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UNITED STATES GOVERNMENT

memorandum

PA-AAA-224

100 52126

DATE: June 8, 1982
REPLY TO: AFR/SA, John F. Hicks, Acting Director

SUBJECT: Report of the Fact-Finding Team on U.S. Assistance to Education Development for Disadvantaged South Africans

TO: SEE DISTRIBUTION

Attached for your information is the report of the fact-finding team on U.S. assistance to education development for disadvantaged South Africans. We request that you review it, with particular attention to Section IV, Program Areas of Assistance, pp. 41-63. The report has been submitted to the Assistant Administrator for Africa and the Assistant Secretary of State for Africa for their consideration; no decisions on the report's recommendations have been made to date.

We look forward to discussing it with you at a meeting to be scheduled soon. In the meantime, please call us if you have any questions.

Attachment: a/s

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A.I.D. Fact-Finding Team

SOUTH AFRICA EDUCATION REPORT

(November-December 1981)

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ATTACHMENTS:

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Executive Summary

A three-person USAID team spent seventeen days in South Africa in November-December 1981 looking into the possibility of U.S. assistance to education for black South Africans. The intent was to see whether U.S.-supported education programs could be a tangible manifestation of a policy of constructive engagement. Would U.S. assistance to education be acceptable to black South Africans; could it be helpful in advancing the individual education needs of the disadvantaged populations; and could programs be carried out by means which did not reinforce the apartheid system? The team met with over 175 people representing a broad spectrum of political and education views in South Africa today.

The team found that apartheid imposes a stifling rigidity on education and development. But at the same time there is considerable ferment in the re-examination of educational goals and programs for the black population by public and private communities in South Africa. This ferment is accompanied by persistent demands for changes in the educational system. Education is the sector in which all agree some social change is occurring and can be accelerated. It is generally recognized that education for the black population is inferior in quality and is deteriorating. Unless the South African Government makes greater investments in black education and commits itself to a

reform of the system, further economic growth will be impeded greatly and frustrated expectations for better education and employment will generate explosive demands. Education for the black population has immediate needs for more and better teachers, materials and schools. It should be more accessible and of higher quality. Counseling and bridging programs and numerous other quality improvement innovations must be initiated.

Without exception everyone interviewed said the U.S. should help with education programs for the black community. They had, however, strong opinions on the means by which assistance should be provided. Guided by these interviews, the team developed a set of guidelines and conditions for U.S. support to black South African education. In brief, the support would be provided through non-segregated private education programs and not through segregated South African Government institutions. It would facilitate change, not reinforce the existing inferior quality and separateness of black education. The emphasis would be on technical services and integrated program support. Professional educators in South Africa recommended help in virtually every aspect of education -- from pre-school to graduate study. Emphasis was placed on science, math, English, teacher education, and manpower training.

Expansion of four existing U.S. education programs and initiation of detailed planning on three new ones are recommended by the team at an FY 1982 cost of \$6.2 million, including \$4.0 million for scholarships. The programs recommended for expansion include: community education through Embassy Self-Help Funds; university

preparation through supplementing materials and training for the Joint Matriculation Board examination; the greatly expanded scholarship program for students chosen from within South Africa and expanded short-term exchange of people and ideas. New programs recommended for detailed planning include black teacher upgrading, management training, and bridging support for black students attending "open" universities.

Administration of the program will require the full time of designated staff in A.I.D./Washington, ICA/Washington, and Embassy/Pretoria. Management responsibilities are outlined in the last section of the report. It is recommended that field implementation be through private American organizations working with non-governmental institutions and individuals in South Africa under the overall guidance of an Education Program Coordinator working directly with the U.S. Ambassador. A.I.D./Washington would provide program policy oversight jointly with ICA/Washington and Africa Bureau, State Department. ICA in South Africa would have specific operational responsibilities. The administration of projects would be assigned either to the Embassy, ICA and A.I.D. depending on their specific program requirements.

Extensive attachments are included for decision making, reference and further analysis.

