that their RSC would be able to co-ordinate non-formal training, while 48% responded negatively.

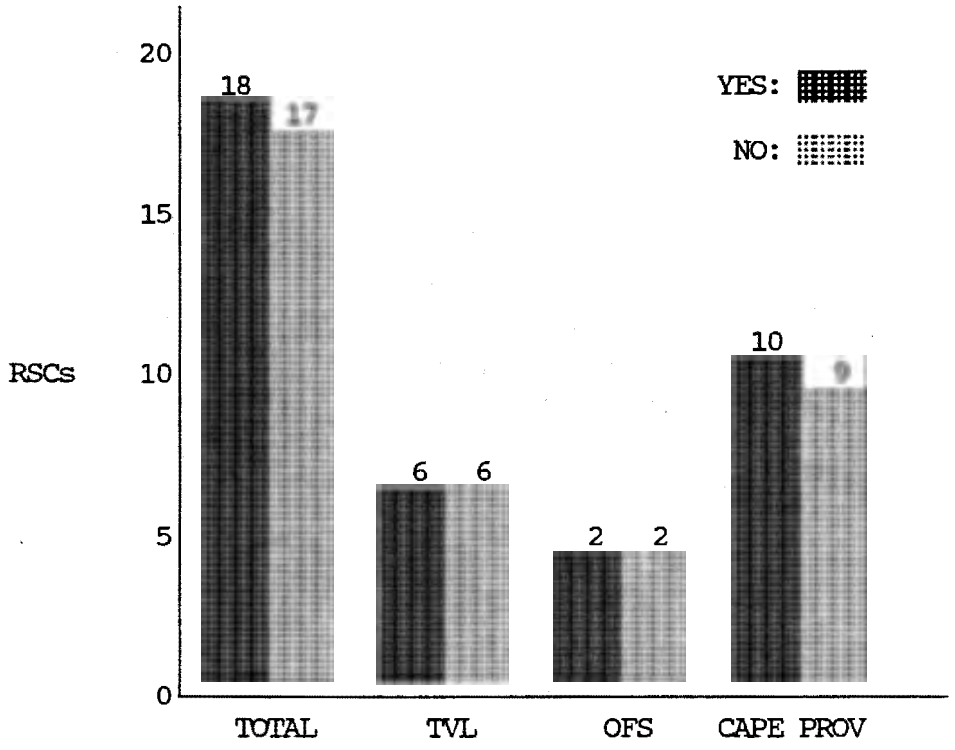
* In total, 52% gave a positive reply and 48% a negative reply.

(ii) Conclusions: Table 5.4

* The assumption may be made that RSCs are divided in their opinions.

Graph 5.4

A graphical presentation of
how RSCs view their present ability to co-ordinate
training regionally



A further analysis according to the metropolitan and rural areas follows.

Table 5.5

How metropolitan and rural RSCs view their present ability to co-ordinate training regionally

Areas	YES		NO		TOTAL	
	N	%	N	%	N	%
Rural Areas (N=27)	14	77	13	76	27	77
Metropolitan Areas (N=8)	4	23	4	24	8	23
TOTAL (N)	18	51%	17	49%	35	100%

(i) Findings: Table 5.5

* Among the eight metropolitan areas, there was a 50% division in opinion.

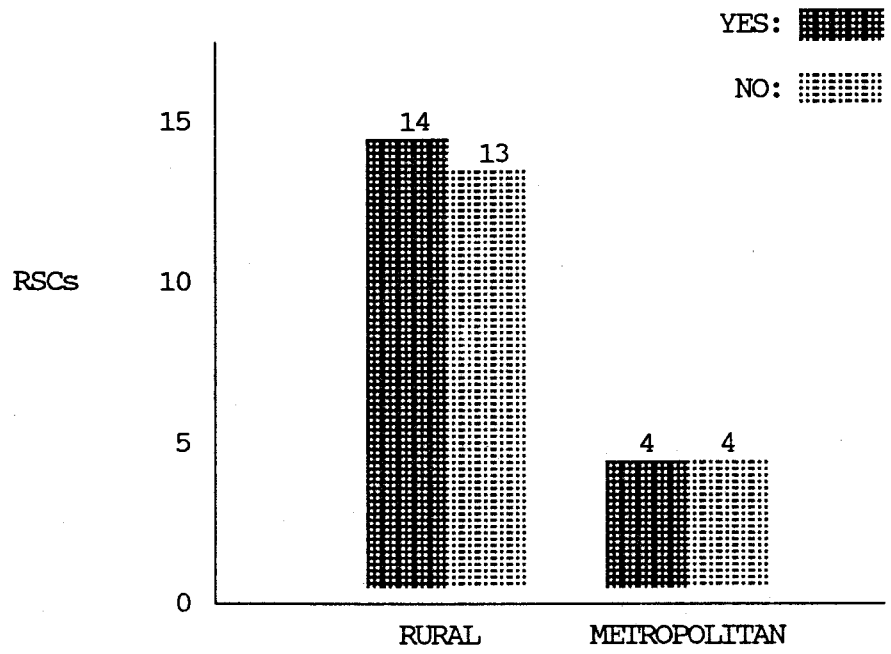
* 52% of rural RSCs gave a positive response and 48% were negative.

(ii) Conclusions: Table 5.5

* RSCs in both the rural and metropolitan areas are therefore of a similar opinion regarding training of a non-formal nature.

Graph 5.5

A graphical presentation of how RSCs view their present ability to co-ordinate training regionally



While the positive and negative responses have been noted, the specific reasons for the responses have also been analysed. In Table 5.6 we have a breakdown of the positive responses offered while Table 5.7 covers reasons for negative reponses.

Table 5.6

Positive reasons for the present ability to co-ordinate training regionally

Possible reasons for RSC being able to co-ordinate training at present - positive	TRANSVAAL (N=6)		OFS (N=2)		CAPE PROV (N=10)		TOTAL (N=18)	
	R	%	R	%	R	%	R	%
5.4.1 Centralised position	5	83	2	100	7	70	14	23
5.4.2 Accessiblity - others	6	100	-	-	10	100	16	27
5.4.3 Information	6	100	1	50	8	80	15	25
5.4.4 Functions; structure	5	83	1	50	9	90	15	25
5.4.5 Other*	-	-	-	-	-	-	-	-
TOTAL	22	37	4	7	34	56	60	100

* Other: Other points indicated by the respondents in favour of RSCs being allocated the function of co-ordinating training:

- RSCs are closer to grass root levels to fulfil such a function in comparison to other institutions and need the help of an "agent" to cope (one response).
- Much expertise with regard to co-ordinating and managing training already exists amongst personnel of some RSCs (one response).
- With the co-operation of local authorities within the RSCs regions, such a training facility will be easy to implement (one reponse).

(i) Findings on positive responses according to Provinces: Table 5.6

(a) Transvaal (N=6)

* In two of the possible reasons, namely (5.4.1) and (5.4.4), 83% (5) of the respondents felt that the centralised positioning of the RSC to exercise management and administration functions as well as its specific composition could be used as reasons for co-ordinating of non-formal training at present.

* The accessibility to other institutions (5.4.2) and accessibility to other information sources (5.4.3) was viewed as beneficial for the co-ordination of training in the region and resulted in 50% (6) of the respondents responding positively.

(b) Orange Free State (N=2)

* Of the four RSCs which took part in the survey, 50% (2) deemed the centralised position (5.4.1) of the RSC to be advantageous for co-ordinating training.

* Only 25% (1) of the respondents regarded the access to information (5.4.3) and the specific infrastructure (5.4.4) of the RSC to have a positive influence in co-ordinating training.

* None of the RSCs have access to other training institutions (5.4.2) to assist in the training.

(c) Cape Province (N=10)

* Only 36% (7) of the Cape Province respondents considered their positioning favourable (5.4.1) for co-ordinating training.

* 53% (10) of the respondents advised that their RSC had the co-operation of other training institutions (5.4.2) and 42% (8) had access to acquire training and other related information (5.4.3).

* 47% (9) of the respondents considered that their RSCs had infrastructures (5.4.4) that would be able to carry out the function of training.

(d) Other reasons noted by respondents
None.

(e) Discussion for postive reasons: Table 5.6

* A total of 60 responses were made giving an indication of the possible reasons why RSCs could be involved in the co-ordination of training.

* 16 responses were attributed to the possibility a RSC had to co-operate with other training institutions in the region (5.4.2).

* 15 RSCs have access to training and other related information sources (5.4.3).

* 14 responses were attributed to the centralised position (5.4.1) of the RSC in the region, while 15 respondents felt that their RSCs functioning, infrastructure and composition (5.4.4) would be able to carry out the co-ordination of training as an additional function in that region.

Table 5.7 reflects the results of the negative responses to Question 3.

Table 5.7

Negative reasons for present inability to co-ordinate training regionally

Possible reasons for RSC not being able to co-ordinate training at present	TRANSVAAL (N=6)		OFS (N=2)		CAPE PROV (N=9)		TOTAL (N=17)	
	R	%	R	%	R	%	R	%
5.5.1 Unfavourable position	-	-	1	50	2	40	3	14
5.5.2 Inaccessibility	-	-	1	50	-	-	1	4
5.5.3 Lack of information	-	-	1	50	2	40	3	14
5.5.4 Unfavourable structure	4	67	2	100	9	100	15	68
5.5.5 Other*	-	-	-	-	-	-	-	-
TOTAL	4	18%	5	23%	13	59%	22	100%

* Other reasons noted by respondents:
- The Department of Manpower is performing this function (two responses).
- RSC staff are unable to owing to a lack of expertise (one response).
- The Department of Manpower is laborious (one response).
- The personnel lack the expertise to co-ordinate training was mentioned by one respondent.

(ii) Findings of negative responses according to provinces: Table 5.7

(a) Transvaal (N=6)

* Of the 12 RSCs in Transvaal, 6 indicated NO to question 3 of the questionnaire, and 4 of the negative responses, or 33% of Transvaal respondents, indicated the unfavourable infra- structure (5.5.4) of the RSC as the reason for their decision. No other points were indicated.

(b) Orange Free State (N=2)

* 25% OFS respondents indicated that the unfavourable position (5.5.1) of their respective RSCs, the lack of co-operation with other institutions (5.5.2) and the inaccessibility to relevant training information (5.5.3) were the reasons why they were of the opinion that training could not be co-ordinated by the RSC.

* 50%, or 2 of the 4 respondents, indicated that the unfavourable functioning and infrastructure (5.5.4) of

the RSC would mean that the specific RSC would not be able to get involved in training.

(c) Cape Province (N=9)

* 9 RSC respondents from the Cape Province gave a negative reply to question 3 of the questionnaire; in other words, 47% of the Cape Province respondents were negative.

* Of the 9 respondents, 2 indicated the unfavourable position (5.5.1) of the RSC and inablility to gain relevant training information (5.5.3) as reasons for the RSCs not becoming involved in training.

* While the inaccessibility to relevant information (5.5.2) was not indicated by the respondents from the Cape Province, 9 respondents indicated the unfavourable infrastructure (5.5.4) as a reason for the RSC not being able to co-ordinate training.

(d) Discussion of negative reasons: Table 5.7

* 22 responses indicated the RSCs not being able to co-ordinate training in their regions.

* Three of the respondents quoted the unfavourable positioning of their RSCs.

* Only one respondent indicated that the inaccessibility to other training institutions was a reason for the RSC's inability to co-ordinate training in the region, while 3 respondents indicated that the inability to obtain training and related information was a problem.

* The unfavourable infrastructure and functioning of the RSC, that does not allow the added function of co-ordination attributed for 15 reponses in the survey.

* Other points which were indicated by the respondents - see Table 5.7

Summary covering Tables 5.4, 5.5, 5.6 and 5.7

* Although the initial outcome of Question 3 of the questionnaire resulted in an almost equal result, 52% being in favour and 48% against the possibility of RSCs being able to co-ordinate training, a total of 60 responses were made indicating a 73% weighting as to why training could be co-ordinated in a region, with 22 responses (27%) indicating why training could not be co-ordinated. Thus the majority of responses were positive.

* While only one RSC's infrastructure and composition was indicated as not suitable to cope with the training

function, 15 respondents (18%) indicated that their RSCs were already in a position to cope with the training function.

* RSCs in the Transvaal are far more in favour of the co-ordination of training than those in the OFS and the Cape Province.

Graph 5.6

A visual presentation of the results of Question 3

Possible reasons for YES(N=18)	Frequency of responses	N	%
5.4.1 Centralised position		14	17
5.4.2 Accessibility - others		16	20
5.4.3 Information		15	18
5.4.4 Functions, structure		15	18
Possible reasons for NO (N=17)	**Frequency of responses**	**N**	**%**
5.5.1 Unfavourable position		3	4
5.5.2 Inaccessibility		1	1
5.5.3 Lack of information		3	4
5.5.4 Unfavourable structure		15	18
Number Scale	0 | 10 | 20	82	100

Question 6: Do you think that the co-ordination of non-formal education within your region should be a function of a Regional Services Council?

Table 5.8

Provincial RSCs view on the necessity of training as an RSC function

Province	YES		NO		TOTAL
	N	%	N	%	N
Transvaal (N=12)	9	75	3	25	12
OFS (N=4)	2	50	2	50	4
Cape Province (N=19)	15	78	4	22	19
TOTAL	26	74%	9	26%	35

(i) Findings: Table 5.8

* Table 5.8 shows that 74% of the total RSCs responded positively while 26% of the responses were negative.

* From the given information, 9 respondents (75%) in the Transvaal were of the opinion that training should be regarded as a function of the RSC, while 3 of the 12 Transvaal participants, or 25%, said that training should not be a function of the RSC.

* In the OFS, exactly half the respondents indicated that the co-ordination of training should be part of the functions of the RSC, and the other half had reservations.

* 78% of the respondents from the Cape Province were in favour and 22% against the idea of the RSCs co-ordinating NFE.

Graph 5.7

A graphical presentation of provincial RSCs view on the necessity of training as an RSC function

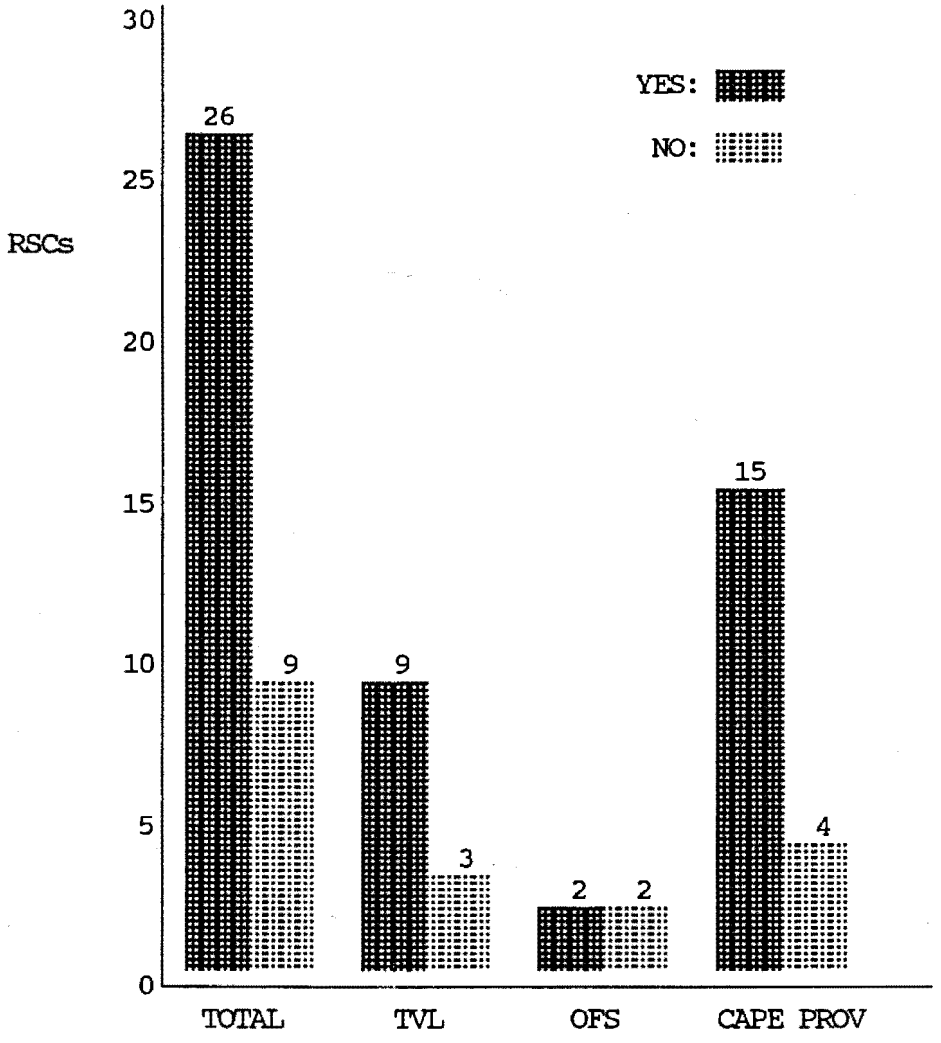


Table 5.9

Metropolitan and rural RSCs view on the necessity of training as an RSC function

Areas	YES		NO		TOTAL	
	N	%	N	%	N	%
Rural Areas (N=27)	20	74	7	26	27	77
Metropolitan Areas (N=8)	6	75	2	25	8	23
TOTAL (N=35)	26	74%	9	26%	35	100%

(i) Findings on positive and negative responses: Table 5.9

* RSCs based in rural areas responded with 74% in favour of the training function actually being allocated to RSCs, while 26% were against such an idea.

* Responses from RSCs based in the metropolitan areas had virtually an identical voting ratio of 75% in favour and 26% against the adoption by RSCs of the function of co-ordinating training (NFE) in the region.

* It can be concluded that more RSCs in rural areas countrywide are of the opinion that the co-ordination of non-formal education should be a function of the RSCs.

The following are possible reasons why respondents answered question 6 positively:

* It gives the RSC more say in matters which effect the daily activities and business of the RSC in the region (Involvement in region).

* The functions of the RSC must be expanded over the years (Expansion).

* The personal interest in training of employees of the RSCs will be stimulated (Stimulation).

* Although it will involve more work, greater work satisfaction will be achieved (Satisfaction).

* There are no other training institutions within the region which co-ordinate non-formal education (Competition).

Graph 5.8 shows a visual reflection of the findings of Table 5.9.

Graph 5.8

A graphical presentation of metropolitan and rural RSCs view on the necessity of training as an RSC function

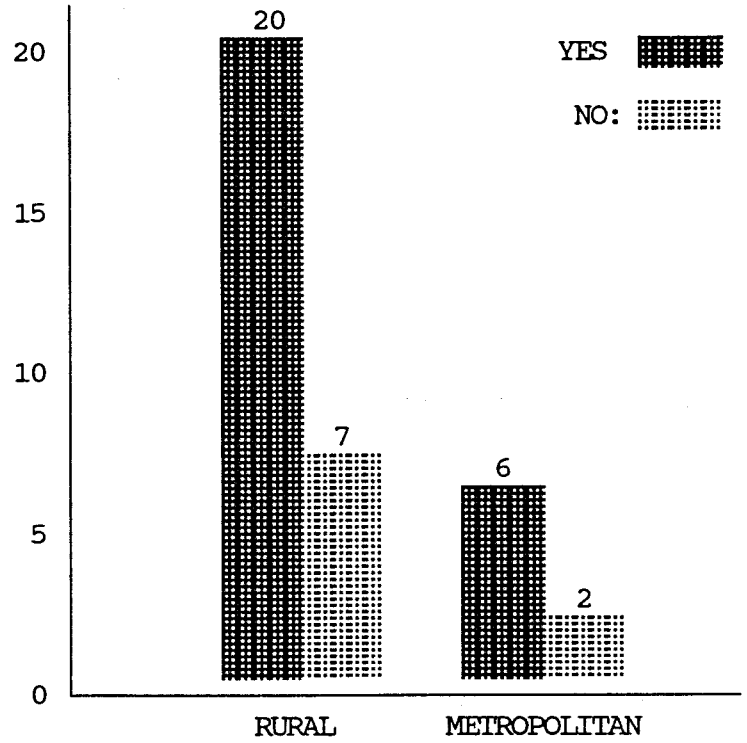


Table 5.10

Reasons for regarding training as an RSC function

Possible reasons why training should be co-ordinated by the RSC in the region	TRANSVAAL (N=9)		OFS (N=2)		CAPE PROV (N=15)		TOTAL* (N=26)	
	R	%	R	%	R	%	R	%
5.7.1 Involvement in region	6	67	2	100	15	100	23	29
5.7.2 Expansion of RSC	6	67	2	100	11	73	19	24
5.7.3 Employee interest	2	22	-	-	11	73	13	17
5.7.4 Work satisfaction	2	22	-	-	10	67	12	15
5.7.5 Other institutions	6	67	-	-	6	40	12	15
5.7.6 Other***	-	-	-	-	-	-	-	
TOTAL**	22	28%	4	5%	53	67%	79	100%

* TOTAL: This represents the total responses acquired for a specific reason while the percentage reflects the level of responses by the respondents.
** TOTAL: This reflects the regional involvement.

*** Other: Additional reasons disclosed by respondents include the following:
* Training infrastructure and manpower development can be co-ordinated better at a regional level (one response).
* It is of national interest(one response).
* Regional development is going to play a more important role in future (one response).

(i) Findings on positive reasons: Table 5.10

(a) Transvaal (N=9)

* 75% (9 of a total of 12) of the respondents in Transvaal gave a positive answer to question 6.

* 6 of the 9 respondents (67%) indicated that the regional involvement (5.7.1), and expansion of the functions of the RSC (5.7.2) and the fact that there were no other institutions (5.7.5) in the region involved with co-ordinating non-formal training were strong reasons for the training function to be allocated to RSCs.

* The personal interest of employees (5.7.3) and work satisfaction (5.7.4) were recorded as positive reasons by only 2 respondents (22%).

(b) Orange Free State (N=2)

* A total of 4 RSCs in the OFS were involved in the research. 50% (2 of 4) of these respondents were positive, the other 50% negative.

* Both of the respondents who gave positive reply, reflected the regional involvement of the RSC (5.7.1) and the expansion of the functions of the RSC (5.7.2) as reasons for their responses.

* No other reasons were marked.

(c) Cape Province (N=15)

* Of the total Cape Province respondents of 19, 79% (or 15 out of 19), gave YES replies to question 6.

* 100% of the 15 respondents indicated that the regional involvement of the RSC (5.7.1) is a reason for RSCs incorporating training on a regional level.

* 73% of the 15 respondents indicated points 5.7.2 (expansion of functions) and 5.7.3 (personal interest of employees) as good reasons.

* 67% of the 15 respondents reflected work satisfaction (5.7.4) of employees as important.

* However, only 6 respondents, or 40% of the 15 respondents, said that there were no other training institutions in their respective regions (5.7.5).

(d) Discussion of positive responses: Table 5.10

* The Cape Province had the largest number of RSCs involved in the research, and also had a higher percentage (67%) of positive responses. Of those who responded positively, 67% on the Cape Province gave reasons, which points to a greater level of involvement in the research than the 28% in the Transvaal and 5% in the Orange Free State who gave reasons for positive responses.

* It would appear, therefore, that the respondents in the Cape Province feel more strongly about the training function being adopted by the RSC in their region.

* Involvement in the region (5.7.1) was identified as the most important reason (29%) why RSCs should co-ordinate non-formal training. The expansion of the RSC (5.7.2) was second (24%) and (5.7.3) was third (17%) followed by (5.7.4) and (5.7.5) with 15%.

Reasons why respondents did not answer question 6 in the affirmative:

* The RSC would be overloaded with work falling outside its normal work responsibilities (Overloading).
* The functions of the RSC have been determined already and should not be expanded at all (Functions fixed).
* Employees of the RSCs show no personal interest in training (Employee disinterest).
* It would lead to extra work and hold no advantages for employees (Extra work).
* Other training institutions in the region are already involved in the co-ordination of training (Other institutions).

Table 5.11

Reasons for not regarding training as an RSC function

Possible reasons why training should not be co-ordinated by the RSC in the region	TRANSVAAL (N-3)		OFS (N=2		CAPE PROV (N=4)		TOTAL* (N=9)	
	R	%	R	%	R	%	R	%
5.8.1 Overloading	1	33	2	100	3	75	6	46
5.8.2 Functions fixed	-	-	-	-	2	50	2	15
5.8.3 Employee disinterest	-	-	-	-	-	-	-	-
5.8.4 Extra work	-	-	1	50	-	-	1	8
5.8.5 Other institutions	1	33	2	100	1	25	4	31
5.8.6 Other***	-	-	-	-	-	-	-	
TOTAL**	2	15%	5	39%	6	46%	13	100%

* TOTAL: This represents the total responses acquired for a specific reason while the percentage reflects the level of responses.

*** TOTAL: This reflects regional involvement.

*** Other: Additional reasons disclosed by respondents include the following:

- Private institutions should do their own co-ordinating (one response).
- It is the Department of Manpower's function (one response).
- Training is a very specialised field (one response).
- The Act governing Regional Service Councils would have to be amended (one response).

(i) Findings on negative reasons: Table 5.11

(a) Transvaal (N=3)

* Only 1 of the 3 respondents in this category reflected that the RSC would be overloaded with the extra responsibility (5.8.1).

* No other reasons were indicated.

(b) Orange Free State (N=2)

* Only reasons 5.8.1 (Overloading) and 5.8.5 (Other institutions) were indicated (once each).

* One RSC indicated that the implementation of the training function would create extra work (5.8.4).

(c) Cape Province (N=4)

* 3 of the Cape Province respondents, or 75%, indicated that RSCs would be overloaded with work (5.8.1).

* 50% of the Cape Province RSCs also noted that the functions of the RSCs have been determined already (5.8.2).

* One region already has other training institutions (5.8.5) fulfilling the function.

(d) Other reasons quoted by respondents

* Private institutions exist which already are involved with the co-ordination of non-formal education (1 raw point).

* The Department of Manpower is responsible for this function (1 raw point).

* The specialised training necessary for RSC employees was also mentioned by one respondent (1 raw point).

* The Act governing the Regional Service Councils was noted once (1 raw point).

(e) Summary of negative reasons: Table 5.11

* 26% Of the respondents taking part in the research indicated a negative reply. 9 respondents indicated only a total of 13 combined reasons out of a possible 45 raw points why training should not be co-ordinated by RSCs. Taking into account the further number of four reasons which respondents added to the given list, only a total of 38% of the respondents gave reasons for no answers.

A visual presentation of the positive and negative reasons is seen in Graph 5.9.

(i) Findings: Graph 5.9 Reasons for answering YES

* Involvement in the region (5.7.1) was indicated as the most important reason why RSCs could co-ordinate non-formal education. This constitutes 25% of the total reasons.

* Nineteen respondents (21%) of the total felt the fact that the RSC would have to expand its functions over the years was the second most important reason.

* Three of the reasons, employee interest, work satisfaction and other institutions generated almost the same

percentage of responses - 14%, 13% and 13% respectively.

* A frequency of 79, or 85%, of reasons for a positive response indicates greater motivation.

Graph 5.9

Reasons for regarding training as an RSC funtion

Possible reasons for YES (N=26)	Frequency of responses	N	%
5.7.1 Involvement in region		23	25
5.7.2 Expansion of RSC		19	21
5.7.3 Employee interest		13	14
5.7.4 Work satisfaction		12	13
5.7.5 Other institutions		12	13
Possible reasons for NO (N=9)	**Frequency of responses**	**N**	**%**
5.8.1 Overloading		6	7
5.8.2 Functions fixed		2	2
5.8.3 Employee disinterest	.	0	0
5.8.4 Extra work		1	1
5.8.5 Other institutions		4	4
Number Scale	0 | 10 | 20	92	100

(ii) Findings: Graph 5.9 Reasons for answering NO

* Overloading (5.8.1) was indicated as being the most important problem preventing the RSC from co-ordinating non-formal education.

* Other institutions (5.8.5) 4%, functions fixed (5.8.2) 2% and employee disinterest (5.8.3) 1% were offered as reasons.

* The frequency of negative responses was 15% in total which, in comparison with the positive responses of 85%, was very low.

(iii) Assumptions: Graph 5:9

* While the respondents who voted YES are not only more (85%) in number, they also appear to be more motivated to consider co-ordinating non-formal education.

Section C: CO-ORDINATION OF NON-FORMAL EDUCATION BY THE REGIONAL SERVICES COUNCIL WITH POSSIBLE ADJUSTMENTS

Question 9: Do you think that with the necessary adjustments, your Regional Services Council would be capable of co-ordinating training (NFE) within your region?

Table 5.12

How provincial RSCs view their ability to co-ordinate training regionally given the necessary adjustments

Province	YES		NO		TOTAL	
	N	%	N	%	N	%
Transvaal (N=12)	12	100	-	-	12	34
OFS (N=4)	3	75	1	25	4	12
Cape Province (N=19)	16	84	3	16	19	54
Total (N=35)	31	89%	4	11%	35	100%

(i) Findings: Table 5.12

* There is unanimous agreement in the Transvaal where 100% of the respondents agreed that with possible changes, the RSCs would be capable of co-ordinating training within the region.

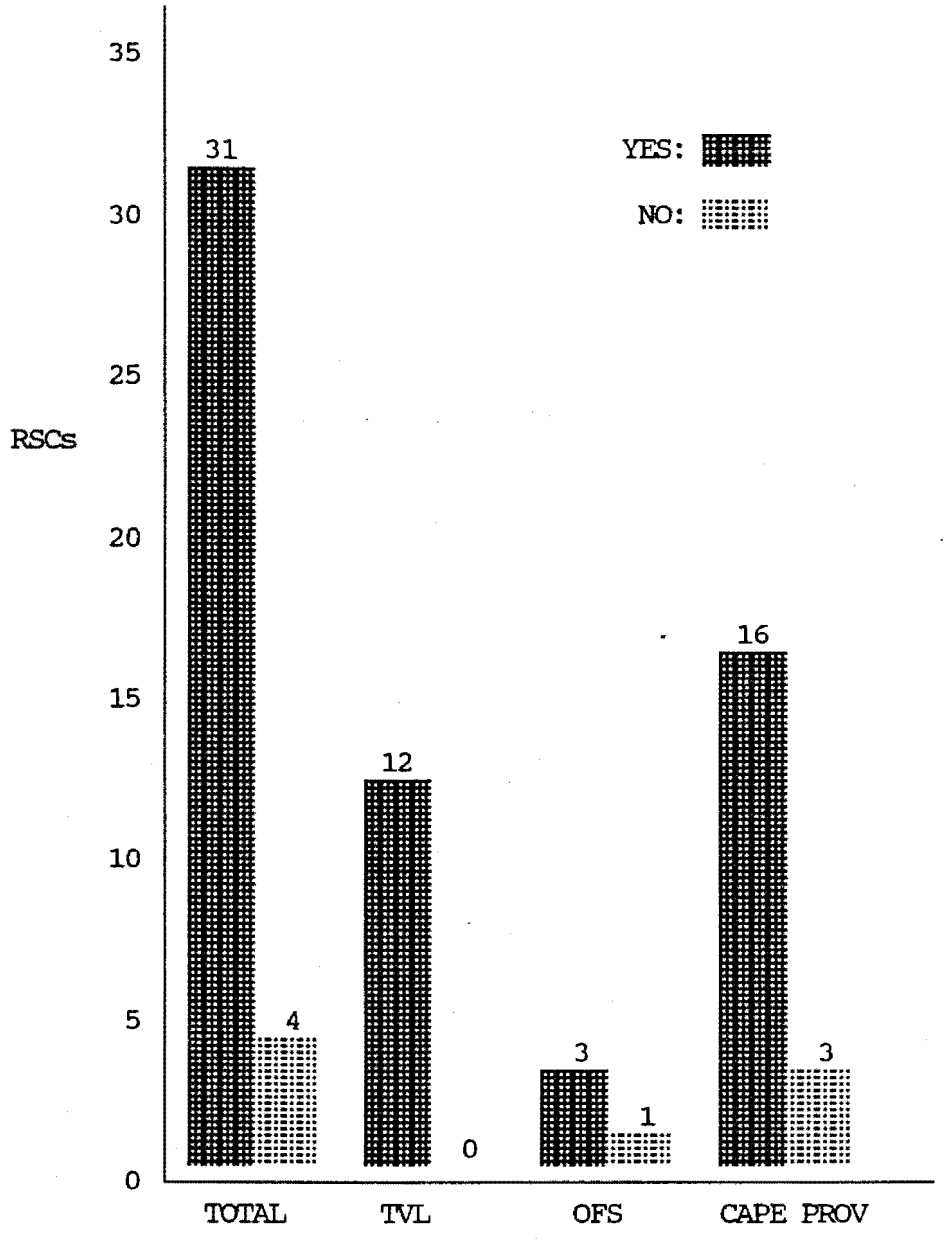
* In the Orange Free State, 75% of the respondents agreed that it would be possible, whereas only one respondent answered negatively.

* 84% of the respondents from the Cape Province were positive in their replies, and only 3 of the 19 respondents (16%) were negative.

* A total of 31 (or 89%) of the respondents taking part in the research were positive. This unanimous agreement is clear in Graph 5.10.

Graph 5.10

A graphical presentation of how RSCs view their ability to co-ordinate training given the necessary adjustments



A graphical representation of the results of the metropolitan and rural areas shows the differences in responses clearly.

Table 5.13

How metropolitan and rural RSCs view their ability to co-ordinate training regionally given the necessary adjustments

	YES		NO		TOTAL	
	N	%	N	%	N	%
Rural Areas (N=27)	24	89	3	11	27	77
Metropolitan (N=8)	7	87	1	13	8	23
TOTAL (N=35)	31	88%	4	12%	35	100%

(i) Findings: Table 5.13

* 89% of RSCs based in the rural areas agreed that with the necessary adjustments the RSCs would be able to fulfil the training function in question, while only 11% disagreed.

* The responses from RSCs based in the metropolitan areas were much the same, with 88% positive and 12% negative.

* It is clear that, whether the RSC is based in a rural or metropolitan area, there is a strong feeling that training could be co-ordinated on a regional basis.

Graph 5.11 reflects the number of rural and metropolitan RSCs which answered with a YES or NO opinion.

The reasons listed for a positive reply to question 9 are as follows:

* Co-operation with other training institutions can be accomplished (5.10.1) (Co-operation).

* The work territory of other Government institutions which may be infringed, could be re-allocated (5.10.2) (Government demarcation).

* The shortage of teaching knowledge/expertise experienced by employees of RSCs can be overcome by means of short courses (5.10.3) (Training courses).

* More personnel can be employed (5.10.4) (Additional personnel).

* Other financial sources can be acquired (5.10.5) (Other finances).

* Improved time management will make it possible to handle an additional work load (5.10.6) (Time management).

Graph 5.11

A graphical presentation of how metropolitan and rural RSCs view their ability to co-ordinate training regionally given the necessary adjustments

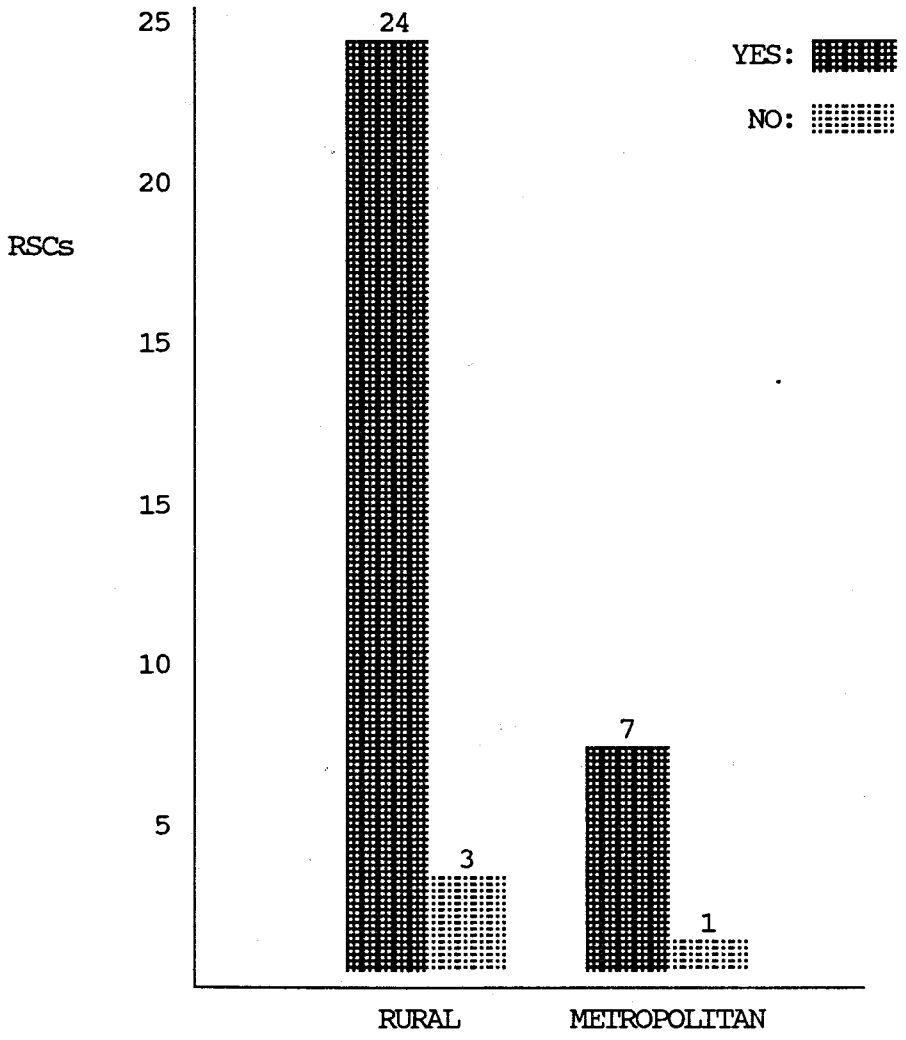


Table 5.14

Reasons for the ability to co-ordinate training regionally given the necessary adjustments

Possible reasons for an RSC being able to co-ordinate training with adjustments	TRANSVAAL (N=12)		OFS (N=3)		CAPE PROV (N=16)		TOTAL (N=31)	
	R	%	R	%	R	%	R	%
5.10.1 Co-operation	10	83	3	100	16	100	29	23
5.10.2 Government demarcation	11	92	3	100	12	75	26	20
5.10.3 Training experience	4	33	1	33	10	63	15	12
5.10.4 Additional personnel	11	92	1	33	11	67	23	18
5.10.5 Other finances	8	67	1	33	14	87	23	18
5.10.6 Time management	1	8	1	33	9	56	11	9
5.10.7 Other*	-	-	-	-	-	-	-	-
TOTAL	35	63%	10	55%	72	75%	127	100%

* Other: Should the Chief Executive Officer provide training himself, it would lead to postive benefits.

(i) Findings: Table 5.14

(a) Transvaal

* In the Transvaal, respondents considered the possibility of re-allocating Government demarcation (5.10.2) and the addition of staff (5.10.4) as good because 92% of the Transvaal respondents offered these reasons.

* 83% of the respondents indicated the co-operation with other institutions (5.10.1) as a reason for answering positively to question 9.

* While other sources of finances (5.10.5) was noted by 8 respondents (67%), better time management (5.10.6) was only noted by one respondent (8%).

(b) Orange Free State

* All three OFS respondents indicated that co-operation (5.10.1) and Government territory (5.10.2) were possible to change.

* All the other reasons were chosen once, which reflects a 33% response from the OFS.

(c) Cape Province

* 16 respondents from the Cape Province replied positively to question 9. All 16 marked co-operation with other training institutions as a reason (5.10.1), giving a 100% response to that reason.

* All the other reasons were marked, with the lowest number of respondents indicating time management (9 respondents).

(d) Other reasons noted by respondents

* One respondent pointed out another reason for a positive reply, being that of a Chief Executive Officer who is capable of providing training himself. This would be a great advantage.

(ii) Reasons listed for a negative reply: Table 5.14

Reasons for a negative response included:

* Co-operation with other training institutions is not possible (5.11.1) (No co-operation).

* Work areas of other State institutions will be trespassed upon (5.11.2) (Government demarcation).

* The lack of knowledge of employees cannot be overcome by means of short courses (5.11.3) (No training experience).

* More personnel cannot be employed (5.11.4) (No extra personnel).

* No further financial sources will be accessible (5.11.5) (No finances).

* It is not possible to utilise time better so improved time management is not possible (5.11.6) (Time management).

Table 5.15

Reasons for inability to co-ordinate training regionally given the necessary adjustments

Possible reasons for RSC not being able to co-ordinate training with adjustments	TRANSVAAL (N=0)		OFS (N=1)		CAPE PROV (N=3)		TOTAL (N=4)	
	R	%	R	%	R	%	R	%
5.11.1 No co-operation	-	-	1	100	-	-	1	9
5.11.2 Government demarcation	-	-	1	100	3	100	4	36
5.11.3 Training experience	-	-	1	100	2	67	3	28
5.11.4 No extra personnel	-	-	1	100	1	33	2	18
5.11.5 No finances	-	-	1	100	-		1	9
5.11.6 Time management	-	-	-	-	-		-	-
5.11.7 Other*	-	-	-	-	-		-	-
TOTAL	-	-	5	45	6	55	11	100

* Other: No other reasons were listed by the respondents.

(i) Findings: Table 5.15

* Transvaal respondents all marked question 9 positively; no negative reasons were noted.

* The one respondent in the OFS marked all the reasons, except for time management.

* 3 Cape Province respondents marked various reasons, Government demarcation being the only one indicated by all three.

(ii) Summary

* The reasons for the RSC being able to co-ordinate training received far more raw points than the negative reasons.

* While a total of 127 raw points were recorded in the positive responses, only 11 were negative.

(iii) Assumptions

* While the respondents in the Orange Free State are positive, the respondents in the Cape Province would appear to be very positive towards the possibilities that exist with regard to RSCs co-ordinating training.

* 100% of Transvaal RSCs responded positively to question 9.

Section D: LOCAL AUTHORITIES

Question 12: Are there any local authorities in your region which are presently involved in the provision of training for their employees or communities?

Table 5.16

Provincial RSCs view of the present involvement of local authorities in the provision of training

Province	YES		NO		TOTAL	
	N	%	N	%	N	%
Transvaal (N=12)	11	92	1	8	12	34
OFS (N=4)	4	100	-	-	4	11
Cape Province (N=19)	9	47	10	53	19	55
Total	24	80%	11	20%	35	100%

(i) Findings: Table 5.16

* A total of 24 raw points, or 80% of the responses, indicated that local authorities are involved in training of staff or the community while 20% indicated that they are not involved in training at all.

* The local authorities in the Transvaal are more involved in training than those in the Cape Province, while in the Orange Free State, 100% of RSCs reported that local authorities in their area are involved in training.

* However, only 47% of the RSCs in the Cape Province reported that local authorities in their region provide training while the others (53%) do not.

Question 13: In the event of answering question 12 in the positive, what type of training is provided?
* In-service training
* Literacy training
* Community development (e.g. civil defence, gardening)
* Other: Specify.

Table 5.17

Total training involvement for RSCs countrywide

Type of Training	TVL N=11		OFS N=4		CAPE PROV N=12		TOTAL	
	R	%	R	%	R	%	R	%
5.13.1 In-service training	11	91	4	100	12	63	27	56
5.13.2 Literacy training	2	18	1	25	1	5	4	8
5.13.3 Community development	6	54	3	75	8	42	17	36
5.13.4 Other*	-	-	-	-	-	-	-	-
TOTAL	19	40%	8	16%	21	43%	48	100%

* Other:

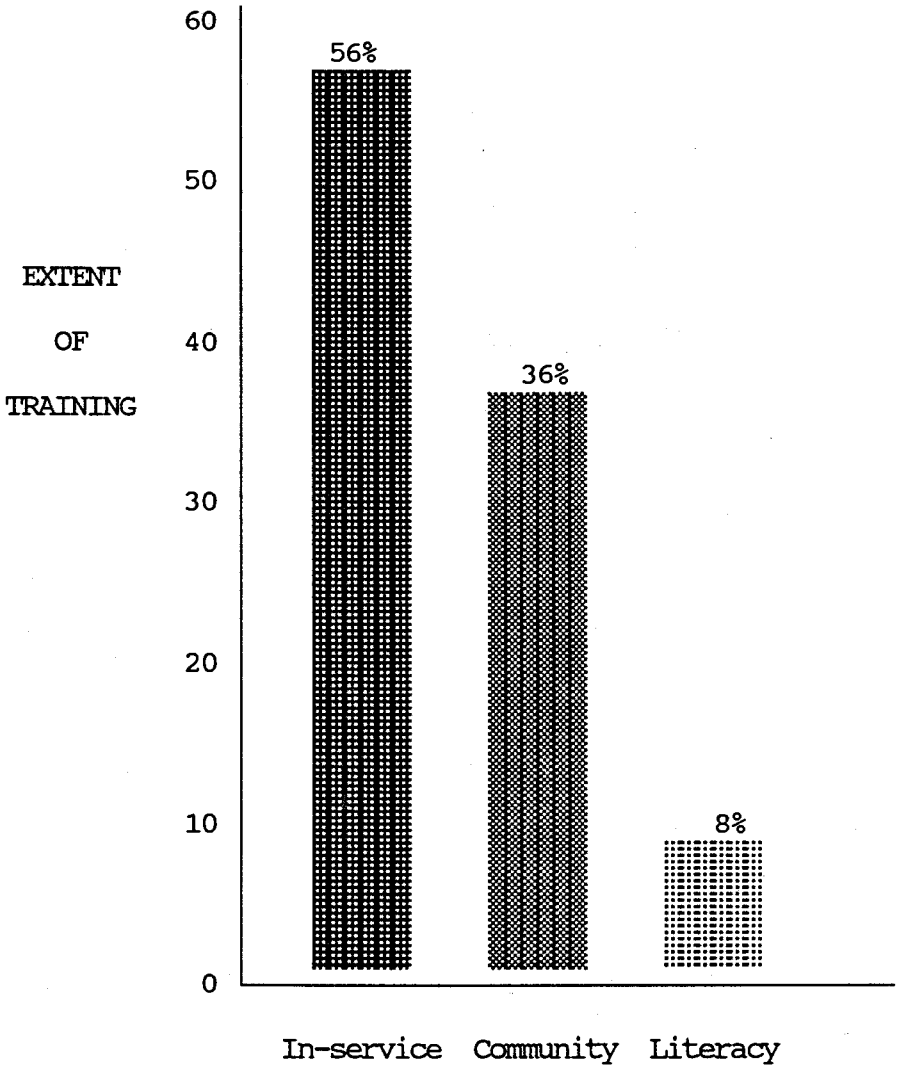
One RSC listed the following types of training that are provided:
* Council member courses
* Management of supervisors
* Occupational safety courses
* Orientation courses
* Protection services courses
* Driver's licence courses
* Occupational training courses
* Environmental health courses

(i) Findings: Table 5.17

* The largest amount of training - 56%- is concentrated in in-service training, while community development makes up 36% of training and literacy training 8%.

Graph 5.12

A graphical presentation of the total training involvement for RSCs countrywide



SECTION E: LIAISON WITH OTHER INSTITUTIONS

Question 14: Is there any kind of informal liaison between your RSC and any of the following institutions?

* Private Training Centres
* Group Training Centres
* Training Schemes
* Technical Colleges
* Technikons
* Universities
* Correspondence Colleges
* Commercial and Secreterial Colleges
* Church Organisations
* Theological Colleges
* Community and Welfare Organisations
* Others: (to be specified)

Table 5.18 reflects the outcome of Question 14.

(i) Findings: Table 5.18

* The Cape Province has the highest level of informal liaison at 46%, while the Transvaal has 25% and the OFS 64%.

* The highest level of involvement takes place in the community and welfare section, with 18 of the 35 RSCs reporting positive responses resulting in a percentage of 51%.

* The lowest level of involvement is found in the category Theological Colleges, with only one of 35 (2.8%) reponses being positive.

* The 102 positive responses received from a possible 294 results in a level of involvement of only 34.7%.

* However, there is a certain degree of informal liaison with all institutions.

Table 5.18

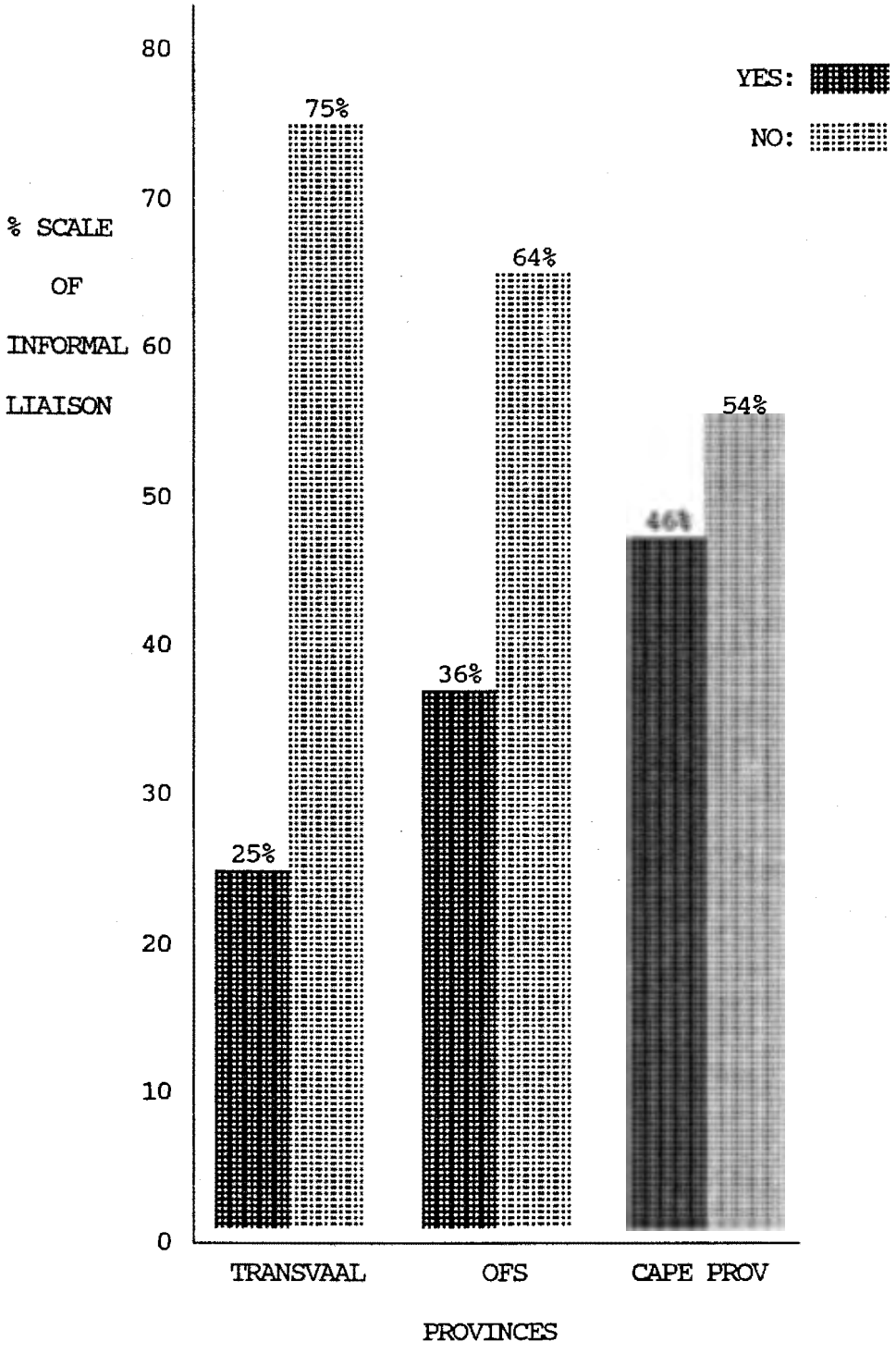
Provincial RSCs response to the existence of informal liaison between RSCs and other institutions

Provinces	TVL		OFS		CAPE PROV	
Institutions	Yes	No	Yes	No	Yes	No
5.14.1 Private Training Centres	4	8	1	3	6	13
5.14.2 Group Training Centres	4	8	-	4	7	12
5.14.3 Training Schemes	3	9	1	3	8	11
5.14.4 Technical Colleges	5	7	1	3	5	14
5.14.5 Technikons	4	8	11	2	4	15
5.14.6 Universities	3	9	2	2	4	15
5.14.7 Correspondence Colleges	3	9	-	4	-	19
5.14.8 Commercial & Secretarial	1	11	-	4	2	17
5.14.9 Church Organisations	-	12	1	3	3	16
5.14.10 Theological Colleges	1	11	-	4	-	19
5.14.11 Community & Welfare	5	7	2	2	11	8
5.14.12 Other*	-	-	-	-	-	-
TOTAL	33	99	19	34	50	59
% SCALE per Province	25%	75%	36%	64%	46%	54%

* Other institutions listed by respondents included: Rural Councils; Local Authorities and Regional Development Associations.

Graph 5.13

A graphic presentation of provincial RSCs response to the existence of informal liaison between RSCs and other institutions



Question 15: Does purposeful co-operation exist between your RSC and any of the institutions mentioned in question 15 with regard to the provision of non-formal education within your region?

The results obtained to the question of purposeful liaison with other institutions is seen in Table 5.19.

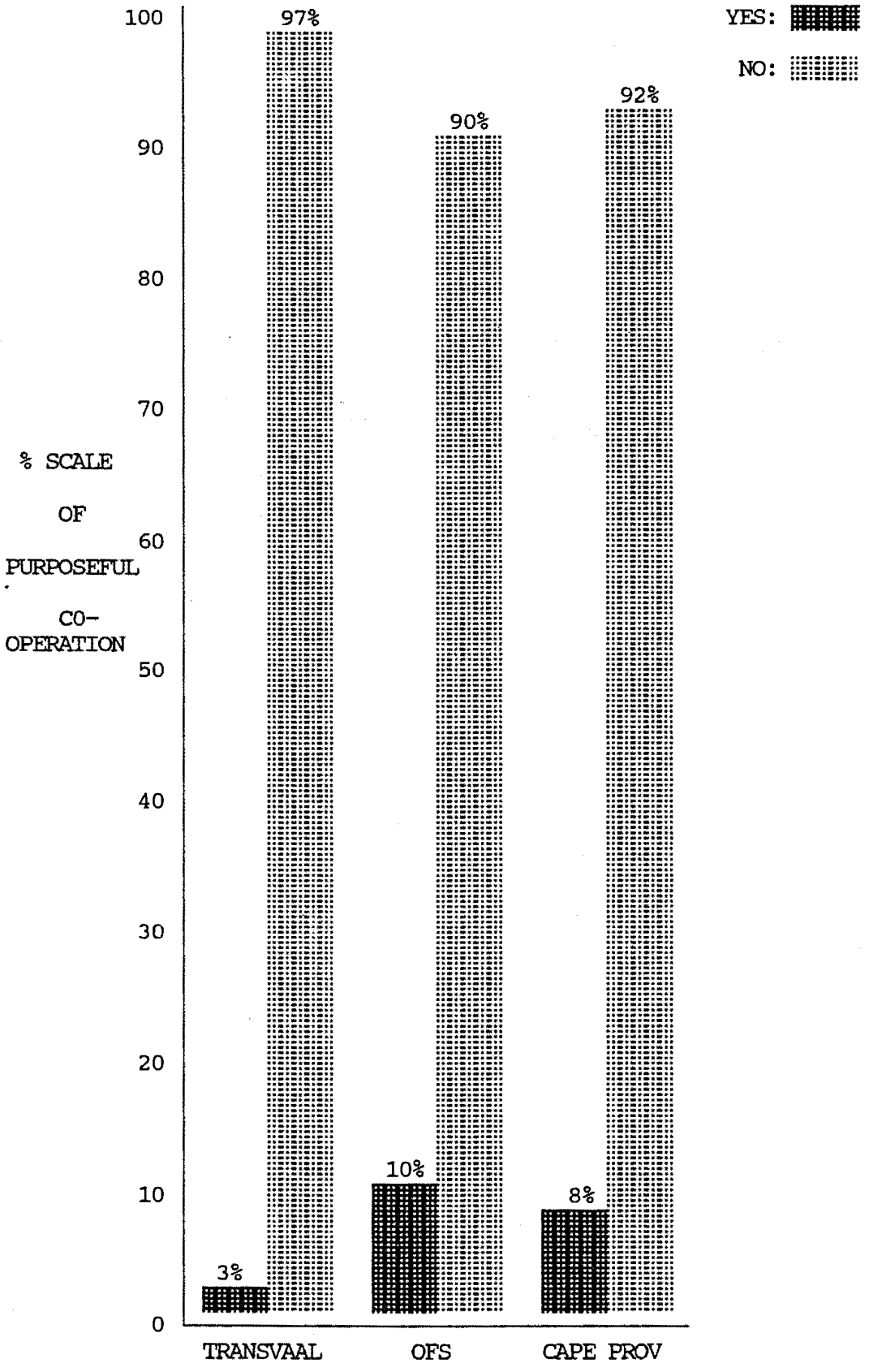
Table 5.19

RSCs response to the existence of purposeful co-operation between RSCs and other institutions with regard to the regional provision of the non-formal education

	TVL		OFS		CAPE PROV	
Institutions	Yes	No	Yes	No	Yes	No
5.14.1 Private Training Centres	1	11	-	4	3	16
5.14.2 Group Training Centres	2	10	1	3	6	13
5.14.3 Training Schemes	-	12	1	3	3	16
5.14.4 Technical Colleges	-	12	-	4	-	19
5.14.5 Technikons	-	12	-	4	1	18
5.14.6 Universities	-	12	1	3	1	18
5.14.7 Correspondence Colleges	-	12	-	4	-	19
5.14.8 Commercial & Secretarial	-	12	-	4	-	19
5.14.9 Church Organisations	-	12	-	4	-	19
5.14.10 Theological Colleges	-	12	1	3	-	19
5.14.11 Community & Welfare	1	11	-	-	3	16
5.14.12 Other*	-	-	-	-	-	-
TOTAL	4	128	4	36	17	192
% Scale per Province	3%	97%	10%	90%	8%	92%

* Other institutions included by respondents were Local Authorities.