The team concludes that U.S. support for selected education programs for the black population can make important contributions to peaceful human and political development in southern Africa and should be undertaken in phased measure of involvement.

Introduction and Overview

This is the report of a three-person U.S. Agency for International Development team which spent seventeen days in South Africa in November-December 1981 exploring possible U.S. education assistance to black South Africans. The report is organized to restate the exploratory purpose of the trip and give the reader an overview of how the team approached the fact-finding mission. It reviews some of the principal factors which bear on the educational needs of the disadvantaged. The report discusses whether the U.S. should assist in meeting some of the needs, and if so, through what programs. Program recommendations are made and projects identified for implementation. The team was composed of two A.I.D. officials and a private consultant: W. Haven North, Deputy Assistant Administrator for Africa; Ted D. Morse, Director, Office for Southern African Affairs; and Dr. Patsy Baker Blackshear, education consultant. This trip was not made to conduct a technical analysis of South African education; it was a preliminary program planning mission and this report should be read from that perspective.

During the two-week visit in South Africa, the fact-finding team talked to 175 or so people representing the mainstream of education thinking. Discussions were held with people from the black, colored, Asian and white (English, Afrikaans), communities and with chancellors and faculty of universities, principals of

black primary schools, heads of teacher training schools and post secondary vocational schools, community action programs, private foundations, and the business community. These conversations and interviews point to several general conclusions about the environment for educational development and the education situation itself.

The implications of population growth rates both ethnic and urban and the growing recognition of the requirements for continued economic growth are having a dramatic impact on South African attitudes. They are causing a re-examination of earlier views and policies on education for the black (African, Asian and Colored) populations. It has been estimated that the African population itself will, in the next twenty years, grow from 19.5 million to 29 million; the white population from 4.6 million to only 5 million. In the urban areas, the white population will grow from 4.5 million to 4.8 million, while the African population will increase from 9 to 20 million.¹ One South African economist noted that 70% of the workforce is, at the present time, African and unskilled. By 1990, if economic growth is to be maintained, the black communities will have to provide 88% of the workforce with skilled manpower. There are, in brief, too few trained blacks to

1. In the thirty years between 1980 and 2010, the expected numbers of secondary school students in South Africa will jump from 1.5 million to 7.5 million. Equally important are where the changes will take place.

White students will decline from 430,000 to 360,000.

Indian students will stabilize at 92,000 to 103,000.

Colored students will double from 162,000 to 396,000.

African students will explode from 967,000 to 6,613,000.

fill the jobs of a modern growing economy. "The economy in 1980 is 18% white; by 2000 it will be 8% white. In the 1960s, 50% of the labor force was immigrant; this is no longer the solution. With a 4.8% growth rate, the vacuum (in skilled manpower) to be filled is tremendous."

This problem is acutely evident to the business community. Their self-interest and long term survival require larger proportions of skilled black employees at all levels.¹ There are thus extraordinary efforts by private industry to provide training programs for the black populations - both within their firms and in support of training generally. These programs are almost entirely focused on technical training however.

The South African economy's need for trained manpower coincides with individual and group rising expectations. Those deprived of most of their political rights are demanding their right to meaningful education. Education is seen by most blacks as a means to higher living standards (jobs-income-purchasing power), to self fulfillment and to political participation. Just as the economy has felt the need for trained black manpower, the black South Africans feel the need for education as an expression of individual worth and the means to a larger role in South African society.

1. Fundamental changes in the quality of education will be needed to do this. One half of the black schools for example do not teach physical sciences to the matric level. Thus out of 30,000 students who took the matric, only 1,700 took physical sciences as one of their subjects. Only 15-16% of the black students who take the matric examination pass it and many more do not even try.

Unfortunately as the need for education for black South Africans has grown, the quality of basic education for blacks has been deteriorating. There has been a downward spiral in the quality of education as the number of students have increased sharply and the quality of teaching declined.¹ Poorly taught students have become less and less competent teachers. It is evident in the teaching of science and math. It is particularly evident in the poor quality of English instruction, which has been complicated further by the insistence on ethnic languages in the early school years. As one educator put it "Teachers don't know the world for which they are preparing their students."