Graph 5.14
A visual presentation of the findings in Table 5.19



(i) Findings: Table 5.19

* No purposeful co-operation exists between RSCs and the following six institutions, namely technical colleges, correspondence colleges, commercial and secretarial colleges, church organisations and theological colleges.

* The highest level of co-operation exists with Group Training Centres.

* There is a low level of co-operation in all three provinces, being 3% for the Transvaal, 8% for the Cape Province and the highest in the OFS at 10%.

To facilitate viewing of the results, the totals of Table 5.18 and Table 5.19 have been incorporated into Table 5.20.

Table 5.20

Combination of Tables 5.18 and 5.19

	Informal		Purposeful	
Institutions	Yes	No	Yes	No
5.14.1 Private Training Centres	11	24	4	31
5.14.2 Group Training Centres	11	24	9	26
5.14.3 Training Schemes	12	23	4	31
5.14.4 Technical Colleges	11	24	-	35
5.14.5 Technikons	10	25	1	34
5.14.6 Universities	9	26	2	33
5.14.7 Correspondence Colleges	3	32	-	35
5.14.8 Commercial & Secretarial	3	32	-	35
5.14.9 Church Organisations	4	31	-	35
5.14.10 Theological Colleges	1	34	-	34
5.14.11 Community & Welfare	18	17	4	27
5.14.12 Other*	-	-	-	-
TOTAL	93	292	24	356
% Scale	24%	76%	6%	94%

* Other institutions included by respondents were Local Authorities.

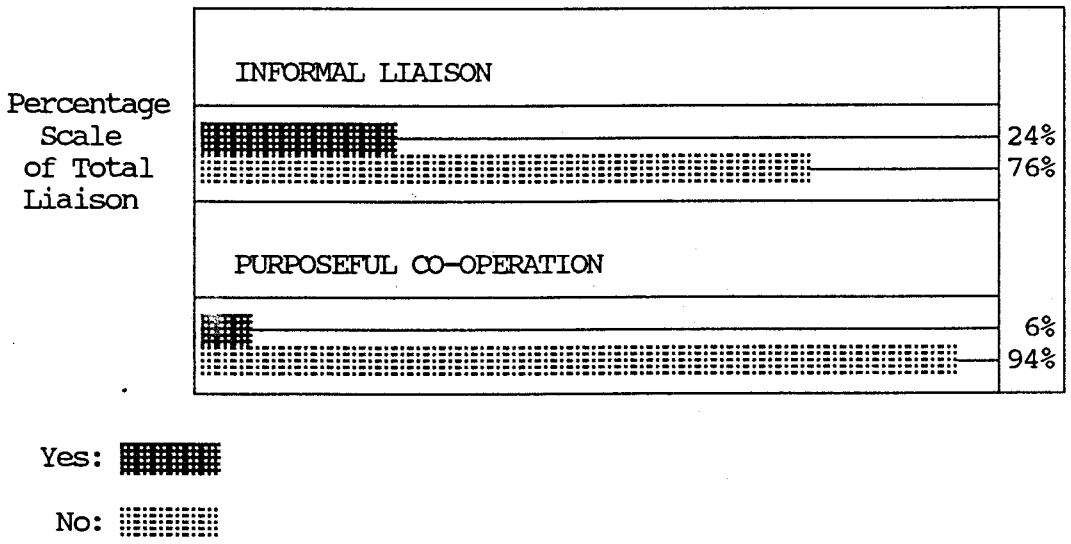
(i) Findings: Table 5.20

* Viewing the total spectrum of RSCs, there is approximately 6% purposeful co-operation.

Graph 5.15 shows the total informal and purposeful co-operation of RSCs within the institution.

Graph 5.15

A visual presentation of the total existing liaison and purposeful co-operation



Question 16

The last question was to establish whether the RSCs had computer facilities at their disposal or not. Of the 35 respondents, two did not have computer facilities. 94% of the RSCs already have computer facilities at their disposal.

5.9 GENERAL CONCLUSIONS

(1) OBJECTIVE 1: to determine whether the co-ordination and promotion of non-formal education can be viewed legally as an additional function of the Regional Services Council

With this objective in mind, an attempt has been made to determine whether provision could be made for an additional function such as training, in terms of the Regional Services Councils Act (no. 109 of

1985). Twenty-one important functions of local governments are identified in Annexure 2 of the law as being transferable from local governments to RSCs. The twenty-second function is described as "other regional functions". The researcher wished to establish whether the co-ordination of training could be classified as such a regional function or not.

QUESTION 1: Are you of the opinion that the co-ordination of non-formal education could be classified as an additional function of a RSC as described in the Regional Services Councils Act, 109 of 1985?

CONCLUSION 1

Table 5.1 shows that 77% of the total respondents were of the opinion that training could be regarded as an additional function of the RSC. Table 5.2 reveals that 85% of the RSCs situated in rural areas and 62% of those in the metropolitan areas considered it a possibility that training could be viewed as an additional function of the RSC.

(2) OBJECTIVE 2: to determine the present level of suitability for or readiness towards the handling of the co-ordination of non-formal education within the region of the RSC

Here an attempt was made to obtain a YES or NO answer. In the event of the answer being YES, reasons for a favourable answer, such as the centralised position of the RSC, the accessibility to work with other training institutions within the region, the accessibility of obtaining training and related information, and finally, the

particularly favourable functions, infrastructure and constitution of the RSC, were questioned. In the event of the answer being NO, the respondent was required to indicate a reason by choosing one of the following: the unfavourable position of the RSC to handle the management and adminstrative functions of its region; the inaccessiblity to other training institutions within the region; the inability to obtain training and related information; and the fact that the functions, infrastructure and constitution of the RSC are not favourable for handling NFE.

QUESTION 2: In the event of the finances being of no consequence, and your staff complement being expanded, are you of the opinion that your RSC could cope with the co-ordination of training within your region?

QUESTION 3: Do you think that your RSC is capable of co-ordinating non-formal education or training within your region at present?

CONCLUSION 2

According to the information supplied by Table 5.3, 80% of the RSCs indicated that, with additional finances as well as staff, they could cope with the co-ordination of non-formal education.

Table 5.4 shows that in total 52% of the RSCs gave a positive reply while 48% gave a negative reply. According to Table 5.5, RSCs in both rural and metropolitan areas are in a similar position with regard to the co-ordinating of non-formal education. Table 5:6 (Question 4) indicates that the positive responses were 73%

(frequency = 60) while the negative responses (Table 5.7: Question 5) were 27% (frequency = 22). Although the metropolitan and rural areas feel the same about the co-ordination of non-formal education at present (50/50), a much higher response was obtained from those who answered in the positive, and therefore a much stronger case could be made for those who answered positively.

(3) OBJECTIVE 3: to determine whether the co-ordination of non-formal education should, in fact, be a function of the RSC

A Yes/No answer was requested, with the reasons for answering Yes including the following:

* It gives the RSC more say in the events which affect its daily activities and business within the region.
* The functions of the RSC must be expanded over the years.
* The personal interest of employees is important in training matters.
* Although the work load would be increased, it would mean that there would be greater work satisfaction.
* There are no other training institutions within the region that co-ordinate non-formal education.

In the event of the answer being No the respondent could choose one or more of the following reasons for the negative answer:

* It would result in the RSC staff being overloaded.
* The function falls outside the normal practice of the RSC.
* The function of the RSC has already been determined and should not be expanded any further.

* The personnel of the RSC show no personal interest in the training at all.
* It would lead to more work and have no advantages.
* Other training institutions already co-ordinate non-formal education within the region.

QUESTION 6: Do you think the co-ordination of non-formal education within your region should be a function of a RSC?

CONCLUSION 3

Table 5.8 shows that 74% of the total RSCs gave a positive response, and are thus of the opinion that non-formal education should be a function of the RSC. 75% of the metropolitan area RSCs were in favour, and 74% of the rural area RSCs were in favour of non-formal education being a function of the RSC (Table 5.9).

Table 5.10 reflects a total of 79 responses to the positive reasons to Question 6. In this table, the 79 responses is equated to 100%. However, if every RSC had responded to each of the reasons, the total possible responses would have been 130. Only 79 responses were received, this being 61% of the 130 referred to. Table 5.11 shows that a total of 13 responses of a possible 45 responses in the negative were received, being 29% of the possible reasons supporting the negative views.

(4) OBJECTIVE 4: to determine whether, with the necessary changes, the RSC would be capable of promoting and co-ordinating non-formal education within their respective regions

Once again, the respondent could answer positively or negatively, and was required to indicate the reasons for the answer.

A Yes answer could have been a result of one or more of the following:

* Co-operation with other training institutions could be established.
* The work territory of other state institutions which may possibly be entered, may be redefined.
* The lack of teaching ability/expertise in staff of the RSC could be bridged by means of short courses.
* More personnel could be employed.
* Other financial sources could be obtained.
* Improved time management could result in an additional work load being handled successfully.

In the event of the answer being No, the following reasons could be indicated:

* Co-operation with other training institutions will be difficult to achieve.
* The work territory of other state institutions would be trespassed.
* The lack of teaching ability/expertise by staff of the RSC will not be resolved by means of further training courses.
* More personnel cannot be employed.
* No other financial sources could be obtained.
* There was no possibilty of improved time management.

QUESTION 9: Do you think that with the necessary adjustments, your RSC would be capable of co-ordinating training (NFE) within your region?

CONCLUSION 4

This question must be read in conjunction with Question 2. The total of 31 respondents (89%) were positive that, with the necessary adjustments, RSCs would be capable of co-ordinating training (Table 5.12). Table 5.13 shows that 89% of the RSCs based in rural areas and 87% based in metropolitan areas would be able to fulfil the co-ordination function with the necessary adjustments. Table 5.14 indicates that the positive responses totalled 92% (127 Raw Points) while the negative responses totalled 8% (11 Raw Points), thus indicating exceptionally positively that RSCs feel that, with the necessary changes, they would be able to co-ordinate non-formal education.

(5) OBJECTIVE 5: to determine to what extent local authorities within the respective areas, were involved in the provision of training for their own personnel or communities

Respondents were required to indicate the type of training available from the following:

* in-service training
* literacy training
* community development e.g. civil protection; gardening
* any other suggested training.

QUESTIONS 12 AND 13: Are there any local authorities in your region which are positively involved in the provision of training for their employees or communities? What type of training is provided?

CONCLUSION 5

Table 5.16 shows that 80% of the RSCs reported that local authorities are involved in training. 92% of the RSCs in the Transvaal advised that local authorities in that region are involved in training while all the RSCs in the OFS and 47% in the Cape Province advised that local authorities are involved in training in their respective areas. The largest sector of training is in-service training which constitutes 56% of the training, while 36% of the training is aimed at community development and the balance of 8% at literacy training.

(6) OBJECTIVE 6: to determine whether any form of informal liaison existed between the RSC and other institutions

The respondent was requested to indicate which of the following institutions were involved:

* private training centres
* group training centres
* training schemes
* technical colleges
* technikons
* universities
* correspondence colleges
* commercial and secretarial colleges
* church organisations
* theological colleges
* community and welfare organisations

QUESTION 14: Is there any kind of informal liaison between your RSC and any other institution in your region?

CONCLUSION 6

Table 5.18 indicates that the highest level of informal involvement takes place in the community and welfare section (5:14:11) being 51% while the least involvement is with Theological Colleges (3%).

(7) OBJECTIVE 7: to determine whether any purposeful co-operation existed between the RSCs and other institutions

The respondent was requested to indicate which institutions were involved, the list being the same as for the previous question.

QUESTION 15: Does purposeful co-operation exist between your RSC and any other institutions?

CONCLUSION 7

Table 5.20 gives a breakdown of this involvement. Only 6% of all RSCs are involved in purposeful co-operation. The highest level of co-operation is found with Group Training Centres, where a total of 9 RSCs indicated purposeful co-operation.

(8) OBJECTIVE 8: to determine whether RSCs had computer facilities at their disposal

CONCLUSION 8

94% of the RSCs have computer facilities at their disposal.

5.10 SUMMARY

The results of the empirical research are reported in chapter 5. A high level of response to the questionnaires materialised as a result of the exceptional co-operation of the respondents and therefore the assimilation of questionnaires can be described as successful. The findings and conclusions will be used as base points when the guidelines on the role and function of Regional Services Councils in non-formal education are compiled.

The aim to find out what the opinion of the Regional Services Councils is with regard to the co-ordination of non-formal education was set out in paragraph 5.2. From the answers to Question 1 of the questionnaire, derived from Objective 1, it is clear that a positive response rules, with 77% of the respondents answering in the positive, of which 85% represented Regional Services Councils based in rural areas and 62% in the metropolitan areas. Responses to Question 6 (Do you think that co-ordination of non-formal education within your region should be a function of the Regional Services Councils?) resulted in a positive response from 74% of the respondents.

From these figures, it may be said that the co-ordination of non-formal education within a specific region as a function of the respective Regional Services Council for that region may be regarded as a viable proposition.

However, while the practical execution of such a step is hindered by the fact that Regional Services Councils do not at present liaise with other institutions (51% of the Regional Services Councils liaise

on an informal basis and 6% on a purposeful basis), it would appear that, with reasonable adaptions, Regional Services Councils would be able to be involved in the co-ordination of non-formal education as 89% of the Regional Services Councils stated that, with nominal changes, they would be able to cope with the co-ordination function (Tables 5.12 and 5.14).

The justification for the proposals is presented in chapter 6.

---ooOoo---

CHAPTER 6

PROPOSED STRATEGY FOR THE CO-ORDINATION OF NON-FORMAL EDUCATION AT REGIONAL LEVELS

6.1 INTRODUCTION

The problem stated in paragraph 1.2 of chapter 1 refers to the necessity of co-ordinating non-formal education activities at regional and local levels. The proposed system, which entails the utilisation, development and maintenance of an administration and management structure which can co-ordinate non-formal education at regional and local levels, is based upon the fact that regional development must be viewed from both a holistic and an integrated approach.

This chapter will attempt to draw the threads of discussion together by proposing a system of non-formal education which can be co-ordinated at regional and local levels utilising Regional Services Councils. Firstly, non-formal education will be placed in the broad context of development. This will be followed by a brief historic and contemporary overview of the co-ordination of non-formal education activities taking place at national level. Regional development in relation to non-formal education provision will then be focused on. Thereafter the strategy for the co-ordination of non-formal education at regional level will be proposed, including a closer study of specific co-ordinating actions to be followed by Regional Services Councils.

6.2 DEVELOPMENT APPROACHES AND NON-FORMAL EDUCATION

Various development approaches have been identified by specialists and researchers over the years, placing the reader in a labyrinth of confusion (Fagerlind and Saha 1983: 4). In researching this subject, the researcher is able to list the following variety of approaches:

* growth approach
* employment approach
* income distribution and poverty-orientated approach
* basic needs approach
* classical approach
* broad-based development approach
* classic cyclical approach
* enlightment optimism approach
* evolutionary approach
* structural functionalism approach
* modernisation theory approach
* human capital theory approach
* dependency theory approach
* liberation theory approach
* humanist approach

(Coetzee and Ligthelm 1989a: 350; Dejene 1980: 11; Dewar 1986: 17; Fagerlind and Saha 1983: 92-117; Gerber and Alberts 1984: 89; Gilbert and Gugler 1982: 192; La Belle 1976: 35)

It should also be mentioned that the approaches followed by the respective specialists influenced their ultimate understanding of the term "development" as it is used in a variety of contexts, often clouded with political and ideological overtones. There are many words with similar meaning to that of development, for example, social change, growth, evolution, progress, advancement and modernisation.

For some, real development implies an attempt to control the future, where values, goals and standards such as mental development, man's understanding of his environment and neighbourly love are involved. The role of education in such a development process is not just seen as contributing to development in material terms through enabling

people to do things more effectively, but also as having specific implications for people's attitudes, their motivations and their world-view (Simkins 1976: 65). This thought is also highlighted by the President's Council in their report of the committee for economic affairs on a strategy and action plan to improve productivity in the RSA (1989: 254). The Council sees development as a process in which productivity, education and training are closely interlinked in order to achieve higher productivity levels, which in turn will bring about development (*Beeld* 15 April 1992: 15; Hanisch; 1979: 140; Hardin 1973: 164).

Fagerlind and Saha (1983: 27) conclude that development can be defined as an "upward movement of the whole entire social system" while Kotze (1984: 17) identifies three approaches to development which he classifies as "empirical", "operational" and "moral". Empirical development refers to the results of development which can be measured, such as the results of economic growth, education, health, and other social indicators. Operational development is seen as futuristic where a future vision of proper industrialisation, social and political structures is expected. Moral development is based on idealistic and utopian development approaches. Kotze (1984: 17) goes further to formulate his own concept of development which he defines as "structural development". He describes it as an integrated change of societal institutions such as political, social, economic and cultural, which may be executed through conscious human action. Hence, a broader concept of development is taken into account by Kotze, who not only includes aspects which refer to economic upliftment of a country, but also those of human upliftment (Regional

Development and Regional Development Advisory Committees 1991, vol.1: 2).

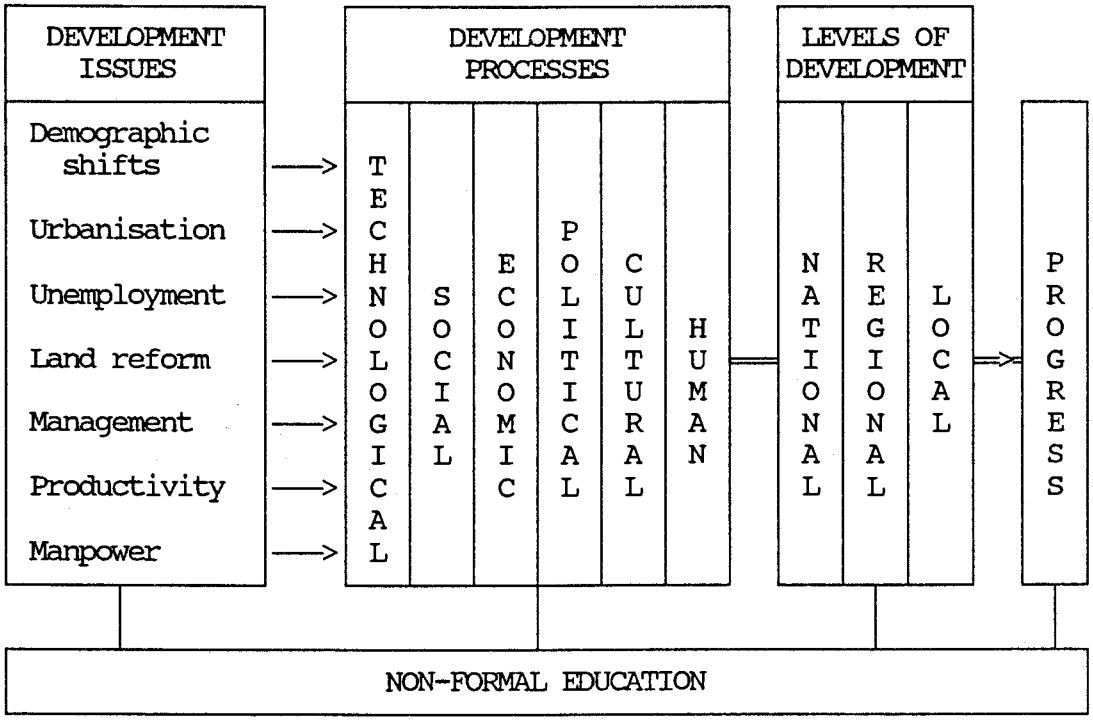
Coetzee and Ligthelm (1983b: 358), Dejene (1980: 14), Kok (1983: 58), Schoeman (1989: 5), and Suchard (1982: 113) are also in favour of such a multidisciplinary approach as upheld by Kotze for development that directs and organises all aspects of human, economic and physical development. For development and non-formal education to be put into perspective, non-formal education should be placed in the context of the development process, taking all the elements of a coherent multisectoral policy into account (Bock 1983: 177; Brand 1983: 39; Development Bank of Southern Africa 1991: 1).

At this stage, it is important to analyse the role of the provision of education in general and non-formal education in particular, as non-formal education starts fulfilling a crucial role in the development process. The relationship between education and social upliftment, for instance, is seen in the fact that improved literacy and skills will bring about a change in each individual which, once again, will enhance greater productivity and work efficiency (Fagerlind and Saha 1983: 47). Further, through the improved labour force, the capacity of the total society to produce more wealth is also enhanced (Thomas 1990: 9; Van Zyl 1990: 33; Havenga 1990: 36; Demaine 1981: 100-101, Zymelman 1971: 108). The interrelationship that exists between non-formal education and the development process, where all the development issues are taken into account, is illustrated in Diagram 6.1.

Taking the views of various experts into account, an integrated

Diagram 6.1

An Integrated Development Approach with non-formal education as basis



Source: Taken and adjusted from Thomas (1990: 4-5); Kotze (1984: 17); Page (1981: 75-76)

development approach shows specific development issues such as demographic shifts, urbanisation, unemployment, land reform, management, productivity and manpower, which are integrated with various development processes in various sectors of life such as technology, social, economic, political, cultural and human (Urban Foundation: undated[a]: 63). The development issues and processes manifest themselves in various levels of development where progress is taking place. The diagram illustrates that non-formal education forms a continuous basis of the development process as well as being closely integrated into the development process.

Reverting to paragraphs 2.5.1.3 and 2.5.1.4, in chapter 2 dealing with the unique situation that prevails in South Africa of a developed economy on the one side and a developing economy on the other, it may be said that education in general and non-formal education specifically, may form the basis for such an integrated development approach for the developing economy.

From the references it would appear that the development process must first be seen as a multidisciplinary process where the total community is involved in trying to uplift their entire social system. Secondly, the development process also includes economic and non-economic dimensions, emphasising the growth of the individual person, which includes aspects such as the provision of basic life-sustaining goods, the raising of living standards, the expansion of economic and social choice, freedom of expression and impression, the right to give and receive ideas and stimuli (Moll 1986: 5). Finally, the development process must be viewed from a holistic point of view, taking into account all structures and policy spheres, which are manifested on national, regional and local levels (Cloete 1989: 101; Conyers 1990: 15; Johnson 1984: 135; Urban Foundation: undated[b]: 36).

6.3 PLANNING AND CO-ORDINATION OF NON-FORMAL EDUCATION AT NATIONAL LEVEL

To find a logical and sensible connection for the development of a system for non-formal education at regional and local levels, it is important to refer to actions which have recently taken place at national level. Since 1984, a big contribution has been made as a

result of the report compiled by the Science Committee in the President's Council Report 1984 on Informal and Non-formal Education in South Africa (1984: 149). Three proposals were made by this committee, namely:

(1) to identify national learning needs and to suggest how these could be met in each of the major regions of the country
(2) to collect information about large-scale non-formal educational activities in both the government and the private sector
(3) to identify regions in which an intermediate level of planning could facilitate co-ordination of provision of non-formal education at local level.

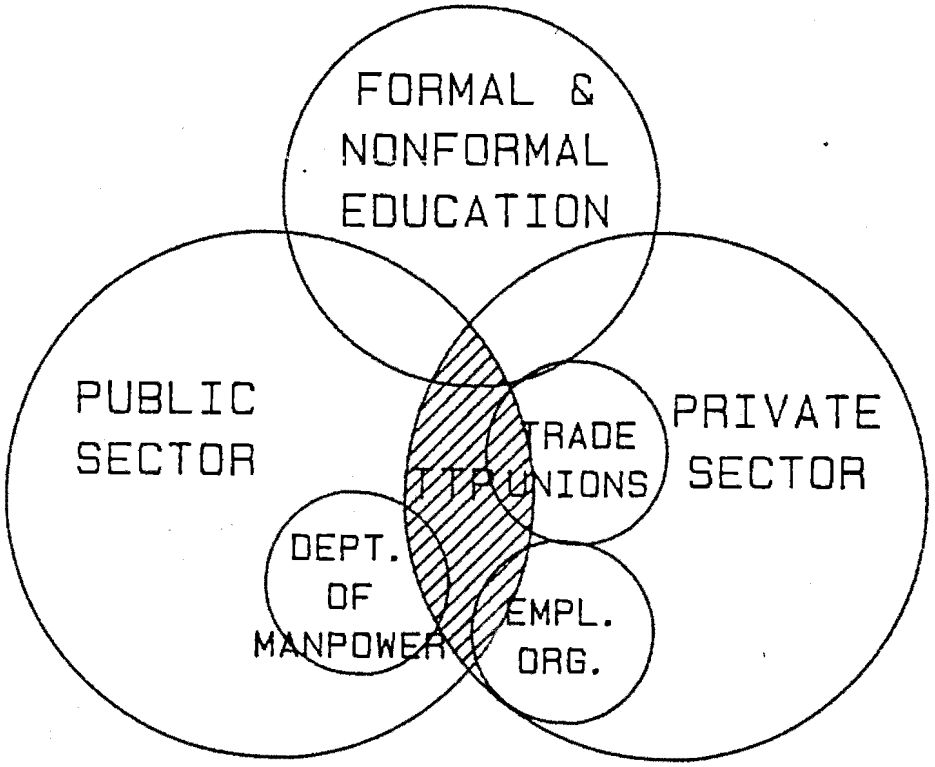
Since these proposals were made, considerable progress has been made by private researchers such as Croeser (1990: 109), who proposed that a management control structure in the form of an advisory council or a statutory body should be established at a national level. Further progress was made through the National Training Board, which is actively involved in the establishment of an infrastructure and management structure to promote non-formal activites at national level.

The first step towards tackling the problem at national level was taken in 1985 with an investigation focusing on the training of artisans. Its recommendations were mainly to streamline artisan training and improve the co-ordination of such training (Human Sciences Research Council: 1-4). Further acknowledgement of non-formal education at national level is found in the Education Renewal Strategy Discussion Document issued by the Department of National Education in 1991, concerning the link between formal and non-formal education and carrying recommendations for the

certification of non-formal education. The most recent information available is found in the NTB/HSRC investigation into a national training strategy for the RSA. The two diagrams contained in this report show the various elements of the training partnership (Diagram 6.2) and the contribution of various institutions to training for the training partnerships (Diagram 6.3) at national level.