South Africa is now faced with the fundamental contradictions of an economy desperate for skilled personnel at all levels and an educational system for the black population - particularly the Africans - that for thirty years has consciously provided inferior educational opportunity.² Modern economic efficiency demands greater social mobility and integration in direct contradiction to the deeply rooted, highly compartmentalized political and institutional structure of the South African society. These conflicting features are causing extraordinary tensions but also movement toward improvements in educational opportunity for the black communities. This is evident chiefly in the new facilities being

1. African secondary school enrollment rose from 35,000 in 1955 to 210,000 in 1974 and jumped to 658,000 in 1979. Twenty percent of the black teachers have no certificate at all and most of the remaining have low qualifications.

2. In 1979 there were 17,000 university degrees conferred on white students and 1,100 on non-white students. The latter only had 61 science degrees and 13 engineering degrees. About half (518) of the non-white degrees were in the Arts and a little over 150 each in medicine and commerce.

built for black schools and in the intensive interest in training programs in private businesses.

Several factors constrain the pace of the improvements however. The most direct constraints are budget limitations and the shortage of teachers and education administrators.¹ The pre-occupation with basic industrial skills and technical training for the black populations, as essential as this training is, limits the attention given to management and leadership training and broad individual education.²

The lack of social mobility will continue to undermine the quality of education required in a society in transition. Inadequate attention to the development of black management competence in all segments of the economy, public and private, will only perpetuate the invidious second class stigma imposed on the black community. It will also deter the processes of peaceful change by excluding the black community from positions of leadership in commerce, industry, government and education critical to the future management of the South African economy and society.

Change in educational opportunity is however taking place.

One educator spoke of the de Lange Commission on Education in

1. The SAG would have to spend more than 30% of its annual budget on education to meet the equality norms set forth in the de Lange report.

2. In 1987, the RSA National Manpower Commission estimates that whites will still constitute 95% of management, based on current education trends. They called for a priority on black professional and technical education...Barely 10% of South Africa's 11 million workers have a standard 10 (grade 12) or higher qualification. Less than 2% of working blacks have this qualification.

South Africa as "a conservative group persuaded by the force of logic (regarding the) inconsistencies in the South African Government's philosophy and plans of economic integration, but institutional separation. The Commission is a step forward in identifying an Afrikaner group with fundamental change." According to one businessman, "there has been more change in the last five years than in the last twenty years; the political mindset is changing to an extent people in Government never expected." The fact remains that the apartheid system is deeply set in the South African society and the educational patterns and institutional structures are well established after three decades of a separate development policy.

Yet the fervor of the debate on education stimulated by the economic and social pressures suggests that new educational patterns are being shaped. These can alter over time the structures and philosophy of South African education. Within this context of needs, demand and change, there are opportunities for U.S. educational assistance to be helpful. Qualified black students are having increasing opportunities to enter quality higher educational institutions. Academic bridging and upgrading programs are thus of greater importance. Private businesses need both management and skilled manpower. Management and technical training programs are as a consequence becoming critical and urgent. Community self-help education programs in adult and pre-school training are of increasing priority. They are open for support. Clear definite requests for the U.S. to help were made by all those visited. The

team recommends a positive response but within carefully drawn guidelines.

I. Preparation Stage

A. Purpose of the Trip, Underlying U.S. Objectives

The detailed purpose of this fact-finding trip is set forth in Attachment A, Terms of Reference. In brief, the purpose was to explore the educational needs of legally disadvantaged South Africans, possibilities for external assistance, and identification of types of assistance which the U.S. might provide. Legally disadvantaged is interpreted to mean any South African who is legally restricted from freely pursuing a quality education at the institution of his choice.

On August 31, 1981, AID/AFR/SA circulated a staff-level discussion paper and a draft decision memo on "Training of Educationally Disadvantaged South Africans." This eighteen-page discussion paper focused entirely on the anticipated out-of-country scholarship program and called for policy resolution and a fact-finding team to develop a Project Identification Document (PID). The draft decision memorandum sought guidance on three policy issues. After constructive comments were received in several working meetings, the Terms of Reference (TOR) for the PID team were sent to State and USICA on October 2 (recommending cabling the TORs to Cape Town on October 6). In the covering memorandum, four assumptions

were made, in the absence of decisions during the preceding month. We would:

- (1) Inform the South African Government (SAG) about the mission, but not seek SAG approval;
- (2) Focus on both out-of-country scholarships and in-country training;
- (3) Exclude consideration of refugee training by this team;
- (4) Assess scholarship selection process beyond the South African Education Program/Educational Opportunity Committee (SAEP/EOC).

In late November, the trip was approved and TORs incorporating the above four assumptions were dispatched for field approval. In accordance with decisions taken just prior to the team's departure, key Congressional, private U.S. "Africanists," and the South African Government Ambassador were informally advised that the study was planned.

A private study on higher education for blacks in South Africa had been conducted during September 1981, under the auspices of the United States-South Africa Leadership Exchange Program (US/SALEP). Georgetown University Center for Strategic and International Studies and State/INR were sponsoring an off-the-record conference in mid-December to discuss their findings. It

was agreed that the A.I.D. visit would be completed in time to allow an informed U.S. Government perspective in that meeting.

During the course of staff preparation, several motivations for the trip and assistance surfaced:

- Manifest U.S. constructive engagement with RSA;
- Demonstrate support to South African blacks who could lead the evolutionary change process;
- Identify the U.S. with black South African education aspirations and with their desire for change in apartheid; help get better jobs, incomes, achieve higher living standards;
- Reinforce private business interests in promoting social change;
- Train black South African manpower at all levels needed for continued economic growth.

B. Approach of the Team

The team maintained a posture of listening and learning. It was made clear that the U.S. Government wanted to know if there was South African interest in U.S. help for South African education, and if so, under what conditions. Each meeting was started with this premise and with a clear statement that no final policy decision had been taken on this topic within the U.S. Government. The team stressed its A.I.D. origins, and interest in African development, but made clear that it did not intend on the trip to select projects nor to reach agreement on individual grants. Every effort

was made to inform those contacted that they should not expect any formal reply to their numerous requests and recommendations for aid. Despite this posture of declaiming, a wide range of possible education activity was proposed by those interviewed. These are listed in Attachment B for historical reference and to demonstrate the diversity of interest.

A note on profile and public relations is necessary to record the approach taken by the team and the state of public awareness in RSA. While there was no attempt to keep the fact-finding trip a secret, it was agreed that the team should keep a low profile. A public statement was prepared (Attachment C) to guide responses of U.S. officials. As it turned out, there was more press coverage than had been anticipated. Reference to the fact-finding mission was included in the November 30 speech of a U.S. Ambassador at the United Nations, Ambassador Adelman. This was joined by a statement out of Washington. These were the primary sources of articles in the South Africa press. There were several requests from local media for interviews with the team, but these were declined. The team perceived a need to reassure both the SAG and the U.S. and South African public that there is no hidden agenda for any educational program. This is important because of black suspicion that there may be a close U.S.G. relationship with the

SAG which would work against their interests. We found these fears expressed immediately after the press reports. Future programming will need to be sensitive to this position. Given the media exposure, there is a higher degree of public expectation for some U.S. educational program than there would have been without this coverage.

C. Organization of Meetings

At the request of the Embassy, the team started its meetings in the Cape Town area after an entry exchange with members of the Country Team. The team then visited Durban, Kwazulu, Johannesburg, and ended its trip in Pretoria. The team did not visit the Port Elizabeth-East London area in order to avoid the misinterpretations which might result from having U.S. Government officials in the area at the time that Ciskie was declared an independent homeland. Likewise, the team did not visit other so-called independent homelands. There remains an important policy decision regarding how any U.S. education assistance might or might not relate to the independent homelands (See Section III).