Diagram 6.2

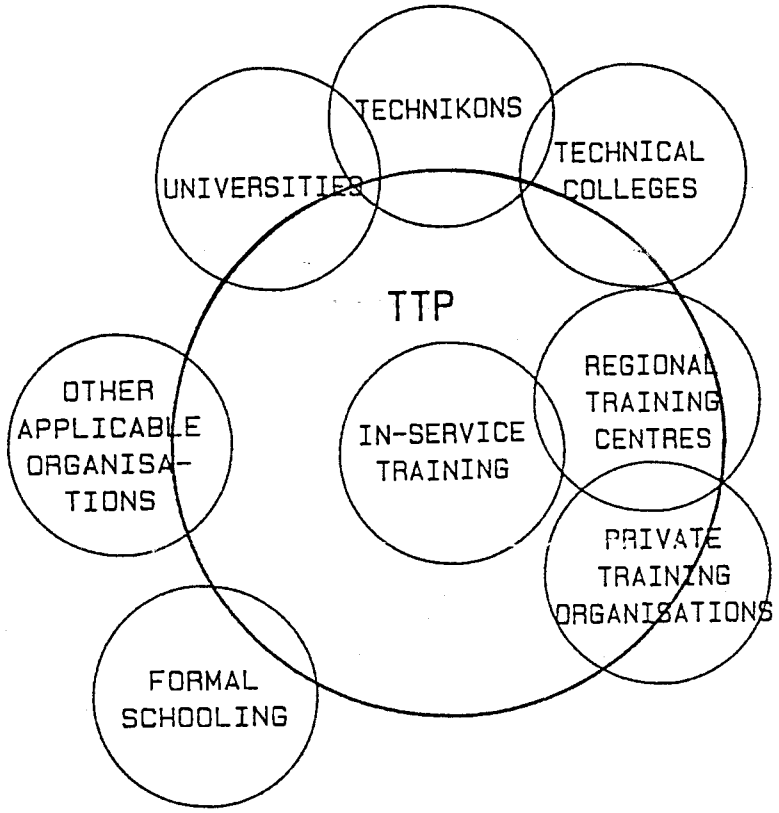
Various elements of the training partnership



Source: NTB/HSRC Investigation into a National Training Strategy for the RSA: Executive Summary (1991: 10)

Diagram 6.3

The contribution of various institutions to training for the training partnership

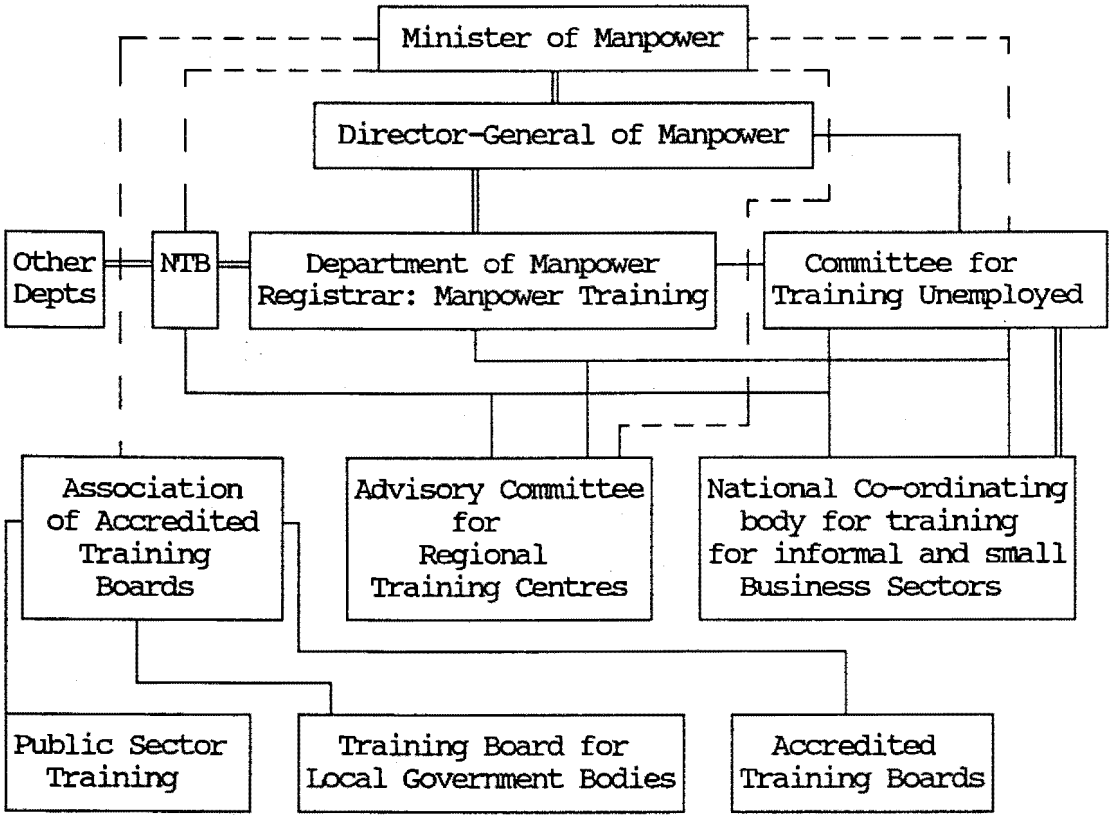


Source: NTB/HSRC Investigation into a National Training Strategy for the RSA: Executive Summary (1991: 10)

The organisational structure of the major bodies involved in management of the national training strategy is shown in Diagram 6.4. These structures indicate the importance of and the necessity for planning and co-ordination of non-formal education at national level (President's Council Report on Informal and Non-formal Education 1984: 151). In conjuntion with the national actions and in order to develop a comprehensive strategy for educational development, it is

Diagram 6.4

Major bodies' involved in management of the national training strategy



Source: The NTB/HSRC Investigation into a National Training Strategy for the RSA: Executive Summary (1991: 28)

necessary to view the latest development in this area. In "Towards a Comprehensive Strategy for Educational Development", Orbach (1990: 53) describes a strategy for educational development as "...a plan aimed at achieving a series of successive alignment between the needs of society and the output of the education and training systems, between the output of these systems and the resources allocated to them, as well as the direction and manner in which these resources are deployed".

The framework for a comprehensive review is presented in Diagram 6.5 and is based on a systems approach in which the national (macro-level), regional (meso-level) and local levels (micro-level) are seen as a system in which the importing, output and processing are all considered. The education system is fed by society which is made up of people who have different roles to fulfil. Roles can be economic, social, political or cultural in nature and form the labour pool of society which requires different types of knowledge and skills (Fagerlind & Saha 1983: 47). The labour pool is made up of four major groups: unskilled, semiskilled, skilled and highly skilled. Both the mix and level of knowledge and skill are needed for the requirements of society. The output of the education and training systems is the input into the labour pool. People who exit the education system join the labour pool directly or first go into the training system only to join the labour pool thereafter. The education system is made up of a few exit points, being Standards 5, 8 and 10. People in the education system have a certain profile of knowledge, skills and values. Thus educated people are outputs. The inputs include resources such as

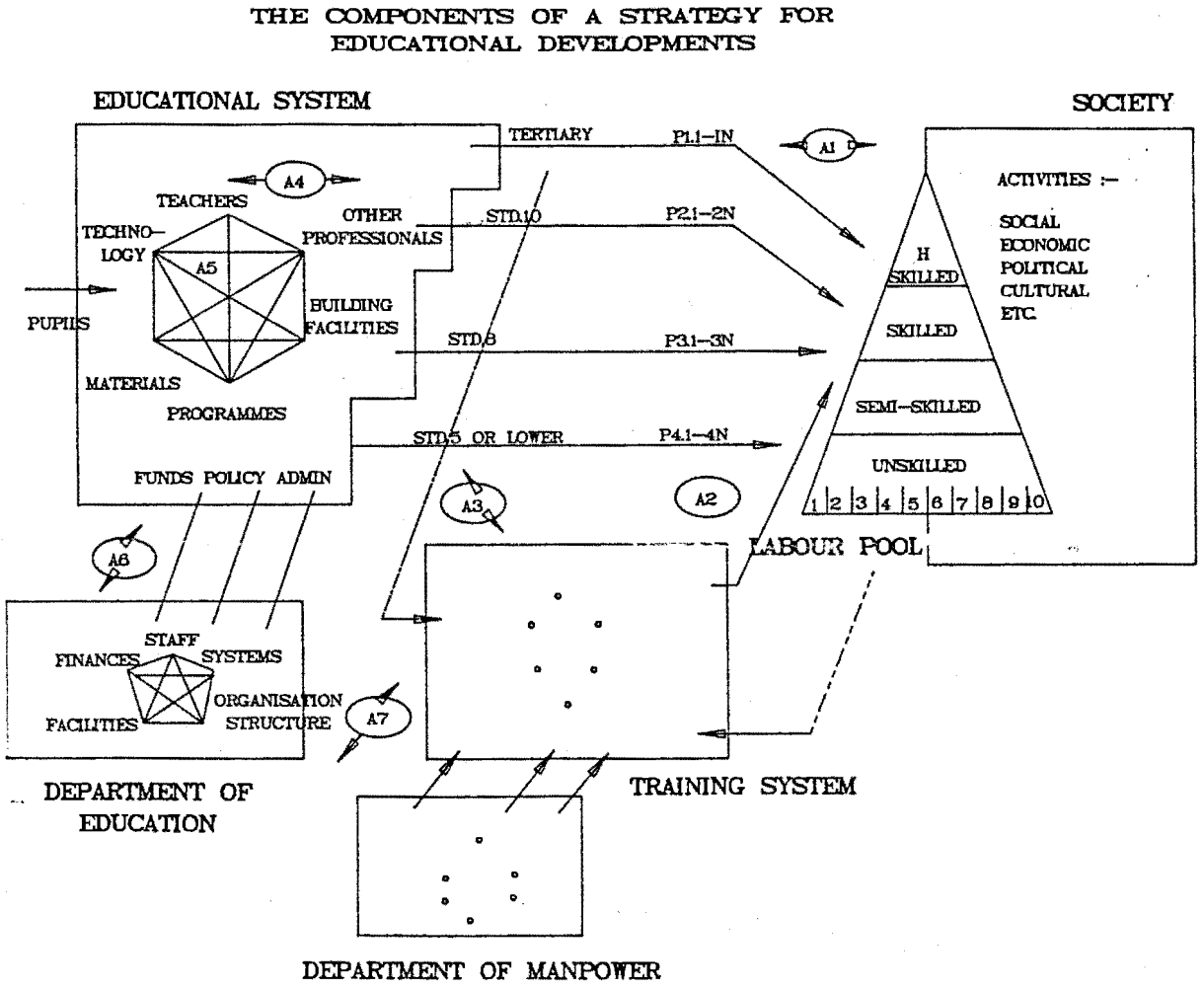
teachers, schools, buildings and facilities and are closely interlinked. The training system consists of all organisations which conduct training operations in a given geographical region. The strategy for educational development consists of several substrategies, such as: the provision and maintenance of school buildings and facilities; curriculum renewal; administrative and instructional activities, and the promotion of managerial and administrative skills (Rautenbach 1981: 17; Van Wyk 1983: 50-51).

As set out above, the operations of the National Training Board specified in various reports, as well as the efforts of certain individuals, reflect a relatively strong movement towards the development of an infrastructure on a national level for the provision of non-formal education (Van der Merwe 1988: 9). However, it is also clear that there are very few guidelines on the organisational structures, especially with regard to the co-ordination of non-formal educational activities on regional and local levels.

As far as this study is concerned, it is important to link the activities taking place at national (macro-level) and local (micro-level) level co-ordinated on the regional level (meso-level) from the above model (Archer 1985: 323). A system where actions take place on a national level needs to be activated on a regional and local level as the effectiveness of the one influences the other. The major shortcomings and needs which exist today are found at the regional and local levels. Regional development and the implications of the provision of non-formal education follow.

Diagram 6.5

A comprehensive strategy for
educational development: E. Orbach



Source: Orbach (1990: 49)

6.4 REGIONAL DEVELOPMENT: THE EDUCATIONAL MANAGEMENT IMPLICATIONS FOR NON-FORMAL EDUCATION

Rogerson (1988: 228) notes that an enormous amount of writings and research has emanated from sociologists, planners, geographers, economists, political scientists and educators with regard to regional development. Simon (1990: 5) describes "scientific" regional planning as industry-led development and mentions the "top-down" and "bottom-up" development strategies. Regional Development, according to Schoeman (1989: 5), is a multidisciplinary process that directs and organises all aspects of human, economic and physical development of certain geographical areas (Organisation for Economic Co-operation and Development 1979: 1; Board for the Decentralisation of Industry 1985: 1). The South African Government's strategy (Fourie 1984: 16) for the improvement of regional development is noted for the following premises:

* the maintenance of a system of industrial freedom
* the provision of necessary infrastructures
* the creation of a climate within which private initiative may be established
* development planning free from State or administrative interference
* the advantages of a well-developed infrastructure spread to the slower developing regions
* a balance between the social, economic and physical development
* planning not "for" regions, but "with" regions.

Schoeman (1989: 5) identifies two basic principles which form the basis for a new approach to regional development in South Africa:

(1) South Africa is too large and too heterogeneous to be regarded as a unit for effective planning;

(2) the development of South Africa cannot be seen in isolation from

independent (TBVC countries) and self-governing states (De Clerq 1984: 32).

Accordingly, South Africa requires demarcation of development regions which should liaise with other regions on a close basis. Du Pisanie (1980: 3) is of the opinion that regions may be differentiated through homogene, nodal and planning regions.

A further noteworthy opinion is that of the Chairman of the Council for Regional Industrial Development, J.J. de Bruin (Sake Rapport 1 September 1991a: 2), who says that a new approach to regional development should be based on performance within communities. The main objective of this Community Development Strategy is to engage various government and non-government organisations in development programmes on a regional basis (Bowles 1969: 35; Gizard & Bernard 1984: 8). In conjunction with these principles for regional development, namely multidisciplinary, multisectoral, economic and non-economic and a holistic point of view, taking all policy spheres which apply on national, regional and local levels into account, it is necessary to discuss regional development in the context of Regional Services Councils and non-formal education (Lee 1983b: 42; Cornell 1983: 5; Solomon 1983: 201; Steinberg 1982: 124; Stone 1982: 5).

The South African development environment involves two general infrastructures, namely the physical and the social. The physical infrastructure is influenced mainly by factors such as the distribution of harbours and oil pipelines, population densities and distances between metropolitan areas, urban structures, road and rail

networks, airports and airfields, electricity supply and telecommunications. The social infrastructure, on the other hand, is influenced by structures and services such as housing, education, health and welfare, as well as cultural aspects (Regional Development and Regional Development Advisory Committees 1991: 37).

As the availability of these structures is of substantial importance to the quality of life of the population, they form an important part of the foundations for development. Accordingly, these infrastructures could be seen as forming the basis from which the development actions take place within a region.

6.4.1 An integrated management and administration structure for non-formal education at regional level

Non-formal education is provided by a variety of institutions in different fields - health, agriculture, industry, parastatal, state and non-government. If each is allowed to continue individually, actions are not clearly focused, with the result that more resources are spent to achieve less (Bhola 1983: 52; Fourie 1978: 20). In order to succeed, these structures must be well managed and administered and thus depend heavily on policies to guide development actions. For this purpose, the Regional Development Advisory Committee has identified eighteen policy spheres:

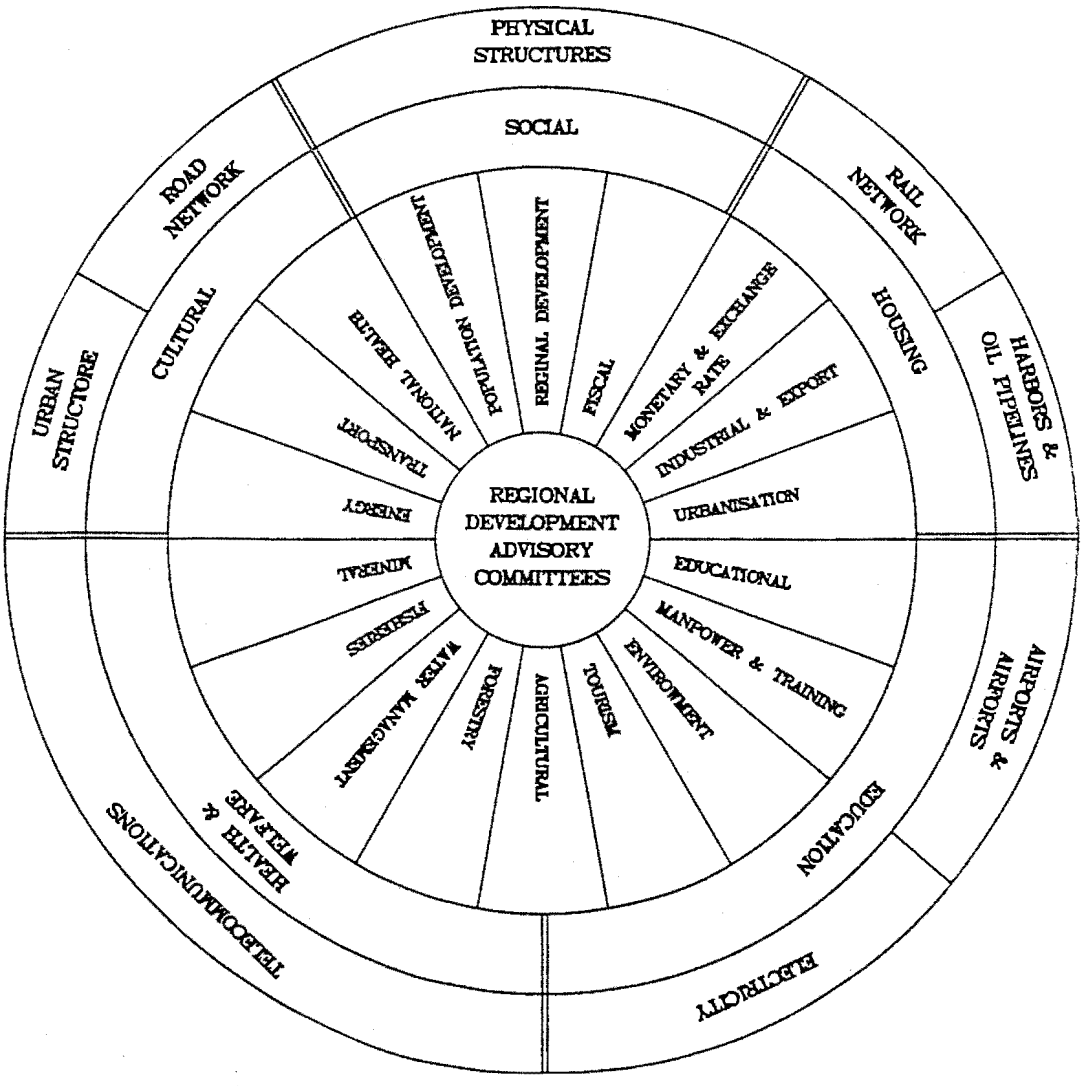
(1) fiscal policy
(2) monetary and exchange rate policy
(3) industrial and export policy
(4) urbanisation policy
(5) educational policy
(6) manpower and training policy
(7) environmental policy
(8) tourism policy
(9) agricultural policy
(10) forestry policy
(11) water management policy

(12) fisheries policy
(13) mineral policy
(14) energy policy
(15) transport policy
(16) national health policy
(17) population development programme
(18) regional development policy

These approaches and policy spheres are schematically presented in Diagram 6.6.

Diagram 6.6

Existing integrated economic regional development approach



The National Regional Development Programme of South Africa (NRDP), can be used to justify and motivate the utilisation of Regional Services Councils as co-ordinating bodies for the provision of non-formal education in South Africa.

By viewing the establishment, objectives, role and functions as well as the organisational structure of Regional Services Councils seen in Chapter 4, it is clear that the operations of the aforementioned structures and policy spheres overlap. Many motivational aspects for the co-ordination of non-formal education on a regional basis being co-ordinated by Regional Services Councils flow from the fact that the operations of the structures overlap. A indication of the extent of the overlapping is seen in Table 6.1.

Although the above development approaches are based on the economic activities of a specific region, the policy spheres based on training activities are precisely the same as when an integrated approach style is followed. Thus the same integrated economic regional infrastructure already in existence and used by the Regional Development Advisory Committees may be adopted and used by the Regional Services Councils for the management of non-formal education at regional level. This infrastructure is illustrated in Diagram 6.7. If the general conditions prescribed by the NRD programme are taken into account, further cause is given to the fact that the economic and manpower development must go hand in hand within the regional level (Ahmed 1983: 42; Calitz 1986b: 6; *Pretoria News* 12 December 1991c: 20; Coetzee & Ligthelm 1989b: 346-347).

Table 6.1

Comparative illustration of functions of RDACs and RSCs

Regional Development Advisory Committees	Regional Services Councils
- Water management	- Bulk supply of water - Sewerage and stormwater drainage
- Energy	- Bulk supply of electricity
- Environment	
- Forestry	
- Fisheries	- Land usage and transport
- Transport	- Traffic matters
- Mineral	
	- Roads
- Industrial and exports	- Passenger transport services
	- Airports and civil defence
- Agriculture	- Abattoirs and fresh produce markets
	- Refuse dumps
- National health	- Cemetries and crematoruims
	- Health services, ambulance and fire brigade services
- Educational	- Libraries and museums
- Tourism	- Recreation facilities
- Manpower and Training *	
- Urbanisation *	
- Monetary and exchange rate *	
- Population development *	
- Regional development *	
- Fiscal policy *	

* While there is no direct mirror function in the Regional Services Councils, the overall functions of the Regional Services Councils contain or are influenced by such matters as manpower and training, urbanisation, monetary and exchange rates, population development, regional development and the fiscal policy.

Source: Regional Development and Regional Development Advisory Committees 1991: 67-87; Page 1981: 75-76; Regional Services Councils Act (no. 109 of1985): Schedule 2

The following general conditions are expected in the regional development programme:

* It aims at optimal urbanisation outside the metropoles rather than creating scores of growth points.
* Existing infrastructure must be used as far as possible.
* Financial aid must be minimal.
* It must be cost-effective.
* It must promote productivity by providing incentives, more on the output than input side.
* It must favour new investment.
* It must primarily create new jobs rather than relocate people domestically.
* It must be easy to implement.

Furthermore it may be pointed out that Regional Services Councils already function along the following principles which may be used as motivational aspects for this research:

(1) Income is received from fixed sources.
(2) A multi sectoral approach is followed.
(3) All population groups are involved.
(4) An infrastructure for physical and social structures exists already.
(5) Communication with companies takes place at a grass roots level.
(6) Training Board with an infrastructure exists.

6.4.2 Possible organisational structures to be implemented

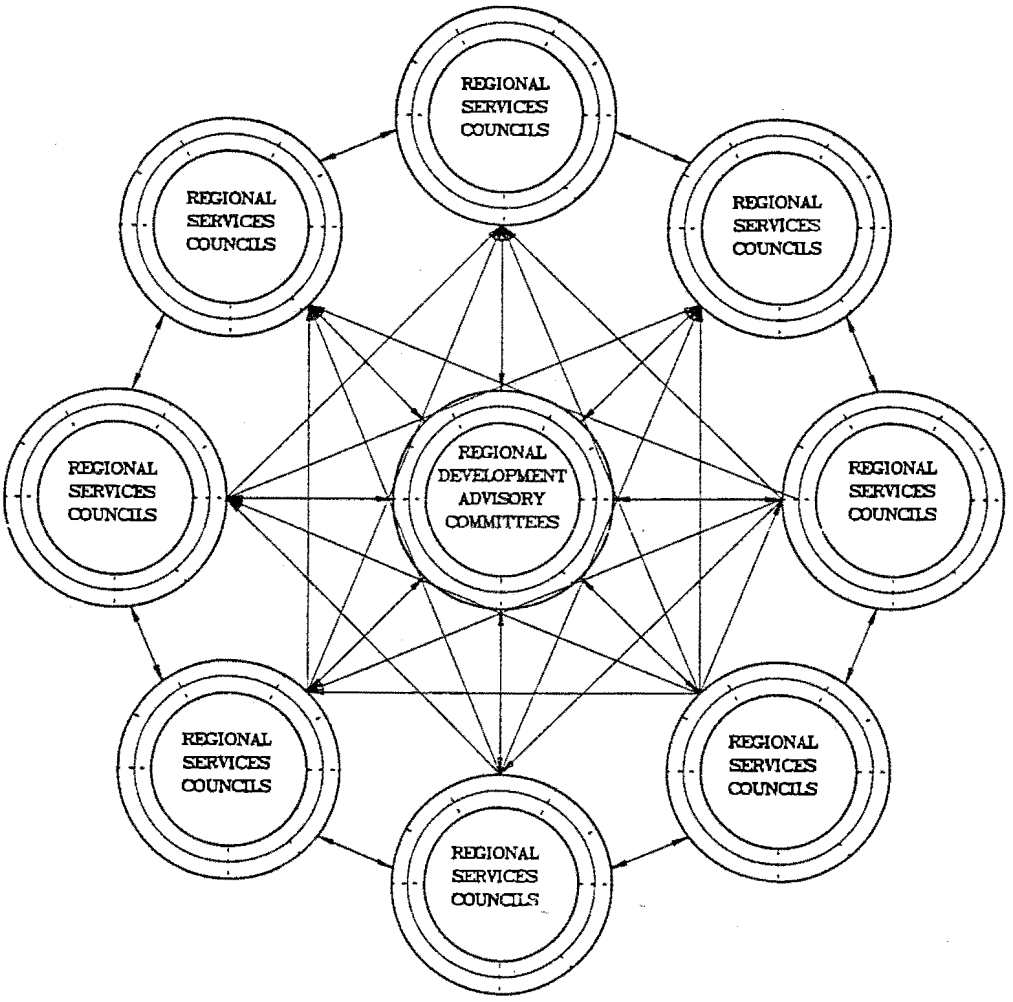
At this point in the research, it has become apparent that various options are available to address the problem statement (cf. paragraph 2.1.). Each option is discussed briefly:

Option 1: Non-formal education as a function of the Regional Development Advisory Committee. Regional Services Councils fall directly under the management of the Regional Development Advisory Committee, thus in the line function. This is illustrated in Diagram 6.8(a).

Option 2: Non-formal education as a function of the Training Board for Local Government Bodies. The Regional Development Advisory Committee is in a staff function and the Regional Services Councils report directly to the aforementioned Training Board. This is illustrated in Diagram 6:8(b).

Diagram 6.7

The adoption of Regional Development Advisory Councils by Regional Services Councils for the co-ordination of non-formal education at regional levels



Option 3: Non-formal education resorts under Regional Development Advisory Committees. A sub-committee is established in the Regional Development Advisory Committees, of which the Training Board for Local Government Bodies (TBLGB) is the sub-committee dealing mainly with the non-formal education matters. This alternative is seen in Diagram 6.8(c).

Option 4: Formal and non-formal education as a function of the Regional Development Advisory Committee. Regional Services Councils are in control of both formal and non-formal education. This option is illustrated in Diagram 6.8(d).

All four options take into account that a statutory body for non-formal education which is represented by all interested parties is in existence at national level (The HSRC/NTB Investigation into the training of artisans in the RSA 1985: 121)

Option 1: Proposed organisational structure for the provision of non-formal education utilising a national statutory body, RDAC and RSCs

The assumption is made that the RDAC plays a very important role. Not only the economic but also the educational, manpower and training spheres must be addressed and expanded by this body. However, as the economic planning region is too large to manage non-formal education as a whole, Regional Services Councils could manage and administer non-formal education within the smaller regions but report directly

Diagram 6.8(a) (Option 1)

Proposed organisational structure
for the provision of non-formal education utilising
a national statutory body, RDAC and RSCs

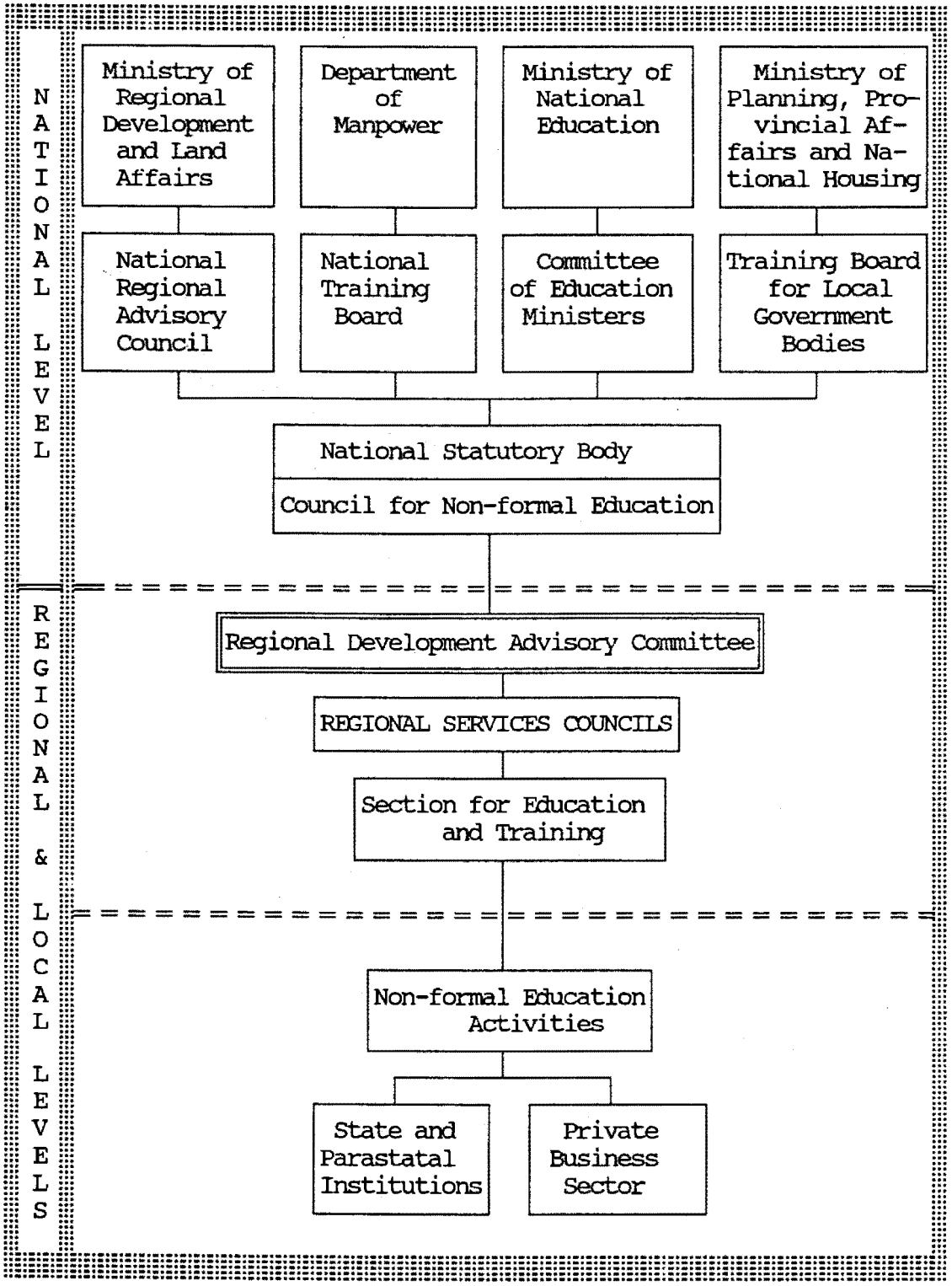
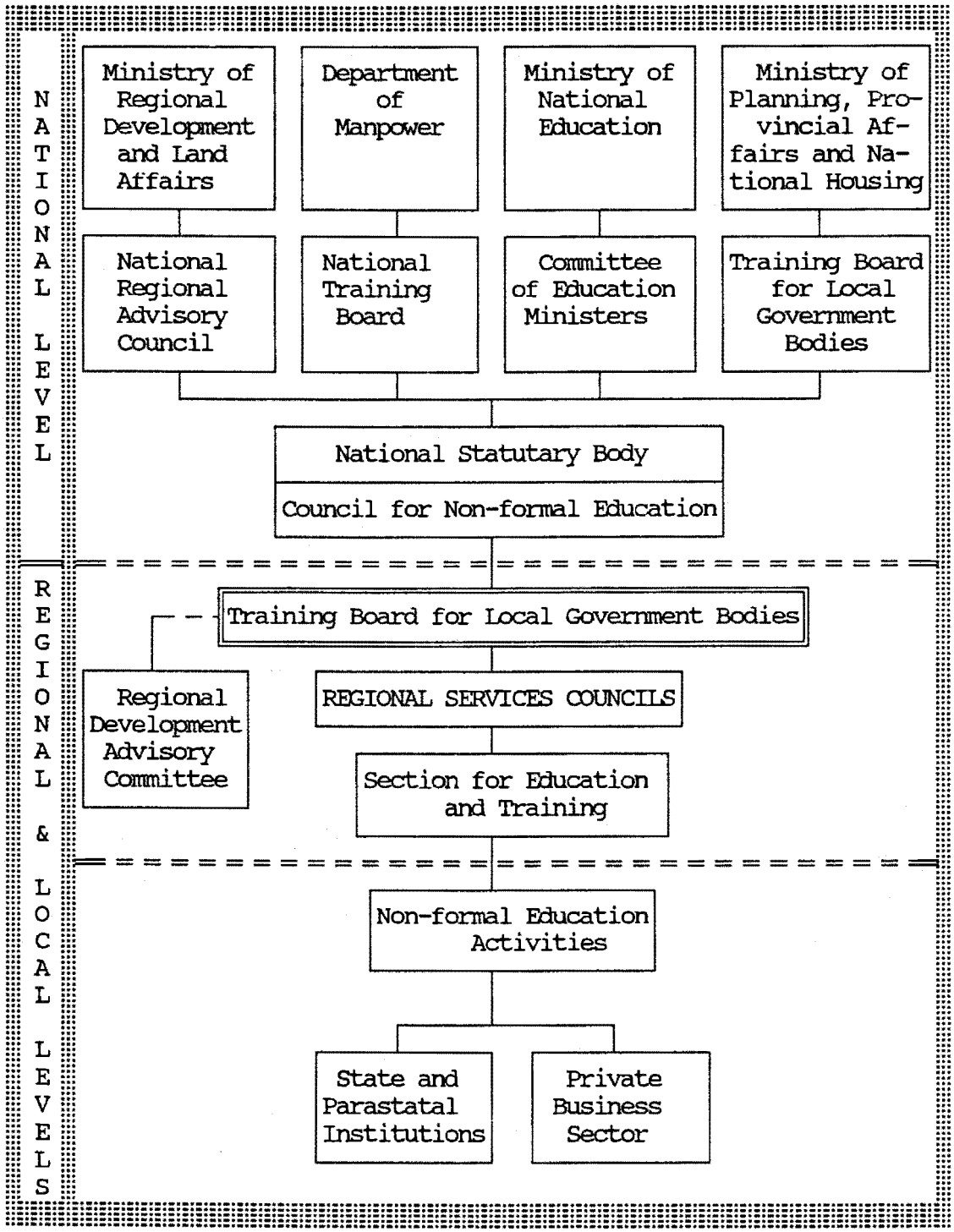


Diagram 6.8(b) (Option 2)

Proposed organisational structure for the provision of non-formal education utilising the Training Board for Local Government Bodies as co-ordinating body



to the Regional Development Advisory Committees. An independent section within the Regional Services Council can be created to deal with non-formal education activities of both the state and the private business sector.

Option 2: Proposed organisational structure for the provision of non-formal education utilising the Training Board for Local Government Bodies (TBLGB) as co-ordinating body

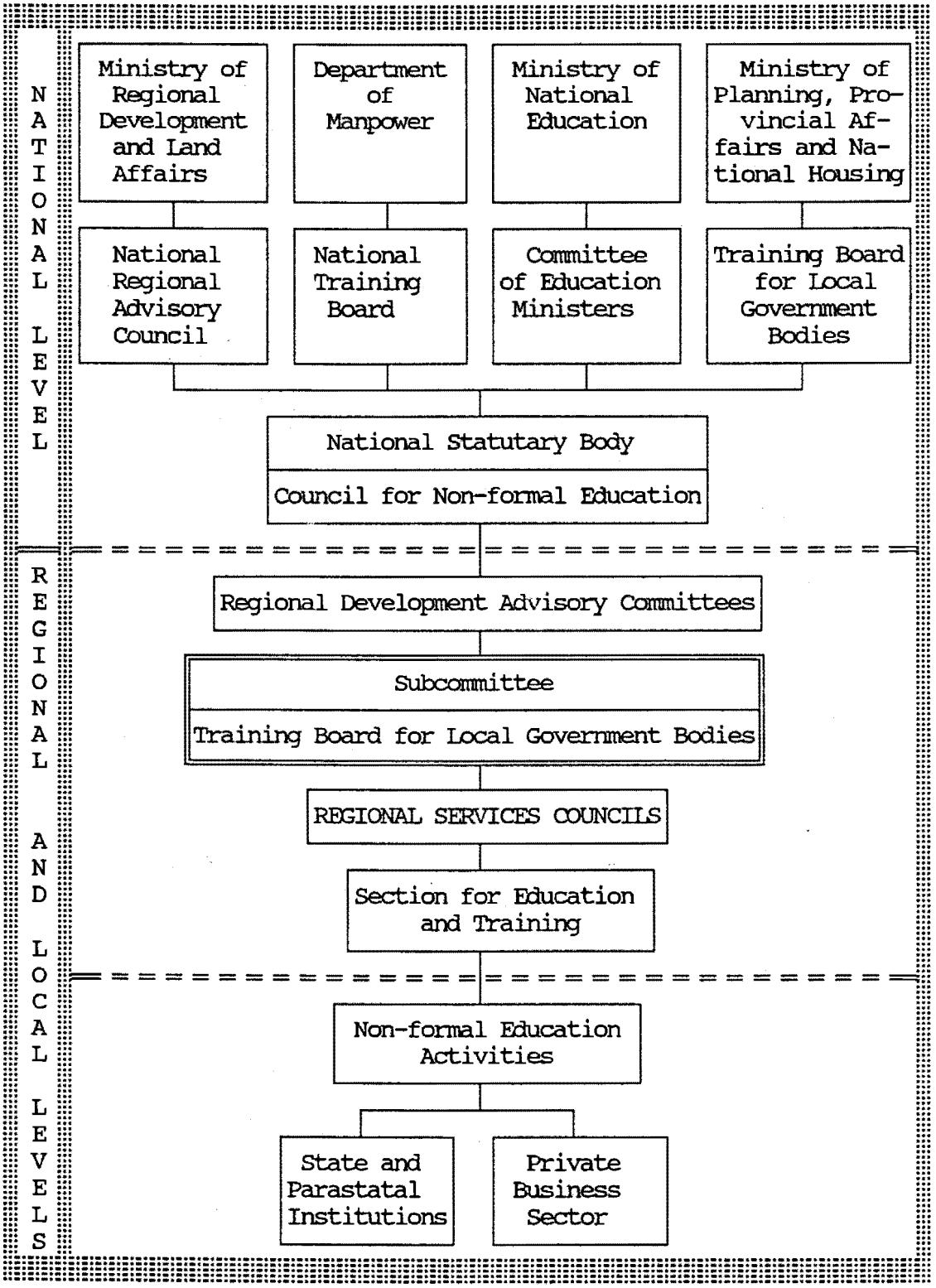
The existing training functions executed by the Training Board for Local Government Bodies remain extant. The powers are extended to include the private business sector and not only local bodies. Furthermore, the powers of the Regional Development Advisory Committee will be viewed only as those of an advisory body (staff function), and not as an executive over Regional Services Councils. The rest of the structure is the same as in Option 1.

Option 3: Proposed organistional structure for the provision of non-formal education utilising the TBLGB as a subcommittee to the RDAC

This option is the same as for the first option. The role of the Regional Development Advisory Committee remains important but, as the actual training expertise required within this committee is lacking, the efforts of the Training Board for Local Government Bodies are incorporated. The TBLGB is seen as a subcommittee within the RDAC from which the non-formal education activities are co-ordinated.

Diagram 6.8(c) (Option 3)

Proposed organisational structure for the provision of non-formal education utilising the TBLGB as a subcommittee to the RDAC



Option 4: Proposed organisational structure for the provision of formal and non-formal education utilising a national statutory body, RDACs and RSCs.

Any of the aforementioned structures may be presupposed in this structure. This option shows, however, that even formal education may be included as a possible responsibility of the Regional Services Council. The assumption is therefore that the formal education systems may be structured in such a way that a regional viewpoint receives priority. The structure contained in this system is found on a regional level and connected to non-formal education activities through the Regional Services Council.

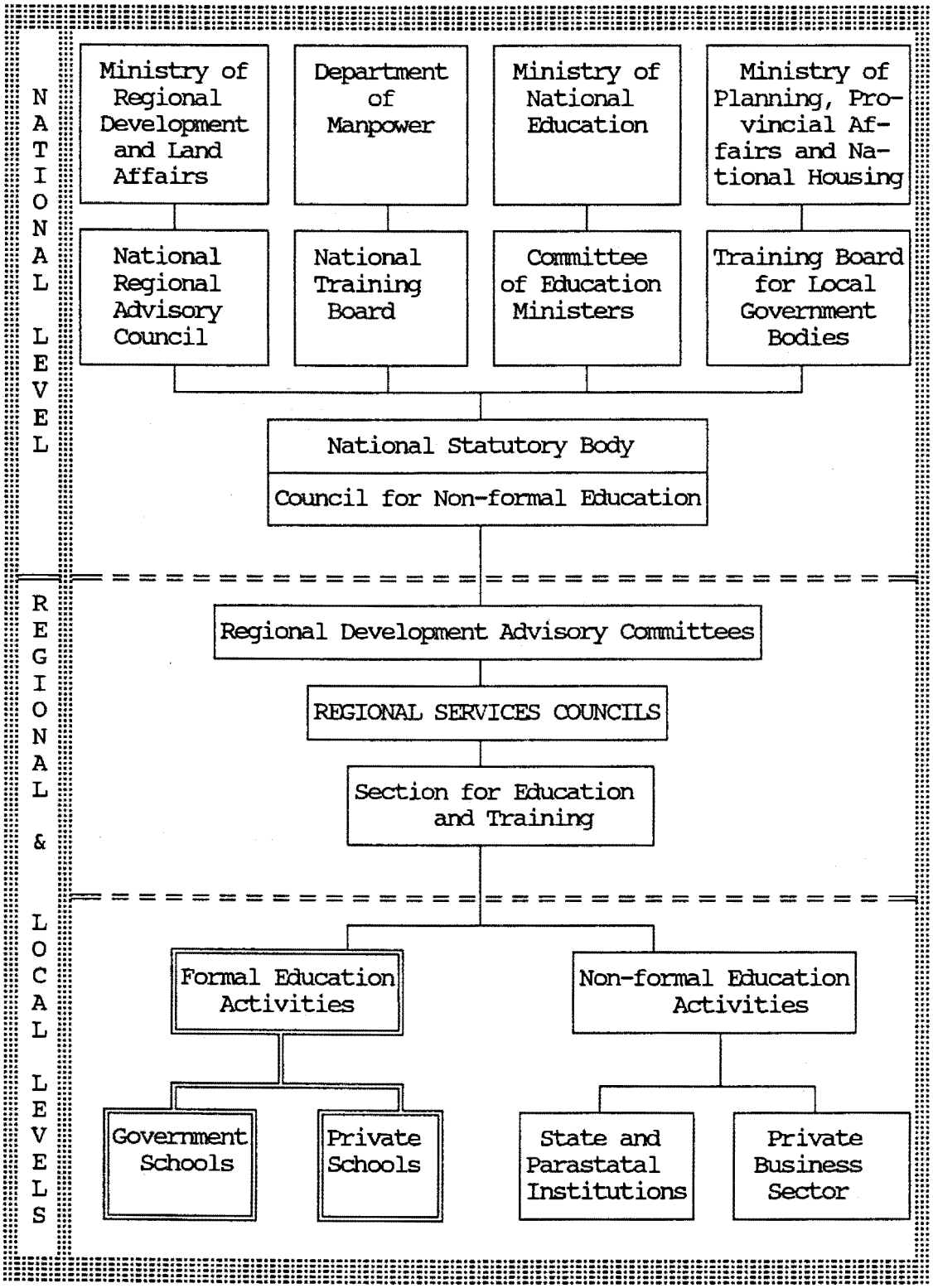
6.4.3 Co-ordination activities to be implemented by Regional Services Councils

6.4.3.1 Introduction

Allen (1983: 28) describes co-ordination as the work that must be done to ensure that different kinds of work or work performed by different people proceeds harmoniously toward the desired objective. According to him, co-ordination is not a separate management function or activity in itself, but rather results from the performance of management functions and activities. Kroon (1986: 9) supports this idea and, according to him, co-ordination must receive attention at any stage during planning, organising, leading and controlling in order to ensure that the work is carried out as a unit (Johnson 1984: 136; Van Wyk 1987: 51).

Diagram 6.8(d) (Option 4)

Proposed organisational structure for the provision of formal and non-formal education utilising a national statutory body, RDACs and RSCs



6.4.3.2 Aim and advantages of co-ordination of non-formal education

As co-ordination is a process to ensure that the objective and policy prescribed in an organisation are reached, it is necessary for personnel involved in decision making and the execution of tasks to take the organisation as a whole into account (Rädel en Reynders 1974: 280).

Furthermore, the interests of all concerned parties must be integrated to ensure that the maximum advantage is derived from the management process. The co-ordination of non-formal education activites at this level should therefore obtain advantages such as the

* increased efficiency of training activities
* improvement in quality of such training
* improvement in the utilisation of resources and manpower, thus improving productivity of all non-formal education activities within a specific region
* co-operation between people and organisations
* team spirit and team work

(Barnard 1980: 9; Châu 1969: 40; Dostal & Vergnani 1984: 41; Miklos, Bourgette & Cowley 1972: 33).

These objectives and the resultant advantages will lead to further advantages which will benefit a wide spectrum of the social and economic aspects of the community (Niewenhuis 1989: 19; UNESCO 1976: 111).

The following should be mentioned:

(1) Involvement by the community increases because the community can take its own ground motives into account better than any other person or institution. The community therefore develops its own education system (Human Sciences Research Council 1981c: 75; Kamper 1988: 115; Marcum 1982: 108; Ruperti 1982: 3; Van der

Stoep 1984: 39; Vermaak 1984: 48; *Rapport* 16 Junie 1991b: 11).

(2) It is much easier to collect and process data on a Regional Services Council basis because the geographical area covered is much more limited than on a national basis (DBSA 1989: 15; Dejene 1980: 02; Johnstone 1981: 90).

(3) The number of agencies through which education is applied is lessened and educational planning and manpower development are improved (Schoeman 1981: 77).

(4) The State and private business sectors have shared responsibility, thus adhering to the seventh principle of the De Lange Investigation into the Provision of Education in the RSA (Coetzee 1991a: 9; Goldsworthy 1986: 10).

(5) Overlapping, duplication and inefficiency of education activities is prevented (King 1967: 30).

6.4.3.3 How co-ordination of non-formal education can be improved by Regional Services Councils

An attempt will not be made to provide a theoretical approach method but it is illuminating to view the steps prescribed by Heese (1988: 135) for co-ordination activities. The following duties are applied to Regional Services Councils:

(1) the structuring of the non-formal education system
(2) legal implications
(3) the provision of a mechanism for the interaction of the various interested bodies
(4) management of further research
(5) setting up of a programme for the provision of non-formal education

In the Human Sciences Research Council's report on the investigation into education (1981c: 104), it is suggested that the co-ordination activities should be concentrating on educational structures, educational processes, communication channels and people. It is also noteworthy to point out that co-ordination should be systematic and continuous (Jacobs 1982: 19; Unesco 1979: 19). This is illustrated in Diagrams 6.9(a) and 6.9(b). Diagram 6.9(a) indicates separately provided non-formal education by various institutions while Diagram 6.9(b) illustrates the co-ordinated activities.

Joint non-formal education programmes can be properly planned and prepared through the co-ordination of activities by Regional Services Councils and various responsible training bodies with the assistance of the following:

* information provided
* consultation before new non-formal education programmes are implemented
* creation of self-responsibility for delegated tasks
* motivation of parties
* involvement of parties in management activities

Co-ordination actions which can be applied at regional level are:

* setting up a mission statement
* formulation and introduction of non-formal education objectives and policies
* setting of priorities and guidelines for non-formal education
* promotion of co-operation between various training bodies
* provision of information on non-formal education training needs in the region
* provision of information on non-formal education training which is provided in the region
* facilitating management efforts to plan, organise and control non-formal education training
* raising the level of awareness for non-formal education provision in the region
* setting up of training guides, brochures etc.

Diagram 6.9(a)

Separately provided non-formal education activities at regional levels

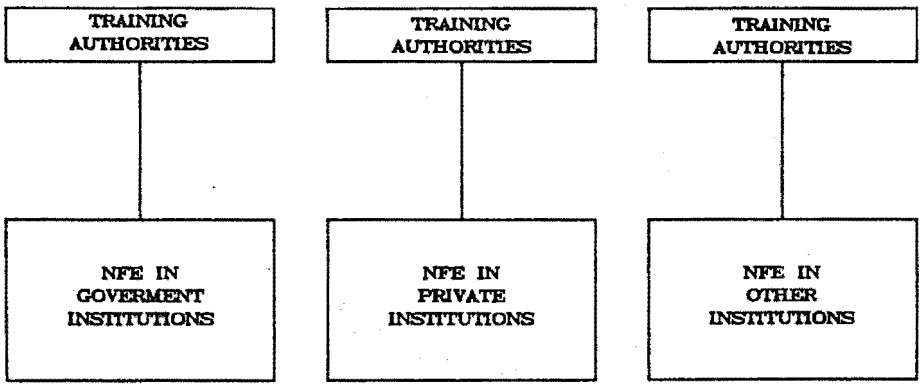
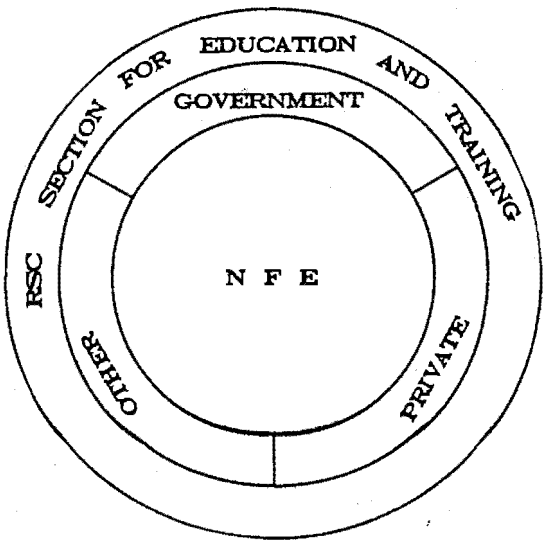


Diagram 6.9(b)

Co-ordinated non-formal education activities provided at regional levels



* co-ordination of follow-up sessions within the region (Evans 1981: 65; Van der Westhuizen 1986: 171).

6.4.3.4 Levels of co-ordination by Regional Services Councils

The co-ordination activities on regional level must not be seen in isolation from those taking place at national level. Regional co-ordination is necessary if efforts at national level are to be successful (Bhola 1983: 51; Diejomaoh & Sheffield 1972: 209; Naude 1980: 5; Skorov 1966: 50).

Regional Services Councils must co-ordinate upwards and downwards. Upward co-ordination involves activities performed by the national body for non-formal education as well as the physical and social structures and the policy spheres affecting these structures, and which are mainly managed by RDACs (see Table 6.2) (Boyd & Apps 1980: 5; Kaufman 1972: 11-12). Downward co-ordination is concentrated on administrative activities which are there to put into action planning which took place at regional level. Co-ordinating activities also involve the various training parties at grass roots levels (see Table 5.20 of this dissertation).

Brochures can be published with information covering non-formal activities within the region, such as workshops, seminars and training programmes. This co-ordination of activities is shown in Diagrams 6.10(a) and 6.10(b).

Diagram 6.10(a)

Co-ordination activities by Regional Services Councils

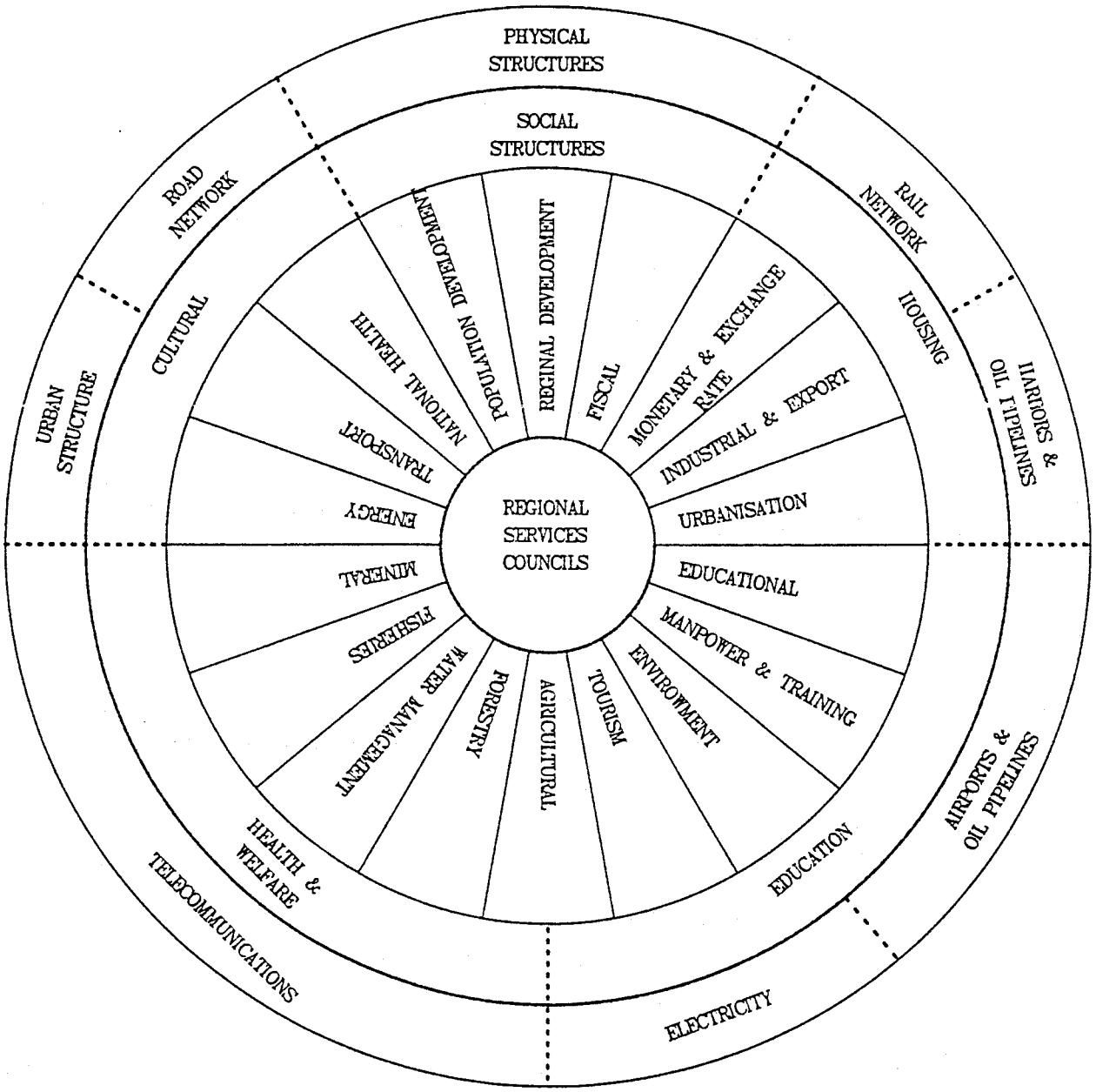
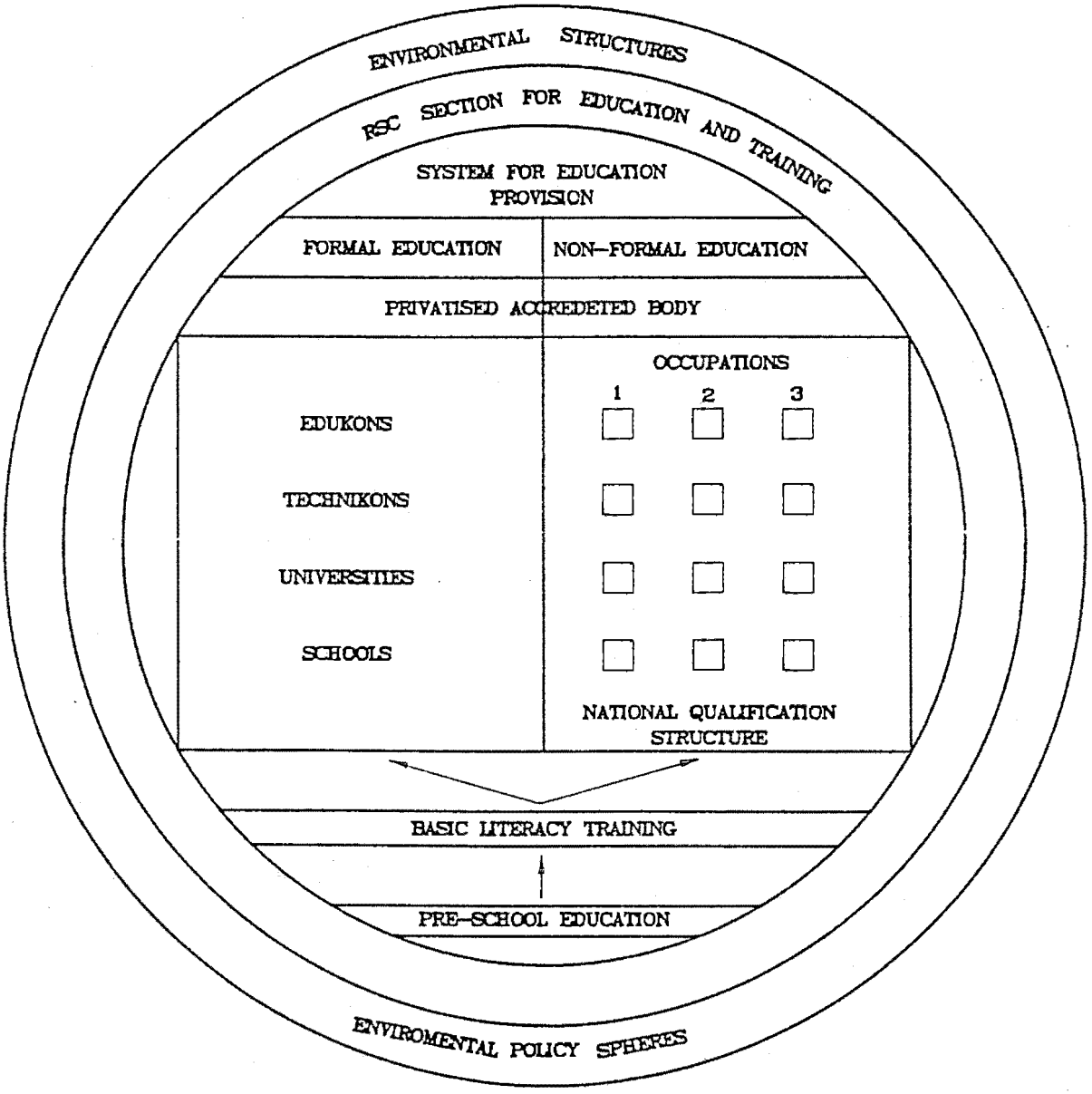


Diagram 6.10(b)

An integrated formal/non-formal system
for education provision



Source: Taken and adjusted from *Rapport* (16 June 1991b: 11)

Table 6.2

Comprehensive development approach to co-ordinate non-formal education activities at various levels

	BODIES	CO-ORDINATION ACTIVITIES
MACRO- LEVEL	Statutory Body: - Council for Non-formal Education	* Environmental Analysis: economic, political, demographic, social, industrial; technological - identify national learning needs; - create structures to provide non-formal education at regional levels; - collection of information about non-formal education activities in both Government and Private Sectors; - policy formulation co-ordination of national non-formal education activities.
MESO- LEVEL	- Regional Development Advisory Committee - Regional Services Councils	* Environmental Analysis of the physical and social structures: fiscal; monetary, industrial, urbanisation, educational, manpower, tourism, agriculture, forestry, water, fisheries, mineral, energy, transport and population - policy formulation for non-formal education activities - setting up a mission statement for non-formal education - identify non-formal education needs - set non-formal education priorities and guidelines - promote co-operation between various bodies - provide information facilitating planning efforts - raise level of NFE awareness in the region - co-ordinate funds and expertise
MICRO- LEVEL	Training bodies - State and Parastatal - Private business sector	* Environment Analysis: local demand for non-formal education - available training personnel and resources - co-ordination of courses presented . formulation of learning goals and objectives . deciding on content and method - co-ordinate provision of courses - evaluation of courses

6.5 SUMMARY

In this chapter a system for the co-ordination of non-formal education at regional and local levels has been formulated utilising Regional Services Councils. Viewing this system, it became clear that certain principles must be adhered to. For example, there must be exceptional emphasis on regional development which takes a multidisciplinary as well as a holistic development approach into account, and which takes into account not only economic or industrial factors, but also human aspects.

The operations of the Regional Development Advisory Committee are of special interest. This institution follows an approach whereby the principles mentioned are complied with, but for economic reasons only, and applied to nine development regions within the Republic of South Africa. It was shown that a similar type of approach, involving the same policy spheres as Regional Development Advisory Committees, is also followed by the Regional Services Councils to a great extent, without any emphasis on the human aspect. Accordingly, the Regional Services Councils qualify to operate on a similar basis within the economic planning regions, but for the purpose of co-ordinating non-formal education activities. Therefore more emphasis is being placed on the human aspect. Four options of various organisational structures to be followed in order to co-ordinate non-formal education activities have also been outlined.

Finally, the specific co-ordination activities to be followed by the staff members of Regional Services Councils, namely upward and downward, to training bodies involved at micro-level were mentioned.

Chapter 7 deals with a review, conclusions, new perspectives and guidelines for future research.

---ooOoo---

CHAPTER 7

REVIEW, CONCLUSIONS, PERSPECTIVES AND GUIDELINES ON FUTURE RESEARCH

7.1 INTRODUCTION

This dissertation has aimed at making proposals for the co-ordination of non-formal education at regional and local levels. The closing chapter contains a summary of the conclusions arrived at up to this point and, in the light of the research problem set out in paragraph 1.2 of chapter 1, gives a short review of the progress of the research completed up till now. New perspectives in the study of non-formal education are highlighted, taking the realities of the research into account. The chapter will close with the guidelines proposed for future research. Accordingly a summary of the foregoing chapters and the results of the research follows.

7.2 REVIEW AND FINAL CONCLUSIONS

Information gleaned from the previous chapters has enabled the researcher to link the chapters in a total and logical order to accord a meaningful overview of the problem and the logical solution thereof.

The great need for the co-ordination of non-formal education activities within the Republic of South Africa on regional and local levels was highlighted in the first chapter. This was emphasised in

the report from the President's Council with regard to the provision of informal and non-formal education (1984). It was also found that minimal research had been done in this area (cf. paragraph 1.1). A summary of the related problems was also highlighted (cf. paragraph 1.2). As a result of these problems, the possiblity of utilising Regional Services Councils to co-ordinate non-formal education on regional and local level was suggested. The following chapters and research work covered this proposal.

From the present position of the provision of non-formal education in South Africa (cf. paragraph 2.2), it became apparent that much progress had been made in the acceptance of the concept of non-formal education. Although progress had been made, many grey areas still existed as far as the proper management of non-formal education was concerned. Non-formal education covers a wide spectrum of learning, which, based on the specific needs of the people in the respective organisations, workplaces, communities and regions, can be classified as loosely, moderately and highly-structured. Non-formal education is therefore highly flexible and can change from informal to formal education (cf. paragraph 2.3).

Notwithstanding differences which exist with regard to the concept of non-formal education, it is true that there is a great need for the provision of non-formal education within South Africa and that this need is increasing steadily, especially with the new political developments taking place in this country (cf. paragraph 2.5.1.2).

This growing need for the provision of non-formal education places greater pressure on the existing management and administrative

structures which support non-formal education and, in turn, creates a greater demand for the co-ordination of non-formal education on national, regional and local levels.

Chapter 3 contains an outline of the major institutions which make the biggest contributions to the provision of non-formal education. The results of this research into non-formal education provided by the State, parastatal and private business organisations showed that the State and parastatal institutions have well-developed training infrastructures which cover all aspects of non-formal education. It was found, in particular, that the National Training Board plays a guiding role to co-ordinate structures on a national level. The establishment of various accredited industry training boards was the result of such operations. These training boards follow a highly sophisticated training infrastructure whereby accreditation is given to the various organisations within each respective industry (cf. paragraph 3.3.1.3). It was further found that the quality and amount of non-formal education provided by the private business sector is erratic and variable. The bigger institutions possess the funds, facilities and manpower to provide very well-organised non-formal education programmes. The smaller institutions may have non-formal education programmes which vary in size and quality, depending on the availability of funds and the training needs which exist within the organisation. Private and related development organisations do not have such highly developed training infrastructures (cf. paragraph 3.3.6). What is very obvious is that there is little, if any, co-ordination of non-formal education activities between the State,

parastatal and private business organisations (cf. paragraph 3.3.6). A high level of overlapping of courses and course content does exist, which leads to the overlapping, fragmentation and duplication of operations.

A report was then made of the regional bodies already involved in the co-ordination of activities on a regional basis (chapter 4) to determine if such bodies are capable of co-ordinating non-formal education activities on a regional and local level. Three bodies, namely the Regional Development Advisory Committees, the Regional Committees of National Training Boards and the Training Board for Local Government Bodies, were discussed. The conclusion was reached that not one of these bodies is fully capable of co-ordinating non-formal education on a regional and local basis and therefore able to serve in total (cf. paragraph 4.2.3).

To provide additional insight into the problem statement, an empirical study of the possible use of Regional Services Councils to co-ordinate non-formal education on regional and local levels was completed in chapter 5. As a result of this empirical study, it became clear that the staff members of Regional Services Councils are of the opinion that they could be involved in the co-ordination of non-formal education within their respective regions (cf. paragraph 5.9). Furthermore, with nominal changes to the Regional Services Councils' management structure, they could cope with the practical implications of such a task.

The National Training Board, the Training Board for Local Government Bodies, and private bodies which are involved in the provision of non-formal education should take note of this concern. Chapter 6 proposed a system of non-formal education which can be co-ordinated at regional and local levels, utilising Regional Services Councils. Four options were outlined (cf. paragraph 6.5) for organisational structures. Specific co-ordination activities for Regional Services Council staff members to perform in order to provide non-formal education successfully have also been provided.

7.3 PERSPECTIVES AND RECOMMENDATIONS

7.3.1 The role of the State in non-formal education

Time and again it has become apparent after interviews and discussions that all interested parties, whether political, extra-parliamentary groups, education specialists, state educational and training departments, private business organisations or private individuals, have a meaningful and embracing role to fulfil in the establishment of a future non-formal education system in the Republic of South Africa. Until now the State has played a crucial role through the operations of the Department of Manpower and especially through the National Training Board and the Training Institute, associated to the Commission for Administration as well as other various state departments, such as the Department of Education and Training. The ability and experience of these parties must not be misjudged, but rather be allowed to develop to their full potential. These bodies, resorting under the State, should make an attempt to include and involve groups outside of parliament in the process

of establishing a future non-formal education system for the New South Africa. Special attention should be given to future management and administrative structures to provide non-formal education on regional and local levels.

7.3.1.1 Recommendations with regard to State involvement

(a) Negotiations with all interested parties in the field of education and training should take place in the form of a forum such as Codesa. The thought process to develop a national, long-term educational strategy which not only covers all facets of education, but especially non-formal education, must not only be established but must also involve every available source of energy and ability. Participation in a discussion forum such as Codesa would be an excellent starting point.

(b) The establishment of a permanent statutory national body to plan for the provision of non-formal education on a continuous co-ordinated manner should then be attempted. Existing education and training structures at national level, like the National Training Board, Training Institute, Department of National Education, Department of Education and Training, Ministry of Regional Development and Land Affairs, Ministry of Planning, Provincial Affairs, National Housing and non-parliamentary bodies must be involved in the planning and decision making of such a body from its inception (Croeser 1990: 109; Human Sciences Research Council 1991: 269; Natal Education Department 1986; Sheppard & Ellis 1991: 24).

(c) A policy document which underlines the necessity for the provision of non-formal education taking the short-, medium- and long-term planning into account must be drawn up. Two important aspects applicable are the flow-through opportunities or possiblities between formal and non-formal education and a curriculum model for non-formal education. Acknowledgement of programmes and courses followed by individuals in non-formal education must get priority attention. A system of accreditation should therefore be established. Creative thinking with the necessary research backing should lead to a new curriculum for preprimary to tertiary levels as well as non-formal education based on the needs of all the communities. The financial implications must be planned and related policies set up (Bot 1986: 53; Committee of Educational Heads 1991).

7.3.2 The role of parastatal and private business organisations

Involvement of the private business sector cannot be underestimated. Because of the economic and technological demands placed on private business, there is a great demand for properly trained staff in functional, technical and management skills (cf. paragraph 3.3.6). The role of organisations and bodies such as the CSIR, AEC, Telkom, the Accredited Training Boards, financial institutions, and private development organisations will expand since the development tasks and need for non-formal education will increase drastically and become colossal over the next decade (Stals 1991: 3).

7.3.2.1 Recommendation with regard to private business involvement

Private business must get involved and remain involved in non-formal

education in order to keep a balance between what is provided by the State in terms of structures and educational manpower, on the one hand, and reality that exists within the workfile, on the other.

7.3.3 Regional and local co-ordination of non-formal education

It would appear from the research that definite attention must be given at regional and local level to the present existing non-formal education structures, especially those concerning the co-ordination of different types of non-formal education (cf. paragraphs 3.3.6 and 4.2.3).

Non-formal education needs not only differ from institution to institution, but also from region to region. The needs of established industries, for example, differ from those in developing rural areas (cf. paragraph 2.6). A regional and local non-formal education strategy whereby economic, industrial and political policy spheres are taken into account and non-formal education needs co-ordinated to maximise the training effort to the full, is needed. In other words, non-formal education should not be planned and provided without taking into account the concept of regional development with all its implications (Department of National Education 1991a: 22; *Beeld* 15 April 1992: 15; Human Sciences Research Council 1981e: 77).

7.3.3.1 Recommendations with regard to regional and local planning of non-formal education

(a) Existing bodies at regional levels, like the Regional Training Committees under the jurisdiction of the (NTB), Regional Training Committees and the Training Board for Local Government Bodies, Accredited Industry Training Boards and the Regional Services

Councils must come together to combine their efforts to enable them to establish the most effective organisational system possible so that non-formal education within a specific region may be co-ordinated. A regional congress for each of the nine economic planning regions of South Africa should be considered. The whole question of Provincial Administrations and their involvement in non-formal education activities must also be clarified.

(b) As the results of the research showed that Regional Services Councils can make a big contribution to the co-ordination of non-formal education, further steps should be taken to establish a section or division in these institutions to deal with matters relating to education and training. Training and administrative personnel at existing institutions such as those mentioned above, could be transferred or seconded to such a division to be used effectively there.

7.4 GUIDELINES ON FUTURE RESEARCH

This dissertation can be seen as a general orientation with regard to the co-ordination and provision of non-formal education at regional and local levels and by no means has all the relevant answers to the problem statement. It is intended to stimulate educational planners and educationists and all those involved in development planning to think creatively.

While this dissertation concentrates on Regional Services Councils, further research is needed.

- Research into the continuing necessity for Regional Training Committees (under the National Training Board) is needed.
- Furthermore, research is needed to determine the potential of National Regional Development Advisory Committees to get involved in expanding their present functions to include non-formal education activities.
- Specific Regional Services Councils, say one in each province can be taken and involved in further extensive research to determine the involvement in the co-ordination and provision of non-formal education activities.
- Research into the types of training programmes followed by various accredited training boards to determine the extent of overlapping which could be prevented with co-ordination.

7.5 CONCLUSION

The bottlenecks highlighted by this research indicate that the co-ordination of non-formal education activities on a regional and local basis can have a positive effect on the education problems that exist in South Africa, provided that such activities are not only managed thoroughly, but that the co-ordination and integration of such activities are planned properly.

Much reflection and creative thinking will be necessary; streamlining will have to take place between education and the economic, industrial and social spheres as well as the political aspects which must not be forgotten, to draw up the future guidelines on the provision of non-formal education in South Africa. Communication and co-operation have become crucial for the establishment of an effective education system which includes non-formal education, for South Africa.

---oo0oo---

BIBLIOGRAPHY

Abedian, I. & Standish, B. 1989. *Job creation and economic development in South Africa*. Pretoria: Human Sciences Research Council.

Academy of Learning. 1990. Information brochure: *Skills Development Centres Brochure*. Verwoerdburg.

Ahmed, M. 1975. *The Economics of non-formal education*. New York: Praeger.

1983. Critical educational issues and non-formal education. *Prospects*, vol. 13 (no. 11): 35-43. Bangladesh.

Allen, L.A. 1983. *Common vocabulary of professional management*. Palo Alto, CA: L.A. Allen Associates.

Amalgamated Banks of South Africa Limited (ABSA). 1991. *Annual Report 1991*. Johannesburg.

Archer, C. 1985. Needed: A one educational system. *Education*, vol. 105: 323-326.

Association of Private Colleges of Southern Africa. 1991. Information Brochure: *Members and Courses*. Johannesburg: The Association.

Atkinson, D. 1989. *Local government restructuring: White Municipal Initiatives, 1985-1988*. Grahamstown: Rhodes University.

Atomic Energy Corporation (AEC). 1987. Prospectus: *Management Development* 1987. Pretoria: The Corporation.

1991. Brochure: *Manpower Development 1991*. Pretoria.

Barnard, S.S. 1980. 'n Almal-insluitende onderwysstelsel in die Republiek van Suid-Afrika. *Woord en Daad*, vol. 20 (no. 211): 9-13.

BEELD. 1991. *Staatsdiens in 'n nuwe Suid-*

Afrika. M. Theron. 23 April 1991. Pretoria.

1991. *Streekdiensterade*. Personeelverslaggewer. 17 Oktober 1991: 18. Pretoria.

1992. *Nuwe gedagtes oor Streeksregerings: basis moet ekonomiese werklikhede wees en nie etniese basis nie*. Greyling. 15 April 1992: 15. Pretoria.

Berkhout, S.J. 1987. Beroepsindiensopleiding as alternatiewe kanaliseringsmoontlikheid vir leerpligtige skoolverlaters - 'n koste en partydigheidsanalise. *Suid-Afrikaanse Tydskrif vir Opvoedkunde*, vol. 7 (no. 2): 105-112. Pretoria: Universiteit van Pretoria.

1988. Education in South Africa in *Prodder's Development Annual*, edited by R.J.W. van der Kooy. Roodepoort: Transo.

Beukes, J.H. 1984. *Die technikonwese in die RSA: 'n verwysingsraamwerk vir navorsingbeplanning*. Pretoria: Raad vir Geesteswetenskaplike Navorsing.

Bezuidenhout, J.J. 1985. *Vergelykende onderwysstatistiek, Deel 1*. Pretoria: Raad vir Geesteswetenskaplike Navorsing.

Bhola, H.S. 1983. Non-formal education in perspective. *Prospects*, vol. 13, (no. 1): 45-53.

Board for the Decentralisation of Industry. 1985. *Report on the activities of the board for the period 1 April 1984 to March 1985*. Pretoria: Department of Trade and Industry.

Bock, J.C. 1983. The institutionalisation of non-formal education: a response to conflicting needs in *Nonformal education and national development: a critical assessment of policy, research and practice*, edited by J.C. Bock and G.J.

Papagiannis. New York: Praeger.

Bot, M. 1986. The future of African education: two opposing strategies. *Indicator: South Africa*, vol. 4 (no. 2): 47-57.

Botha, P.W. 1982. Streekontwikkeling sal kwaliteit van lewe in SA verbeter. *Volkshandel*, vol. 43 (no 9): 66, 79.

Bowles, S. 1969. *Planning educational systems for economic growth*. Massachusetts: Harvard University Press.

Boyd, R.D. & Apps, J.W. 1980. A conceptual model for adult education in *Redefining the Discipline of Adult Education*, edited by R.D. Boyd and J.W. Apps. Washington, DC: Jossey-Bass.

Boyens, A. 1991. Streekopleidingsentrums vol leemte. *Finansies en Tegniek*. 13 September 1991: 58.

Brand, S.S. 1983. Beleidsoorwegings by streeksontwikkeling en desentralisasie in Suider-Afrika. *Journal for studies in economics and econometrics*, vol. 16: 38-49.

Briggs, L.J. 1977. Designing the strategy of instruction, in *Instructional Design: principles and applications* edited by L.J. Briggs. Englewood Cliffs, N.J.: Educational Technology.

Building Industries Federation South Africa (BIFSA). 1990a. *Annual Report 1990*. Midrand: The Federation.

1990b. *Statistical Year Book 1990*. Midrand: The Federation.

1991. Annual Report 1991. Midrand: The Federation.

BURGER, DIE. 1985a. *Swartes kry sê in streeksrade*. Politieke redaksie. 10 Mei 1985: 13. Kaapstad.

1985b. *Dienste nie sommer goedkoper.* Personeelverslaggewer. 22 Mei 1985: 13. Kaapstad.

Calitz, L.P. 1985. Die samehang tussen formele, nie-formele en informele onderwys. *Educare*, Jaargang 14, vol. 14.2: 57-68.

1986a. *Die skepping van leergeleenthede in die nie-formele onderwys-sektor.* Referaat gelewer 16 January 1986. Pretoria: Universiteit van Suid-Afrika.

1986b. *Onderwysvoorsiening vir die nie-formele onderwys-sektor en die implikasies daarvan vir onderwysbestuur.* Pretoria: Universiteit van Suid-Afrika.

1987. *Die verband tussen bestuurs-veranderlikes, afstandsonderrig en nie-formele onderwys.* Pretoria: Universiteit van Suid-Afrika.

Central Statistical Service. 1988. *Standard Industrial Classification of all economic activities.* South African Statistics. Pretoria: Central Statistical Service.

Châu, T.N. 1969 *Demographic aspects of educational planning.* Paris: Unesco.

CITZEN, THE. 1985a. *Upgrading on a regional basis can be cheaper.* 22 May 1985: 13. Pretoria.

1985b. *Concern over regional Councils.* Municipal reporter. 26 June 1985: 10. Pretoria.

Cloete, J.J.N. 1989. *South African local government and administration.* Pretoria: Sigma.

Coetzee, D. 1991a. Workforce training as instrument to combat poverty and unemployment - the socio-economic implications - a national and international

perspective. *Manpower Development for the New South Africa*, vol 4. Management and Technology Symposium. 2-4 October 1991.

1991b. Illiteracy in South Africa: Some preventative policies and strategies from a developmental perspective. *Development South Africa*, vol. 8.(no. 2): 215-231.

Coetzee, S.F. & Ligthelm, A.A. 1989a. A profile of the Southern African Development Area in *Development is for people*, edited by J.K. Coetzee. Pretoria: Sigma.

1989b. Towards an integrated development approach in *Development is for people, edited by J.K. Coetzee. Johannesburg: Southern.*

1989c. *A profile of the South African development Area in Development is for people*, edited by J.K. Coetzee. Johannesburg: Southern.

Commission for Administration. 1988a. *Annual Report 1988*. Pretoria: Government Printer.

1988b. Training philosophy and policy. Unpublished document. March 1988. Pretoria: Training Institute.

1988c. Training brochure. Unpublished document. Pretoria: Training Institute.

1989. *Prospectus of courses and seminars*. Third edition. March 1989. Pretoria: Training Institute.

1990. *Annual Report 1990*. Pretoria: Government Printer.

1991. *Organisational Chart*. November 1991. Pretoria: The Commission.

Committee of Educational Departmental Heads. 1991. *'n Kurrikulummodel vir onderwys vir onderwys in Suid-Afrika.* Besprekings dokument. Pretoria: Komitee van Onderwysdepartements-hoofde.

Constitutional Development Services. 1989. *Opleidingsraadbesluite*. Tweede uitgawe. Pretoria: The Development Services.

Conyers, D. 1990. Centralization and development planning: a comparative perspective in *Decentralizing for Participatory Planning?*, edited by P. de Valk & K.H. Wekwete. Avebury: Gower.

Coombs, P.H. 1968. *The world educational crisis: A systems analysis*. London: Oxford University Press.

1974. *Major problems facing educational planning in the next decade*. Paris: UNESCO.

1985. *The world crisis in education: the view from the eighties*. Oxford: Oxford University Press.

Coombs, P.H. & Ahmed, M. 1974. *Attacking rural poverty: how non-formal education can help*. Baltimore: The Johns Hopkins University Press.

Cornell, V. 1983. *Community councils - puppets, magicians or fledgling local authorities?*, edited by L. Cooper and D. Kaplan. Department of Economic History. Cape Town: University of Cape Town.

Council for Science and Industrial Research (CSIR). 1990. *Annual Report: 1990*. Pretoria: The Council.

1991/1992 *CSIR training programme manual*. Pretoria: the Council.

Council for the Co-ordination Of Local Government Affairs. 1986. *Annual Report: 1985/86*. Pretoria: the Council.

1989. *Annual Report: 1989*. Pretoria: the Council.

Croeser, E.M. 1990. *Die rol van volwassene-onderwys in Suid-Afrika in die toekoms:*

aspekte waarvoor besin sal moet word. Pretoria: Departement van Onderwys en Opleiding.

Cross, P.K. 1978. *The missing link: connecting adult learners to learning resources.* New York: The Collge Board.

Cruywagen, W.A. 1984. *Verslag en aanbevelings van die ondersoekkomitee na die vasstelling van kriteria vir lewensvatbare plaaslike owerhede no. 3.* Pretoria: Raad vir die koördineering van Plaaslike Owerhede.

Davies, W.J. 1990. Regional Development Strategy in South Africa, in *Prodder* edited by R.J.W. van der Kooy. Pretoria: Human Sciences Research Council.

Decentralisation Board 1989. *Annual Report 1989.* Pretoria: Department of Development Planning.

De Clerq, F. 1984 Education and training in the homelands: a seperate development?: a case study of Bophuthatswana. *Africa Perspective,* vol. 24: 20-24.

Deeley, D. 1982. Desentralisasie: 'n dinamiese venootskap. *Plaaslike Regering in Suidelike Afrika 1982.* (October): 4-11.

Dejene, A. 1980. *Non-formal education as a strategy in development: comparative analysis of rural development projects.* Columbia University: University Press of America.

Dekker, E. & Van Schalkwyk, O.J. 1989. *Moderne onderwysstelsels.* Durban: Butterworths.

Demaine, J. 1981. *Contemporary theories in the sociology of education.* London: Macmillan.

Department of Constitutional Development and Planning. 1986. *Reform and the future: a collection of papers compiled.*

June 1986. Cape Town: The Department.

Department of Corrective Services. 1990. *Annual Report 1990: SA Prisons Service*. Pretoria: The Department.

Undated. Brochure: Manpower development. Unpublished document. Pretoria: The Department.

Department of Development Planning. 1988a. *Annual Report 1988*. Pretoria: the Department.

1988b. Brochure: *Regional Development*. Pretoria: Perskor.

Department of Development Planning and the Constitutional Development Services. 1988. *Regional Services Handbook*. Pretoria: The Department.

Department of Education (Natal) *1982*. *The educational systems of the Republic of South Africa: An analytical and critical representation of the systems in existence in the RSA as at February, 1981*. Pietermaritzburg: University of Natal.

Department of Education and Culture, Administration: House of Assembly. 1990a. *Main report: Care for our youth*. Pretoria: Government Printer.

1990b. *Annual Report 1990*. Pretoria: Government Printer.

Department of Education and Culture, Administration: House of Delegates. 1990. *Annual Report 1990*.Pretoria: The Department

Department of Education and Culture, Administration: House of Representatives. 1990. *Annual Report 1990*. Cape Town: The Department.

Undated. *Education for Life*. Department of Education and Culture. Pretoria: Government Printer.

Department of Education and Training (DET). 1988. *Adult Education: the Activity called teaching*. Pretoria: Government Printer.

1989a. *Adult Education Centres Manual 1989*. Pretoria: Perskor.

1989b. *Annual Report 1989*. Pretoria: Government Printer.

1990. *Annual Report 1990*. Pretoria: Government Printer.

Undated(a). *Adult Education: the Activity called study*. Pretoria: Government Printer.

Undated(b). Brochure: *Adult and Continuing Education*. Pretoria: The Department.

Department of Industries, Commerce and Tourism. 1977. *Summary of Report of the Study Group on Industrial Development Strategy*. Pretoria: Government Printer.

Department of Manpower. 1980. *In-service training in the Republic of South Africa: 1980/81* .Report 2/1984. Pretoria: Government Printer.

1983. National Manpower Commission (NMC) *Manpower 2000: Information Series 2: 13,* (May). Pretoria: Government Printer.

1985. My career guide. *Quarterly on Vocational Information*, vol. 36 (no. 1): 619.

1988a. *Annual Report 1988*. Cape Town: Government Printer.

1988b. *Compendium of Training*. Pretoria: Government Printer.

1989. *Annual Report 1989*. Cape Town: Government Printer.

1990. *Annual Report 1990*. Cape Town: Government Printer.

Department of National Education. 1983. *Determination of the probable numbers of new graduates in the different occupations in the Southern African Constellation up*

to 2010: Report SAPSE - 120: 5-7. Pretoria: Government Printer.

1986. *General, examination and certification requirements for national instructional programmes at technical colleges.* SANEP - 190. Pretoria: The Department.

1988. *The structure and operation of the South African education System.* Report: NATED 02-170 (88/04). Pretoria: The Department.

1990a. *Education Realities in South Africa 1990.* Report: NATED 02-300 (91/06). Pretoria: The Department.

1990b *Annual Report 1990.* Pretoria: The Department.

1991a. *Education Renewal Strategy: Discussion Document.* June. Pretoria: University of South Africa.

1991b. *Formal technical college instructional programmes in the RSA.* Report: NATED 02-191(91/01) 1991. Pretoria: The Department.

1991c. *Preliminary Education Statistics for 1990.* Report: NATED 02-214(91/08). Pretoria: The Department.

1992. *Education in the RSA 1989.* Report: NATED 02-215 (92/01). Pretoria: The Department.

Department of Planning, Provincial Affairs and National Housing. 1990. *Annual Report 1990.* Pretoria: Government Printer.

Department of Statistics. 1988. *South African statistics.* Pretoria: Government Printer.

Development Bank of Southern Africa. 1989. *Development information: Region G.* Compiled by the Department of Information Generation. Midrand: The Bank.

1991 *Annual Report 1990/1991.* Midrand: The Bank.

De Villiers. J. 1981. *The Good Hope Plan for Southern Africa.* Publications Division of the South African Department of Foreign Affairs and Information. Pretoria: Government Printer.

De Vos, J. 1990. Rol van die streekdiensteraad. *Informa,* vol. 36(no. 11): 11.

Dewar, D. 1986 *Regional development and settlement policy.* London: Allen & Unwin.

Diejomoah, V.P. & Sheffield, J.R. 1972. *Non-formal education in African development.* New York: African-American Institute.

Dorfling, P. 1991. The integrated system that's transforming Volkskas. *Profile,* No. 5 (third term). Pretoria: National Productivity Institute.

Dostal, E & Vergnani, T. 1984 *Future perspectives on South African education.* Paper no. 4. Business Series. Social Environment. Stellenbosch: University of Stellenbosch.

Dreyer, H. 1974. A structure - analysis of educational planning. Unpublished M.Ed. dissertation. Pretoria: University of Pretoria.

1976. A systems approach to educational design. Unpublished D.Ed. thesis. Pretoria: University of Pretoria.

Dunn-Rankin, P. & Beil, D. 1990. A primer for workplace literacy program. *Training and Development Journal* , vol. 44 (no.5): 45-48.

Du Pisani, T., Plekker, S.J., Dennis, C.R. & Strauss, J.P. 1990. *Education and manpower development.* Bloemfontein: University of the Orange Free State.

Du Pisanie, J.A. 1980. *Streekekonomiese beleid in die RSA.* Pretoria: Buro vir Ekonomiese Politiek en Analise,

Universiteit van Pretoria.

Du Plessis, A., Du Pisani, T. & Plekker, S. 1989. *Education and manpower development 1989*. Bloemfontein: University of the Orange Free State.

Du Toit, E. 1988. 'n Wetenskaplik-Verantwoorde kanaliserings-meganisme vir nie-formele onderwys. Ongepubliseerde Ph.D. Pretoria: Universiteit van Pretoria.

Duvenhage, J. 1988. *Personeelopleiding en -ontwikkeling in tegniese indiensopleidingskolleges in die RSA*. Ongepubliseerde M.Ed. November 1988. Pretoria: Universiteit van Pretoria.

Engelbrecht, S.W.B., Yssel, J.C., Griessel, G.A.J. & Verster, T.L. 1981. *Education I*. Goodwood: Via Afrika.

Eksteen, F.R. 1984. The role of technical colleges in non-formal education in *Non-formal education,* paper read at SAAAE Congress. January 1984, Bloemfontein: University of the Orange Free State.

1988. Indiensopleiding Quo Vadis in *Perspektiew op indiensopleiding vol.1*. Referaat gelewer by Nasionale simposuim: Indiensopleiding - 'n funksie van die Departement van Mannekrag. Pretoria: Universitiet van Suid-Afrika.

Electricity Supply Commission (ESKOM). 1990. *Annual Report 1990*. Midrand: The Commission.

1991. Management development memorandum. Unpublished document. Midrand: The Commission.

Undated. Brochure: *Streamlined apprentice training for the future*. Midrand: The Commission.

Espach, J.B. 1985. *Taak van die Universiteit.* Ongepubliseerde D.Ed. tesis. Potchefstroom: Universiteit van Potchefstroom.

Evans, D.R. 1981. *The planning of non-formal education.* Paris: Unesco.

EVENING POST, THE. 1985. *RSCs: how they will function,* by D. van Zyl. 17 September 1985: 8: Johannesburg.

Fagerlind, I. & Saha, L.J. 1983. *Education and national development: a comparative perspective.* Oxford: Pergamon.

Faure, A.M. 1979. Provinsiale Owerhede in *Die Politieke Stelsel van Suid-Afrika* onder redaksie van C.F. Niewoudt, G.C. Olivier, en M. Hough. Pretoria: Academica.

Feketa, T.D. 1989. The early school-learner phenomenon and non-formal education projects for out-of-school youth such as INTSIKA YESIZWE IN CISKEI. Unpublished D-Ed. thesis. Bloemfontein: University of the Orange Free State.

Fenton, P.C. 1989. Staff Paper: *Motivation for the establishment of a directorate of education in the South African Defence Force.* August 1989. Cape Town.

First National Bank of SA Ltd. 1990a. *Annual Review to Staff 1990.* Johannesburg: The Bank.

1990b. *Annual Report and Financial Statements 1990.* Johannesburg: the Bank.

Fourie, J.J. 1978. *Adult education, literacy campaigns and relevant education adaptation for community development in Africa.* Bloemfontein: Research unit for education system planning University of the Orange Free State.

Fourie, P.C. 1984. Die Nasionale Streekontwikkelings

strategie. *SAIPA: Journal of public administration,* vol. 19: 13-26.

1987. Invloed van Streekdiensterade op die werksaamhede van deelnemende plaaslike owerhede - 'n voorlopige beskouing. *The South African Treasurer,* vol. 59 (no. 4): 50-55.

FSA Management Consultants. 1991. *Annual training bulletin 1991.* Johannesburg.

Garbers, J.G. 1984. Op soek na riglyne vir beheermaatreëls by die implementering van nie-formele onderwys in die stelsel van onderwysvoorsiening in *Nie-formele onderwys* onder redaksie A.L. van Behr. Refaat gelewer by die SAVBO Kongres, Januarie 1984. Bloemfontein: Universiteit van die Oranje Vrystaat.

Gerber, P.D. & Alberts, N. 1984 *Manpower research.* Pretoria: HAUM.

Geyser, J.G. 1989. *Die noodsaaklikheid van onderwysbestuursopleiding as toerusting vir effektiewe bestuur in die bestuurshiërargie van 'n technikon.* Pretoria: Universiteit van Pretoria.

Gilbert, A. & Gugler, J. 1982. *Cities, poverty, and development.* New York: Oxford University Press.

Gilbert, A.J. & Mclachlan, M.H. 1988. NGOs: The third force, in *Prodder's Development Annual,* edited by R.J.W. van der Kooy. Roodepoort: Transo.

Gizard, X. & Bernard, M. 1984. *Regional development and vocational training: analysis and discussion of the relationship development - vocational training.* Inter-Regional Forum. October 1984. Berlin Council of the European Communities.

Goldsworthy, D. 1986. Private sector to assist in meeting training needs. *Human Resource*

Management, vol. 2 (no.3): 10-11.

Goody, J.S. 1987. The place, role and tasks of technikons in South African education. *Educare*, vol 16.1: 85-92.

Haasbroek, G.D. 1988. Effektiewe opleiding binne die nuwe opleidingsbedeling. *Fokus 2000*, Jaargang 16: 394-404. Potchefstroom: Potchefstroom Universiteit vir Christelike Hoër Onderwys.

1990. Training boards must become the leaders in their field. *Human Resource Management*, vol 6 (no. 9, September): 20-23. Johannesburg: Havenga and Associates.

Haasbroek, J. & De Clerk, N. 1990. Die toepaslikheid van die beginsels van Strategiese Bestuur in die openbare sektor. *Instituut vir Personeel Bestuur Joernaal*, vol 9 (no. 3, Oktober):

Hanisch, T. 1979. Regional and local decentralisation of decision-making in educational policies in Norway. *Technical Report No. 10*. Paris: Organisation for Economic Co-ordination and Development.

Harbison, F.H. 1974. Human resources and nonformal education in *New Strategies for Educational Development* edited by C.H. Brembeck and T.J Thompson. Massachusetts: Lexington.

Hardin, E. 1973. Economic evaluations of nonformal education in *New Strategies for Educational Development*, edited by C.S. Brembeck & T.J. Thompson. Toronto: Lexington.

Hartshorne, K.B. 1982. The aims and purposes of education in South Africa in *The De Lange Report: Assessment and implementation: The future of education in S.A.*, edited by R. Turner. The National Education Conference. Johannesburg:

University of the Witwatersrand.

Havenga, R.R. 1990. SA to maximise manpower potential for future challenges. *Human Resource Management*, vol. 6 (no.7): 36.

Heese, D.C.F. 1988 Onderwystelselbestuur: 'n verkennende studie. Ongepubliseerd D.Ed.-proefskrif. Pretoria: Universiteit van Suid-Afrika.

Hofmeyr, J. & Moulder, J. 1988. Towards scenarios for South African education: trying to find the rules of the game. *South African Journal of Higher Education*, vol. 2 (no.1): 9-12.

Hofmeyr, J. & Swart, T. 1984. *Education report*. Johannesburg: The Urban Foundation.

Holden, P. 1990. Regional development policy: a critical evaluation. *The South African Journal of Economics*, vol. 58 (no. 2): 223-231.

Human Sciences Research Council (HSRC)/Raad vir Geestes-wetenskaplike Navorsing (RGN). 1981a. *Report of the main committee of* the HSRC investigation into education: Provision of education in the RSA. Pretoria.

1981b. Report of the work committee No. 2. *Educational principles and policies of the HSRC Investigation into education: principles for the provision of education in the RSA*. Pretoria.

1981c. Report of the work committee No. 3. *Educational Management of the HSRC in investigation into education*. Pretoria: The Council.

1981d. *Demografie, onderwys en manne-*krag.. Verslag no. 11. Pretoria: The Council.

1981e. *Tegniese en beroepsonderwys: onderrig van natuurwetenskappe, wiskunde en tegniese vakke*. Verslag no. 12T. Pretoria: Die Raad.

1985. *The NTB/HSRC Investigation into the training of artisans in the RSA*. Pretoria: The Council.

1988. *Akkreditering in die RSA* Onderwysnavorsingsprogram, no. 12. Pretoria: Die Raad.

1989a. *Onderwys aan leerlinge binne nie-formele onderwysverband*. RGN Onderwysnavorsingsprogram, no. 11. Pretoria: Die Raad.

1989b. *The NTB/HSRC Investigation into skills training in the RSA*. Pretoria: The Council.

1991. *Die NOR/RGN-ondersoek na 'n nasionale opleidingstrategie vir die RSA*. Pretoria: Die Raad.

Infoplan. Undated. Information Training Brochure. Unpublished document. Pretoria: Infoplan.

International Encyclopedia of Education, The. 1985. *Nonformal Education*, vol. 6: 3536-3559. Oxford: Pergamon.

Institute of Personnel Management. 1991. *Training Course Directory*. Johannesburg.

Iscor. 1990. *Annual Report 1990*. Pretoria.

1991. Prospectus for continuation training for technical personnel. Unpublished document. Pretoria.

1992. Prospectus for Management Training. Unpublished document. Pretoria.

Jacobs, D.J.J. 1982. 'n Nasionale beplanningsmodel vir na-sekêndere onderswys. Ongepubliseerde D.Ed.-proefskrif. Johannesburg: Randse Afrikaanse Universiteit.

Jacobs, D.J. 1984. The role of post-school and tertiary educational institutions in non-formal education in South Africa in *Non-formal education*, edited by A.L. Behr. Paper read at

r

SAAAE Congress. Bloemfontein: University of the Orange Free State.

Jacobson, E.S. 1988. Die bestuurstaak van die hoof van die buro vir onderrigontwikkeling aan 'n technikon. Ungepubliseerde D.Ed.-proefskrif. Pretoria: Universiteit van Suid-Afrika.

Johnson, W.L. 1984. Using a systems approach in education. *Education*, vol. 105: 135-138.

Johnstone, J.N. 1981. *Indicators of education systems*. Paris: UNESCO.

Kamper, G.D. 1988. Trends in community education and their relevance to the provision of community education in South Africa. *Research Perspectives on education*. Pretoria: Human Sciences Research Council.

Karodia. 1986. Non-formal education for Blacks in the Durban area. Unpublished M-Ed. dissertation. Pretoria: University of South Africa.

Kaufman, R.A. 1972. *Educational systems planning*. Englewood Cliffs, NJ: Prentice-Hall.

King, J. 1967. *Planning non-formal education in Tanzania*. Paris: UNESCO.

Kok, P.C. 1983 Metropolitanization in South Africa: trends and interventions. *SAIPA*, vol. 18(June): 56-63).

Kotze, D.A. 1984 (ed.) *Development policies and approaches in Southern Africa*. Pretoria: Academica.

Kotzé, D.A., Charton, N.C.J. & Jeppe, W.J.O. 1985. *Balanced development in South Africa*. Pretoria: Human Sciences Research Council.

Kotze, H. 1990. Economic, social and cultural welfare inextricably linked to literacy. *Human Resource Management*, vol. 6 (no.8): 19-23.

Kroon, J. 1986. Bestuur en bestuurders in *Algemene Bestuur* onder redaksie van J. Kroon. Pretoria: HAUM.

Krüger, C.J.H. & Vermaak D. 1986. *Non-formal education in the developing states in the South African context: non-formal education in Ciskei: Part II.* Research Unit for Education Planning. Bloemfontein: University of the Free State.

Kruger, M. 1988. Die werklike probleme in Swart Onderwys. *Fokus 2000.* Jaargang 16: 384-393.

La Belle, T.J. 1976. *Nonformal education and social change in Latin America.* Los Angeles: Univesity College.

1982. Formal, non-formal and informal education: a holistic perspective in lifelong learning. *International Review of Education,* vol. 28 (no. 2): 159-175.

1986. *Nonformal education in Latin America and the Caribbean: stability, reform or revolution.* New York: Praeger.

Lee, R.H. 1983a. Non-formal education - a compelling necessity. *ENERGOS.* Braamfontein: Aviation.

(ed.) 1983b. Design study for the provision of non-formal education in South Africa (unpublished draft report). Johannesburg: The Urban Foundation.

Leistner, G.M. & Breytenbach, W.J. 1975. *The Black Worker of South Africa.* Pretoria: Aurora.

Leon, T. 1987. Regional Services Councils. *Business Man's Law,* vol. 16 (no. 6): 176-177.

Lessing, B.C. 1985. *The management of training: an interdisciplinary approach to the development of adult learners in the work situation.* Johannesburg:

Rand Afrikaans University.

Levitz, E. 1989. Bestuurders opgelei vir môre. *Publico*, vol. 9:3: 18-19.

1990. What is the Public Service? *Publico*, vol. 10:2: 8-9.

Local Government Training Board. 1987. *Annual Report 1987*. Pretoria: The Board.

1988. *Annual Report 1988*. Pretoria: The Board.

Lourens, J.J. 1982. 'n Evaluering van Streeksgroei-teoriee? *Tydskrif vir studies in ekonomie en ekonometrie*, vol. 13: 37-45.

Manpower Training Act (56 of 1981). 1981. *Statutes of the Republic of South Africa - Labour*. Pretoria: Government Printer.

Manpower Training Amendment Act (39 of 1990) *Government Gazette*, vol. 299 (no. 12474). Pretoria: Government Printer.

Marais, A. de K. 1991. Manpower training in agriculture in *Manpower Development for the New South Africa: national symposium*, vol. 1. October. Pretoria: National Training Board.

Marcum. K.A. 1982. *Education, race, and social change in South Africa*. Los Angeles: University of California Press.

Marx, A. & Beukes, J.H. 1987. *Die indiensopleiding van leerlingtegnici deur werkgewers in die PWV-gebied*. Pretoria: Raad vir Geesteswetenskaplike Navorsing.

Mbakile, E.P.R. 1979. Motivation in non-formal education. *Indian Journal of Adult Education*, vol. 40 (no. 7): 9-18.

Meintjes, C.J. & Spangenberg, J.P. 1988. A statistical picture in *Prodder's Development Annual*, p.p. 78-84, edited by R.J.W. van der Kooy. Pretoria: Human Sciences Research Council.

Miklos, E., Bourgette, P. & Cowley, S. 1972 — *Perspectives on educational planning*. Pretoria: Human Resources Council.

Moll, T.C. 1986. — *An overview of the sources of labour and employment statistics for regional planning*. Pretoria: Human Sciences Research Council.

Moolman, M. 1990 — *From town to township: Regional Services Councils Assessed*. Johannesburg: South African Institute of Race Relations.

Morphet, A.R. & Millar, C.J. 1981. — *Continuing education throughout adulthood*. Cape Town: University of Cape Town.

Mncwabe, M.P. 1990. — *Separate and equal education*. Durban: Butterworths.

NASIONALIS, DIE. 1985. — *Sò lyk die regering op the tweede vlak*. Personeelverslaggewer. 3 Junie 1985: 2. Pretoria.

Nasser, E. 1989. — Strategies for economic freedom and growth in the '90's. *Wealth Creation in South Africa*. School for Business Leadership: Pretoria.

Natal Education Department. 1986. — *Teacher's education for the 21st Century*. Pietermaritzburg: The Department.

NATED 02-118 (88/07). 1988. — *A philosophy for technikon education*. Pretoria: Department of National Education.

02-170 (88/04). 1988. — *The structure and operation of the South African education system*. Pretoria: Department of National Education.

02-191 (91/01). 1991. — *Formal technical college instructional programmes in the RSA*. Pretoria: Department of National Education.

National Manpower Commission (NMC). 1986. — *The training and development of managers in the RSA, 1983/84 - a factual survey*. Pretoria: Govern-

ment Printer.

1987. *Annual Report, 1987*. Pretoria: Government Printer.

1988. *Annual Report, 1988*. Pretoria: Government Printer.

1989. *Annual Report: 1989*. Pretoria: Government Printer.

1990. *Annual Report: 1990*. Pretoria: Government Printer.

Undated. *The functioning of the NMC*. Pretoria: Government Printer.

National Productivity Institute (NPI). 1988. *Training Course Directory No. 7*. Pretoria: The Institute.

1990. *Productivity Focus*. Pretoria: The Institute.

Undated. *Productivity Means more for all*. Pretoria: The Institute.

National Training Board. 1985. *Guidelines for Regional Training Committees*. Pretoria: Department of Manpower.

1986a. *Guidelines for the accreditation of training*. Pretoria: Government Printer.

1986b. *Devolution of training: establishment of additional private sector industry training boards*. Pretoria: Government Printer.

1986c. *Implementation of a cash grant system instead of tax concessions*. Pretoria: Government Printer.

1987a. *Guidelines for the introduction of modular training for apprentices*. Pretoria: Government Printer.

1987b. Papers read at a meeting to report progress on The Cash Grant System, Industry Training Boards Accreditation and The White Pater on Artisan Training. May/June 1987.

Pretoria: Government Printer.

1988a. Papers Read at meetings to promote and co-ordinate training of manpower. May/June 1988. Pretoria: Government Printer.

1988b. Riglyne vir die implimentering van bevoegdheidsgerite modulêre opleiding: *'n Handleiding vir opleiers*. Pretoria: Staatsdrukker.

1989. *Annual Report 1989*. Pretoria: Government Printer.

1990a. *Guidelines for manpower planning and development planning*. Pretoria: Government Printer.

1990b. *Annual Report 1990*. Pretoria: Government Printer.

1990c. *Die veranderende rol van bestuur oor die volgende dekade - 'n kritiese beskouing*. Pretoria: Departement van Mannekrag.

National Training Board/ Human Sciences Research Council (NTB/HSRC). 1991. *Investigation into a national training strategy for the RSA: executive summary*. Pretoria: Human Sciences Research Council.

Naudé, S.C.M. 1980. A co-ordinated system of post-school education in the RSA. *Education and Culture*, vol. 3 (no. 1): 4-10.

Nedbank Ltd. Undated. *Mission Statement and guide to training courses*. Training Manual. Johannesburg: The Bank.

Neser, J.J. 1989. *Penetensiêre penelogie: perspektief en praktyk*. Johannesburg: Lexicon.

Niehoff and Wilder. 1974. *Non-formal education in Ethiopia*. Michigan: Michigan State University.

Niemand, P.J.S. 1986. Opleiers self op skoolbanke. *Publico*, vol. 6:6: 10-11.

1988. Opleiding betree 'n nuwe era. *Publico*, vol. 8:3: 30-31.

Niemandt, D. 1987. Die AHI steun Streekdiensterade: Waarom? *Finansies en Tegniek*, vol. 39/19: 46.

Niewenhuis, F.J. 1989. Verslag van oorsese studiereis rakende onderwysontwikkeling in Derdewêreldlande met spesifieke verwysing na die rol van loopbaan-gerigte onderwys in onderwys-ontwikkeling in Afrika. Pretoria: Raad vir Geesteswetenskaplike Navorsing.

NUCOR. 1985. *Information brochure* compiled by the Section Public Relation of the Nucleur Development Corporation of South Africa. Pretoria.

O'Hear, A. 1981. *Education, society and human nature: an introduction to the philosophy of education*. London: Routledge & Kegan.

Orbach, E. 1990. Towards a comprehensive strategy for educational strategy in *Education Planning for a winning nation*, edited by M. Thurlow. Kwazulu: Department of Education and Culture.

Organisation for Economic Co-operation and Development. 1979. *Education and regional development General Report vol. 1.* Paris: The Organisation.

PATRIOT. 1991. *SRD'e faal, sê Kaapse boereleier.* Personeelverslaggewer. 26 Julie 1991: 4. Pretoria.

Page, D. 1981. *Die teorie en toepassing van streeksbeplanning*. Pretoria: Academica.

Patel, R. 1984. *Education activities in developing countries: a discussion of types of education, education in relation to culture and a suggested model for analysis*. Linköping: Linköping University.

P.E. Corporate Services. 1991. *Training Manual, 1991.* Johannesburg.

Pelser, F.J.F. 1988. 'n Voorgestelde ontwerpmodel vir die voortgesette opleiding van onderwysers in diens van die Departement van Onderwys en Opleiding. Ongepubliseerde D.Ed.-proefskrif. Pretoria: Universiteit van Suid-Afrika.

1988. Guidelines for the formation of objectives and the selection of learning contents for basic education in the RSA. *Research perspectives on education.* Pretoria: Human Sciences Research Council.

Postmaster General. 1990. *Annual Report, 1990.* Pretoria: The Postmaster.

President's Council. 1984. *Report of the science committee on informal and non-formal education in South Africa.* Cape Town: Government Printer.

1989. *Report of the committee for economic affairs on a strategy and action plan to improve productivity in the RSA.* Cape Town: Government Printer.

PRETORIA NEWS, THE. 1990a. *Splitting at the seams by 2000.* I. Bojé. 4 July 1990: 13. Pretoria.

1990b. *S.A. short of skilled workers.* Staff reporter. 17 October 1990: 2. Pretoria.

1991a. *SA education system BAD - US Expert.* Staff reporter. 25 March 1991: 3. Pretoria.

1991b. *Education: new plan welcomed - and criticised.* Political staff reporter. 3 June 1991: 3. Pretoria.

1991c. *The new ministry: is it part of a federal plan?* P. Fabricius. 12 December 1991: 20. Pretoria.

Prinsloo, M.W. 1984. Die nuwe plaaslike bestuurstelsel vir swartes. *Tydskrif vir die Suid Afrikaanse Reg*, no. 2: 171-185.

Prodder's Annual. 1989-90. *Development in Southern Africa: an assessment and directory*. Pretoria: Human Sciences Research Council.

Procter-Sims, R. (ed.) 1981. *Technical and vocational education in Southern Africa*. Stellenbosch: University of Stellenbosch.

Puttergill, C.H. 1990 Regional Services Councils during the 1980s: councillor attitudes in the Pretoria region. Unpublished MA dissertation. Pretoria: University of South Africa.

Rädel, F. & Reynders, H.J.J. 1974. *Inleiding tot die bedryfs-ekonomie*. 3de uitgawe. Pretoria: van Schaik.

RAPPORT: SAKE. 1991a. *Streek-nywerheidsontwikkeling*. J.J.de Bruin. 1 September 1991: 5. Pretoria.

RAPPORT. 1991b. *Private sektor by onderwys betrek*. Fanus Gouws. 16 June 1991. Pretoria.

Rautenbach, I.M. 1986. Plaaslike Owerhede - Quo Vadis? *S.A. Publiekreg*, vol. 1(i): 9-17.

Rautenbach, W.L. 1981. Re-examination of vocational and technical training and education in Southern Africa, in *Technical and Vocational Education in Southern Africa*, edited by R. Proctor-Sims. Johannesburg: University of Witwatersrand.

Regional Development and Regional Development Advisory Committees. 1991. *National regional development programme general overview*, vol. 1. June. Pretoria: Government Printer.

Regional Services Councils. *Annual Report* 1988. Pretoria:

1988a. The Council.

1988b. *Information brochure*. Pretoria: The Council.

1990. *Handbook*. Pretoria: The Council.

Undated. *Handbook*. Pretoria: The Council.

Regional Services Councils Act (no. 109 of 1985). *Government Gazette*, vol. 241. Cape Town: Government Printer.

Reynders, H.J.J. (ed.) 1987. *High-level and middle-level manpower in South Africa: recent developments*. Report 98/1987. National Manpower Commission. Pretoria: Government Printer.

Reynolds, A.M. 1986. Amptenare moet voorbly. *Publico*, vol 6:4: 14-15.

1987. *A new approach to management training in the South African Public Service*. Paper read at the IASIA Annual Conference. July 1987. Pretoria: Commission for Administration.

1988a. *Indiensopleiding in die Suid-Afrikaanse Staatsdiens*. Referaat by die Nasionale Simposium: Indiensopleiding - 'n funksie van die Departement van Mannekrag. Teikengroepe en onderwys- en opleidingsinrigtings. Pretoria: Staatsdrukker.

1988b. *Structured functional training*. Paper read at the Fifth Annual Conference of SAFROSAI. September 1988. Witkoppen.

Rogerson, C.M. 1988. Regional development policy in South Africa. *Regional Development Dialogue*: Special Issue, p. 228-255.

Ruperti, R.M. 1982. Notes on an education system. *Paidonomia*, vol. 10 (no. 2): 1-10.

Samuelson, P.A. 1970. *Economics*. 8th edition. New York: McGraw Hill.

SANEP-190. 1986. *General examination and certification requirements for national instructional programmes at technical colleges*. Pretoria: Department of National Education.

SANLAM. 1991. Internal document: *Training Planning*. 1991. Pretoria.

SAPSE Report - 120. 1983. *Determination of the probable numbers of new graduates in the different occupations in the Southern African constellation up to 2010*. Pretoria: Department of National Education.

Schoeman, S. 1981. Education and training in multicultural societies: the feedback from Africa. *Journal of Contemporary Africa Studies*, vol. 1 (no.1): 41-80.

Schoeman, S.J. 1989 Regional development: the challenges. *Small Business News*, vol. 11 (no. 1): 5-6.

Schoeman, J.H., Cloete, M. & Nicholson, C. 1985. The population development programme: a challenge for the future. *RSA 2000 Dialogue with the future*, vol. 7 (no. 2): 1-7.

Shah, A.B. & Bhan, S. 1980. *Non-formal education and the NAEP*. Delhi: Oxford University Press.

Sheppard, C.J. & Ellis, E.A. 1991. Designing and implementing a human resources development action plan: integrated suggestions from a national symposium organised by the National Training board in collabortation with interested parties. 2-4 October 1991. Pretoria: National Training Board.

Simkins, T. 1976. *Non-formal education and development*. Manchester: Manchester Monographs.

Simon, D. (ed.) 1990. *The question of regions in Third World regional development: a reappraisal*. London: Chapman.

Singh, R.P. & Shukla, N. 1979. *Non-formal education - an alternative to formal system*. New Delhi: Bahri.

Skorov, G. 1966. *Integration of education and economic planning in Tanzania*. Paris: UNESCO.

Smit, P., Booysen, J.J. & Cornelius, I. 1983. *Population distribution in the in the RSA, Transkei, Bophuthatswana, Venda and Ciskei: explanatory notes accompanying the 1980 population distribution map*. Pretoria: Human Sciences Research Council.

Solomon, A. 1976. *The Education System and its facilities*. Paper delivered at the seventh production seminar of the Manpower Development in South African Industry. Johannesburg: Witwatersrand University Press.

Solomon, D. 1983. What should a metropolitan government do? *Businessman's Law*, vol 12 (no. 7): 201-203.

1987. Regional Services Councils: the power dimension. *Businessman's Law*, vol. 16 (no. 6): 163-164.

1990. The Financing of Regional Policy: the Regional Services Councils. *The South African Journal of Economics*, vol. 58 (no. 2): 257-268.

South African Police (SAP). 1990a. *Annual Report 1990*. Pretoria: Government Printer.

South African Prisons Service. 1990b. *Annual Report: 1 July 1989 to 30 June 1990*. Pretoria: Government Printer.

South African Reserve Bank. (SARB). 1990. *Annual Economic Report 1990*. Pretoria.

1991. Why Training? in *Personnel Mirror*, vol. 80: 1-2. Pretoria:

The Bank.

South African Transport Services (SATS). 1990. *Annual Report 1990.* Johannesburg: Production House.

South African Transport Services Board. 1989. *Annual Report 1989.* Pretoria: Government Printer.

Srinivasan, L. 1977. *Perspectives on nonformal adult learning.* North Haven: van Dyck.

Staaiman, J. 1991. Training manual: Kentron. Pretoria: Kentron Training Division.

Stals, C. 1991. *Monetary Policy During the "Nineties".* Paper delivered at a conference arranged by the Bureau for Economic Research of the University of Stellenbosch. 11 November 1991. Stellenbosch: University of Stellenbosch.

STAR, THE. 1985. *All you ever wanted to know about the new government.* P. Honey. 6 June 1985: 17.

Steinberg, B. 1982. Policy and change in education systems - some implications for South Africa. *South African Journal of Education,* vol. 2 (no. 3): 123-128.

Steyn, I.N. 1987. Didaktiese perspektief op formele, nie-formele en informele onderrig- en leergeleenthede. *Fokus 2000.* Jaargang 15 November: 265-280.

Stock, A. 1980. *Adult education in the United Kingdom.* Paper presented at the National Institute of Adult Education. Norwich Norfolk: University of East Anglia.

Stone, H.J.S. 1982. *Onderwysbestuur in die lig van gemeenskaplike en diversiteit in die RSA.* Afrikaner Onderwys-kongres 18-20 Maart 1982. Potchefstroom: Universiteit vir Christelike Hoër Onderwys, Universiteit van Potchefstroom.

1984. *Nie-formele onderwys: die groot*

grys gebied. SAUBE Kongres, Januarie 1983. Bloemfontein: Universiteit van die Oranje-Vrystaat.

Strauss, C.B. 1990. Education in South Africa *Standard Bank Economic Review*. Economics Division. Johannesburg: Standard Bank.

Strydom, A.H. 1989. *'n Handleiding vir missie-formulering en -herformulering aan tersiêre onderwysinstellings met besondere verwysing na die Universiteit*. Bloemfontein: Universiteitsdrukkers Universitiet van die Oranje-Vrystaat.

Strydom, L. 1991. *Bestuur in the SA Polisie*. Handleiding. Pretoria: SAP.

Suchard, H. 1982. The decentralisation programme in South Africa. *South Africa International*, vol 13 (October): 112-120.

SUNDAY TRIBUNE. 1991. *Joint Services Boards*. Staff reporter. 23 June 1991.

SUNDAY TIMES, THE. 1991. *Community colleges can help SA's disadvantaged students*, by S. Zuma. 2 June 1991: 10.

Swanepoel, H. 1987. *Non-formal and functional distance education in Southern Africa*. Paper read at Distance education conference. May 1987. Pretoria: University of South Africa.

Terblanche, S.S. 1981. *An analysis of the macro manpower demand and supply situation (1977-1987) in the RSA: Aid to manpower planning at organizational level*. Pretoria: Human Sciences Research Council.

Terblanche, S.S., Jacobs, J.J. & Beukes, J.H. 1988. Structural changes in the labour force of South Africa, in *South African Perspectives on the future* edited by H.C. Marais. Pine Town: Owen Burgess.

Thomas, W.H. 1990 — Are we making progress? in *Prodder* edited by R.J.W. van der Kooy. Pretoria: DB Print.

Thornhill, C. 1990. — *Report and Recommendations of the investigating committee into a system of local government for South Africa*. Pretoria: Council for the co-ordination of local government affairs.

Training Board for Local Government Bodies. 1987. — *Annual Report 1987*. Pretoria: Department of Development Planning.

1991. — *Strategiese Beplanning*. Pretoria: Die Opleidingsraad.

Undated. — *Prospectus*. Pretoria: The Board.

Training Board for the Dairy Industry (TBDI). Undated(a). — *Policy and procedure document*. Pretoria: The Board.

Undated(b). — *Training - an introduction, Who? What? How?* Pretoria: Training Board for the Dairy Industry.

Undated(c). — *Steadily on the road* . Pretoria: Training Board for the Dairy Industry.

TRANSVALER, DIE. 1985. — *Streekdiensterade vir goedkoper diens*. Personeelverslaggewer. 14 June 1985: 5. Pretoria.

UNESCO. 1976. — *Educational development: some practical issues*. Occasional Paper no. 2. Paris: UNESCO.

1979. — *Non-formal education and education policy in Ghana and Senegal*. Paris: UNESCO.

United Building Society Holdings Limited. 1989. — *Annual Report 1989*. Johannesburg: UBS Holdings Limited.

Urban Foundation, The. 1987a — Jan Steyn, in *A leadership publication* edited by H. Murray. Cape Town: Churchill

Murray.

1987b. Political lessons, in *A leadership publication* edited by H. Murray. Cape Town: Churchill Murray.

1989. *Annual Review 1989*. Johannesburg: The Foundation.

Undated(a) *Report No. 3. Regional Development Reconsidered*. Johannesburg: Whitnall Simonsen.

Undated(b). *Report No. 4. Rural development: towards a new framework*. Johannesburg: Whitnall Simonsen.

VADERLAND, DIE. 1985. *Plaaslike liggame benoem lede*. Personeelverslaggewer. 10 Oktober 1985: 6. Pretoria.

Van der Lingen, B. 1991. Opleiding los dit op. *Publico*, vol. 11.2: 22-23.

Van der Merwe, J.W.A. 1986. *Die aard, rol en plek van Statutêre Wetenskaplike Rade in Suid-Afrika*. Komitee van Hoofde van Wetenskaplike Rade (KHWR). Pretoria: Raad vir Geesteswetenskaplike Navorsing.

Van der Merwe, P.J. 1988. *Indiensopleiding as funksie van die Departement van Mannekrag*. Referaat gelewer by die Nasionale Simposium. 5 Oktober 1988. Pretoria: Universiteit van Suid-Afrika.

Van der Stoep, F. 1984. *Non-formal education*. Pretoria: Codex.

Van der Walt, J. 1990. Redistribution of wealth needs a redistribution of skills. *Human Resource Management*, vol.6 (no. 6): 8-11.

Van Der Westhuizen, P.C. 1986. Onderwysbestuurstake in *Onderwysbestuur: Grondslae en Riglyne* onder redaksie van P.C. van der Westhuizen. Pretoria: HAUM.

Van Schalkwyk, O.J. 1984. Die moontlikhede en beperkinge van stelsels vir formele onderwys in 'n snelveranderende samelewing in *Nie-formele onderwys* onder redaksie van A.L. Behr. SAVBO Kongres. Bloemfontein: Universiteit van die Oranje-Vrystaat.

1988. *The education system: theory and practice.* 2nd Edition. Alkantrant: Alkanto.

Van Wyk, C. 1987. Beleidsbepaling as bestuurshandeling in onderwysbestuur. *Educare*, vol. 16:1: 51-58.

Van Wyk, L.A. 1983. Die noodsaaklikheid vir ontwikkelingsnavorsing in Suider-Afrika, in *Perspektief op ontwikkelingstudies in Suider-Afrika* onder redaksie van M.W. Prinsloo, J.C. Fick en J.A. Coetzee. Johannesburg: Randse Afrikaanse Universiteit.

Van Zyl, D. 1990. An overview and summary of the Second Carnegie Report in *Prodder's Annual*, edited by R.J.W. van der Kooy. Pretoria: Human Sciences Research Council.

Van Zyl, O.A.W. 1984. *Verslag en aanbevelings van die ondersoekkomitee na die afbaking van geografiese jurisdiksiegebiede van plaaslike owerhede, no. 2.* Pretoria: Raad vir koördineering van plaaslike owerheidsaangeleenthede.

Venter, B.G. 1991. *Conduct of Training TBDI.* Pretoria: The Board.

Vermaak, D. 1984. Nie-formele onderwys as aanvulling tot formele onderwys in 'n stelsel van onderwysvoorsiening *Nie-formele onderwys*, SAVBO Kongres. Bloemfontein: Universiteit van die Oranje-Vrystaat.

Volkskas Bank Ltd. 1990. Training brochure. Unpublished document. Johannesburg: The Bank.

1991. Training and development

department: interview. August 1991. Johannesburg: The Bank.

Wallis, J.L. & Truu, M.L. 1990. Regional development and government intervention in the provision of transport and electricity services. *The South African Journal of Economics*, vol. 58 (no. 2): 245-256.

White Paper: South African Police. 1990. *The organisation and functions of the South African Police*. Pretoria: Government Printer.

White Paper on the Provision of Education in the RSA. 1983. *The Provision of Education in the RSA*. Pretoria: Government Printer.

Wienand, G. 1991. Training boards and regional training centres as partners in manpower training, in *Manpower Development for the New South Africa*. National symposium, vol. 2. October. Pretoria: National Training Board.

Wiid, D.H. 1988. *Die toekomsrol van Technikons*. FAK Simposuim 21 Oktober 1988.

Wilcox, J. 1990. In practice: skills gap? What skills gap? in *Training and Development Journal*, vol. 44 (no. 9): 9-14.

Wilson, F. & Ramphelele, M. 1989. *Uprooting poverty: the South African challenge*. Cape Town: David Philip.

Zymelman, M. 1971. Labour, education and development in education in *National development*, edited by D. Adams. London: Routledge & Kegan.

--ooOoo--

INTERVIEWS

Kol. W.C. Bester	South African Defence Force, Northern Transvaal Command
Mr P.P. Broodryk	Chairman: Highveld Regional Services Council
Dr P. Coetzee	Centre for Policy Analysis: Development Bank of Southern Africa
Mr D.R. Davis	Chief Educationist: Department of National Education
Mr P. Delport	President (1991): Association of Regional Services Councils of South Africa; Chairman: Regional Services Council, Pretoria
Dr H. Dreyer	Assistent Chief Manager Training: Telkom
Mr L. Dreyer	Deputy Director: Regional Development; Ministry of Regional Development and Land Affairs
Kol. W.J. du Plessis	Lecturer South African Police: Management and Development Section, SAP.
Mr L. de Wet	Chief Executive Officer: Regional Services Council Central Witwatersrand
Maj. F.C. Eloff	Correctional Services: Head Functional Training
Maj J.D. Fourie	Chief: Education and Training Programme, Correctional Services
Mr H.A.B. Gezorke	Secretary: Eskom and Allied Industries Training Board
Mr A. Grimble	Executive Diretor: Hairdressing and Cosmetology Industry Training Board
Mr S.P. Grobler	Chief: Manpower Development, ISCOR
Dr G.D. Haasboek	Department of National Manpower
Mr C. Harebottle	Manager: Leadership Development: Eskom
Dr D.C.F. Heese	Chief Director: Teachers Training, Department of Education and Culture, House of Administration
Dr E.S. Jacobson	Senior Director: Personnel, Technikon

	Pretoria
Maj S.C.P. Jordaan	Development Training Officer: Correctional Services; Management
Mr M.G. Joubert	Chief Executive Officer: Highveld Regional Services Council
Dr G.D. Kamper	Institute for Educational Research Development, UNISA
Mr F.G. Konig	Chief Executive Officer: Regional Services Council Lowveld - Escarpment
Mr J.J. Liebenberg	Manager: Personnel Training and Development: South African Reserve Bank
Mrs K. Liebenberg	National Productivity Institute
Mr D.L. Light	Vice-Rector: College for Continuing Education, Department of Education and Training
Mr F.J. Louw	Head Educational System Official: Career Education Department of National Education
Dr G. Niebuhr	Chief Director: Pre-tersiary National Training Policy, program and systems Department of National Education
Mr D.C. Pieterse	Chief Executive Officer; Regional Services Council, Bloemfontein Area
Dr A.M. Reynolds	Director: Training Institute Commission for Administration
Mr W.R. Roberts	Secretary: Transnet Training Board
Mr A. Schutte	Official: Regional Services Council, Pretoria
Mr E. Sonnedecker	Training Director: Building Industries Training Board
Mr J. Staaiman	Training Manager: Kentron
Mr F. Steyn	Assistent Chief Manager Training: Amalgamagted Banks of South Africa Limited
Mr G.E. Swart	Chief Executive Officer: Regional Services Council East Rand
Prof C. Swanepoel	Institute for Educational Research

	Development, UNISA
Dr C. Thornhill	Deputy Director General: Planning Department of Planning, Provincial Affairs and National Housing
Mr J.J. van der Linde	Regional Services Council, Bloemfontein Area
Col C.A.J. van Rensburg	South African Defence Force, Head Quarters.
Dr C.F.W. Van Rensburg	Rector: College for Continuing Education, Department of Education and Training
Mr D. van Rooyen	Deputy Director: Committee for Artisans Training National Training Board
Mr P.J. van Staden	Head: Management Development; Atomic Energy Corporation
Mr D.F. van Tonder	Vice-President (1992): Association for Regional Services Council Chairman: Regional Services Council Bloem Area
Mr D.J.C. van Zyl	Chief Executive Officer: Bosveld Regional Services Council
Mr B.G. Venter	Training Manager: Training Board for the Dairy Industry
Mr R. Viljoen	Training Manager: City Council of Pretoria
Dr A.C.F. Zandvoort	Senior Manager: Organisation Development Transnet

FIRMS/PERSONS CONTACTED BUT NOT INTERVIEWED

Mr P. Dorfling	Consultant: National Productivty Institute
Mr D.C. Odendaal	Chairman: Regional Services Council East Free State
Mr K. Venter	Director: Training Board for Local Government Authorities
Mr Grundling	Director Personnel: Training Board Armscor
Mr F. Ingarfield	Training Director: Training Board Information Technology
Mr L. Mabandla	Official: African National Congress Education Desk

Mr Naude	Executive Director: Plastics Industry Training Board
Mr J. Potgieter	Education Administrator: Training Board Civil Engineering
Miss M. MacGregor	Secretary: Regional Training Committee (Northern Transvaal)

ANNEXURE A

The provisional factors of the modi of education.

THE PROVISIONAL FACTORS OF THE MODI OF EDUCATION			
PROGRAMMES	MODAL CHARACTERISTICS	INSTITUTIONS	EDUCATIONAL AND DEVELOPMENT DEPARTMENTS AND ORGANISATIONS
* University and technikon degree and diploma level courses * Technical Colleges certificate courses (Advanced skills programmes) * Secondary and primary education for children in day schools * Professional continuity education * Correspondence study * In-service training programmes (full-time)	The purpose is long-term and general. Credentially based with long cycle periods. It is future orientated and full-time. Contents: standardised with emphasis of curriculum on cognitive knowledge for large groups of learners. Literacy is essential where delivery is institution based. Standards are externally controlled by national bodies.	* University * University (Correspondence) * Technikons * Technikons (Correspondence) * Technical Colleges * Technical Institutions * Schools	* Department of National Education * Department of Education and Training * Administration: House of Assembly (Whites); House of Representatives (Coloureds); House of Delegates (Indians).
* Advanced in-service training programmes * Advanced Vocational skills programmes for adults * Re-training of apprentices * Non-national courses * Advanced life-skills programmes * Advanced in-service training programmes * Basic education and training adults * Primary and secondary education for adults (compensatory schooling) * University, Technikon and Technical College certificate courses for adults * Advanced In-service training programmes * Correspondence study Management * National Development Management Foundation Programmes --- * Literacy Programmes for adults * Life Skills programmes for adults * Vocational Skills programmes for adults - technical, vocational and managerial * In-service training programmes (part time) - technical, vocational and managerial * Basic education and training for adults * Apprentice Training (re-training) * Bridging education * Non-national Courses --- * Cultural education programmes * Civic education programmes * Family planning programmes * Health Care programmes * Literacy programmes * Numercy programmes * Domestic Worker Skills	The purpose is short-term and specific. Non-credential based with short cycle periods. It meets short term learning, skills and attitudes needs. Part-time with activities timed in a variety of ways. Output-centred and individualized with the curriculum based on practical needs of the environment of learners. Entry requirements are determined by the clientele. Environment based, community related, highly-structured non-formal education, moderately and loosely structured. A variety of resources and technologies are used for learner-centred resource-saving programmes. Self-governing controlled involving a variety of agencies.	* University * Night Schools * Technikons * Technical Colleges and Technical Institutions * Adult Education Centres * Private Correspondence Colleges * Vocational Schools (for profit) * Tutorial Services * Public In-service Training * Ad-hoc Industrial Schools * Group Training Centres * Private In-house Training Schemes * In-service Training Schemes * Private Colleges * Adult Education Centres * Private In-house training Schemes * Private Night Schools	* Various State departments including those in "Self Governing and independent states with responsibility for health, agriculture, social and correctional services * Private bodies and voluntary associations * Urban Foundation * SA Police; * Telcom and Postnet * Correctional Services * Transnet * Eskom * Iscor * Training Boards for Industries and Commerce * Department of Manpower * Dept. of Co-operation and Development * Institute for Training (Government) * Provincial Administrations * Local Government bodies * University Centres for in-house and continuiing Education * Department of Development Planning * Development Bank of Southern Africa * Department of National Health and Population Development * Industrial Development Corporation of S.A. * National Productivity Institute * SA Development Trust Corporation * Small Business Development Corporation
* Cultural Education programmes * Civic Education programmes * Family Plannig and Infant Care programmes * Health Care programmes * Numeracy programmes * Domestic Worker Skills	It reveals the same characteristics with regard to purpose, timing, content, delivery system and controls as non-formal education. It is however, always loosely structured in a life-long process. Knowledge skills and attitudes are organised from daily experiences and exposure to the environment.	* Television * Books and periodicals * Libraries * Museums * Adult Education Centres * Private Night Schools * Audio Tapes	* Department of Education and Training * Administration of Coloured Affaires * Commerce and Industry * Voluntary Associations * The South African Committee for Higher Education * Local Government Bodies * Department of Development Aid * South African Broadcasting Corporation * Human Sciences Research Council * Independent Development Trust

Source: Taken and adjusted from Morphet and Millar (1981: 32-36); Hartshorne (1982: 55); Raad vir Geesteswetenskaplike Navorsing: (1989a: 9-17); Raad vir Geesteswetenskaplike Navorsing (1988: 56-65); Simkins (1976: 13-15).

ANNEXURE B

Address list of Regional Services Councils.

ADDRESSES

TRANSVAAL

Bushveld RSC
Private Bag X1018
NYLSTROOM
0510

Highveld RSC
P O Box 2032
MIDDELBURG
1050

Lowveld-Escarpment RSC
P O Box 3333
NELSPRUIT
1200

North-Transvaal RSC
P O Box 4100
PIETERSBURG
0700

East-Rand RSC
Private Bag 1069
GERMISTON
1400

East Vaal RSC
P O Box 662
BETHAL
2310

Pretoria RSC
P O Box 6338
PRETORIA
0001

Rustenburg-Marco RSC
P O Box 1993
RUSTENBURG
0300

Central Witwatersrand RSC
P O Box 4160
JOHANNESBURG
2000

Vaal Triangle RSC
P O Box 471
VERENIGING
1930

West Rand RSC
Private Bag X033
RANDFONTEIN
1760

RSC Westvaal
Private Bag X5017
KLERKSDORP
2570

ORANGE FREE STATE

RSC Bloeam-area
P O Box 3667
BLOEMFONTEIN
9300

Gold Fields RSC
P O Box 2163
WELKOM
9460

North Free State RSC
P O Box 10
SASOLBURG
9570

East Free State RSC
P O Box 1158
BETHLEHEM
9700

CAPE PROVINCE

Algoa RSC
P O Box 318
PORT ELIZABETH
6000

Amatola RSC
P O Box 320
EAST LONDON
5200

Benede Orange River RSC
Private Bag X5875
UPPINGTON
8800

Upper Karoo RSC
P O Box 11
WORCESTER
6850

Diamond Field RSC
Private Bag X6088
KIMBERLEY
8300

Drakensberg RSC
Private Bag X102
BARKLY EAST
5580

Kalahari RSC
P O Box 1480
KURUMAN
8460

Kemdeboo RSC
P O Box 5
GRAAFF REINET
6280

Klein Karoo RSC
P O Box 127
OUTSHOORN
6620

Kuruman RSC
P O Box 37
KURUMAN
8480

Midland RSC
P O Box 148
CRADOCK
5880

Namakwaland RSC
P O Box 5
SPRINGBOK
8240

North West RSC
P O Box 99
CALVINIA
8190

Overberg RSC
Private Bag X22
BREDASDORP
7280

Central Karoo RSC
P O Box 56
BEAUFORT-WEST
6970

Stellaland RSC
P O Box 21
VRYBURG
8600

Stormberg RSC
P O Box 16
QUEENSTOWN
5320

South Cape RSC
P O Box 12
GEORGE
6530

West Cape RSC
P O Box 840
CAPE TOWN
8000

West Coast RSC
P O Box 242
MOORREESBURG
7310

Walvis Bay RSC
P O Box 10
WALVIS BAY
9190

ANNEXURE C

Questionnaire sent to all Regional Services Councils

in respect of the empirical research.

MOTIVATION

As the majority of the Regional Services Council officials correspond in Afrikaans, the questionnaire was accordingly submitted in that language. However, an English translation is provided for ease of reference.

P.O.Box 1492
ROOIHUISKRAAL
VERWOERDBURG
0154

DATE

The Chairman

Dear Sir

Opinion Poll regarding the utilisation of Regional Services Councils as co-ordinators of Non-Formal Education (NFE)

1 Purpose of the Questionnaire

Dynamic and creative thought is necessary to bridge problems faced by educational planners in today's development of the country. The researcher of the abovementioned poll is of the opinion that the unique functions, composition and infra-structure of Regional Services Councils (RSC's) can play an exceptionally important role in the co-ordination of non-formal education. With this questionnaire an attempt is made to test your opinion as well as to collect relevant information to determine the viability of such a step.

2 Confidentiality of information

You, as a chairman of one of the regional services councils, are being asked to complete the questionnaire. The answers supplied by you will be treated in absolute confidence and will only be used for research purposes. Neither your name nor that of your regional service council will be mentioned anywhere.

3 Request

You are, therefore, invited to take part in this opinion poll. Your co-operation may assist in establishing a new approach to the management of non-formal education and is, therefore, of vital importance.

4 Approval

The Association of Regional Services Councils has granted permission for the research work to be undertaken.

5 Instructions to respondents

5.1 Although it will take you only ten minutes to complete the questionnaire, you are kindly requested to study the questionnaire carefully and to think it through thoroughly before answering the questions.

5.2 Answer the questions by marking the applicable box with an X.

5.3 Non-formal education relates to the following type of training:

* in-service training
* literacy training
* community development.

Kindly use the enclosed envelope to return the completed questionnaire as soon as possible. You are welcome to contact me at telephone no. 012-6616589 in the event of your having any questions.

Thank you for your co-operation which is highly appreciated.

Yours truly

J.W.A. Soer

Question List no. [ ][ ] 1-2
Card 1 [ ][ ] 3-4

The questionnaire should be completed by the Chairman or the Chief Executive Officer.

Mark with an X where applicable.

Thank you for your co-operation.

SECTION A: TRAINING AS A FUNCTION OF A RSC

1 The last function of a RSC, as described in the Regional Services Councils Act, no 109 of 1985 is "other regional functions". (See Annexure A.) Are you of the opinion that the co-ordination of non-formal education could be classified as such an additional function of a RSC?

YES	NO	
1	2	5

2 In the event of the finances being of no consequence, and your staff complement is expanded, are you of the opinion that your RSC could cope with training (NFE) within your region?

YES	NO	
1	2	6

SECTION B: FAVOURABILITY FOR THE CO-ORDINATION OF TRAINING THROUGH A RSC: THE PRESENT

3 Do you think that your RSC is capable of co-ordinating training (NFE) within your region at present?

YES	NO	
1	2	7

4 In the event of your answer to question 3 being YES, kindly give an indication of your reasons from the following points. Any number of reasons may be marked.

4.1 * The centralised position of the RSC to cope with the management and administrative functions of the region [ ] 8

4.2 * The accessibility of the RSC for working with other training institutions in the region ☐ 9

4.3 * The accessibility in obtaining training and related information ☐ 10

4.4 * The particular functions, infrastructure and composition of the RSC lends itself to the training ☐ 11

4.5 Other: Specify:

* _____

_____

* _____

_____

5 If your answer to question 3 was NO, kindly indicate the reason out of one of the following. Any number of reasons may be indicated.

5.1 * The unfavourable positioning of the RSC to cope with the management and administrative functions of the region ☐ 12

5.2 * The inaccessibility of the RSC for working with training institutions in the region ☐ 13

5.3 * The inaccessibility to acquire training and other related information ☐ 14

5.4 * The functions, infrastructure and composition of the RSC do not lend themselves to training ☐ 15

5.5 Other: Specify:

* _____

_____

* _____

_____

6 Do you think that co-ordination of NFE within your region should be a function of a RSC?

YES	NO	
1	2	16

7 If your answer is YES to question 6, kindly indicate the reasons therefore. Any number of reasons may be marked.

7.1 * It gives the RSC more say in matters which effect the daily activities and business of the RSC in the region ☐ 17

7.2 * The functions of the RSC must be expanded over the years ☐ 18

7.3 * The personal interest of the employees of RSC in training will be stimulated ☐ 19

7.4 * Although it will involve more work, greater work satisfaction will be achieved ☐ 20

7.5 * There are no other training institutions within the region which co-ordinate non-formal education ☐ 21

7.6 Other: Specify:

* _____
_____

* _____
_____

8 If your answer is NO to question 6, kindly indicate your reasons therefore from the following. Any number of reasons may be marked.

8.1 * The SRC will have an overload of work which will fall outside of its normal work responsibilities ☐ 22

8.2 * The functions of the RSC have been determined already and should not be expanded on at all ☐ 23

8.3 * Employees of the RSC show no personal interest in training ☐ 24

8.4 * It would lead to extra work and hold no advantages

25

8.5 * Other training institutions in the region are already involved in the co-ordination of training

26

8.6 Other: Specify:

* _____

_____

* _____

_____

SECTION C: Co-ordination of non-formal education by a RSC with possible adjustments

9 Do you think that with the necessary adjustments, your RSC would be capable of co-ordinating training (NFE) within your region?

YES	NO	
1	2	27

10 If your answer is YES to Question 9, kindly indicate your reasons therefore. Any number of reasons may be marked.

10.1 * Co-operation with other training institutions can be accomplished

28

10.2 * The demarcation of work areas of other Government institutions may be altered

29

10.3 * The shortage of training expertise experienced by employees of RSC's can be overcome by means of short courses etc.

30

10.4 * More personnel can be employed

10.5 * Other financial resources can be acquired

10.6 * Improved time-management will make it possible to cope with an additional workload

10.7 Other: Specify:

* _____
_____

* _____
_____

11 If your answer is NO to question 9, kindly indicate your reasons therefore. Any number of reasons may be marked.

11.1 * Co-operation with other training institutions will not be possible

11.2 * Work areas of other State institutions are trespassed upon

11.3 * The lack of training expertise of employees will never be overcome by means of short courses

11.4 * More personnel cannot be employed

11.5 * No further financial sources will be obtainable

11.6 * It is not possible to utilise time better, so improved time management is not possible

11.7 Other: Specify:

* _____
_____

* _____
_____

SECTION D : LOCAL AUTHORITIES

12 Are there any local authorities in your region which are presently involved in the provision of training for their employees or communities?

YES	NO	
1	2	40

13 If your answer is YES, what type of training is provided?

* In-service training	41
* Literacy training	42
* Community development (e.g. civil defence, gardening)	43

* Other: Specify

* _____

* _____

SECTION E : LIAISON WITH OTHER INSTITUTIONS

14 Is there any kind of <u>informal liaison</u> between your RSC and any of the following institutions?

	YES	NO	
* Private Training Centres			44
* Group Training Centres			45
* Training Schemes			46
* Technical Colleges			47
* Technikons			48
* Universities			49
* Correspondence Colleges			50
* Commercial and Secretarial Colleges			51
* Church Organisations			52
* Theological Colleges			53
* Community and Welfare Organisations			54

Others: (to be specified)

* _____

* _____

15 Does purposeful co-operation exist between your RSC and any of the following institutions with regards to the provision of non-formal education within your region?

	YES	NO	
* Private Training Centres			55
* Group Training Centres			56
* Training Schemes			57
* Technical Colleges			58
* Technikons			59
* Universities			60
* Correspondence Colleges			61
* Commercial and Secretarial Colleges			62
* Church Organisations			63
* Theological Colleges			64
* Community and Welfare Organisations			65

Other: Please specify:

* _____

* _____

16 Does your RSC make use of computer facilities?

YES	NO	
1	2	66