Every attempt was made to contact and survey representatives of the broadest possible opinion. The Embassy and USICA staffs did an excellent job in arranging over eighty meetings with over 175 people in seventeen days. Earlier fears that large number of educators would be unavailable due to the end-of-year school break (December-January) did not materialize; only four people were unavailable, and two of these we later saw in the U.S. While there are undoubtedly opinion makers at the outer fringes of the political spectrum which we could not reach, we believe our findings are

representative of the dominant views held in the Republic of South Africa (RSA) today. We would have liked to get a sampling of student-opinions, homeland views, industrial-vocational views, especially in the East London-Port Elizabeth area, and contacts at Fort Hare University, the oldest black university; but the team does not believe the report is seriously deficient because of these weaknesses.

The individuals and organizations visited range from local community action groups to national political leaders; it included organizations working at the pre-school level through those involved in higher education. It included private business representatives (black and white) and business associations. We contacted education policy makers and administrators, trainers of teachers, teachers and functional specialists.

While the line of questioning varied with the area and competence of the individual being interviewed, a core set of questions were usually sampled:

- The state of black education in RSA;
- The advantages and disadvantages of the U.S. assisting RSA education;
- Specific views of in- and out-of-country (RSA) education help;
- Views on existing U.S.-supported projects;
- Views on the de Lange Commission work;
- Each organization's own purpose, programs, needs and opportunities.

II. Educational Needs of Disadvantaged South Africans

A. 1982 Education Environment and Importance

Organization. The stifling rigidity of "separate but equal" education in South Africa should not be underestimated. Nor should it be seen as precluding positive action for change. Formal education is conducted by separate Ministries which administer to blacks, so-called coloreds, Indians, and whites. The system in reality is four or five (including non-formal) vertical systems structured along color lines. There are practically no horizontal linkages for sharing common professional experience. This is almost as true in the non-formal system as it definitely is in the formal education system. An important objective of U.S. education programs in RSA should be to facilitate horizontal exchange of experience among professional educators and organizations. There was little doubt that U.S. educational programs through the formal SAG organizations would be seen as reinforcing the apartheid principles which underlie SAG education philosophy. Such reinforcement would be praised by some in RSA, criticized by black South Africans in RSA and by Africans generally, and would be inconsistent with American policy and ideals.

~~To avoid U.S. support for these unacceptable apartheid~~ principles, this team believes that U.S. education programs should not be channelled through or reinforce the status quo of any of these Ministries. To the extent that the work of any of the formal education institutions is for change and improved quality of education, their work should only be reinforced by help to integrated programs. The team sees the need for flexibility in applying this recommendation. Work directed at upgrading qualitative

aspects of black, Indian and colored education by private efforts seems acceptable, when certain parts of the formal system are involved, i.e., private efforts to upgrade teachers, private efforts to prepare students to compete to enter or do better in the formal system. Credibility and thus acceptability comes from "who" sponsors the program and "what it is seen as working for," i.e., working for change, rather than reinforcing educational status quo. There are obvious limits in the short term to "change" in the formal system which will be allowed by administrators of these systems. One teacher told us that a Ministry Inspector stopped her from using the critical analysis teaching method and made her return to rote teaching, even though students were taught to think more under the former approach. The team recommends that U.S. education programs not be run through or with SAG organizations, but recognizes that help channeled through private groups can upgrade the integrated components of the latter. There are specific U.S. legal restrictions on assistance to discriminatory organizations/institutions which should be adhered to.

Political environment. Like almost every other aspect of South Africa, education is a dichotomy. On the one hand, the sector is a highly charged politicized arena of differences between blacks and whites; dissatisfaction with aspects of the education system was the immediate cause of Soweto and Cape Town riots. It is a most immediate manifestation of discrimination. On the other hand, it appears to be the sector where there is common agreement on the possibilities for change. Blacks see education as the key for better jobs, higher pay, equality of status and probably

preparation for power sharing. Whites see education as the manpower production system for economic growth. Statistical evidence shows that the South African economy will stagnate unless black manpower is trained to fill a wide variety of skills and management needs. While there is similarity of interests here, they are not the same, and the differences present special problems for development work in this sector. Whites are reluctant to educate blacks to the levels of preparedness that the latter desire and require. Simultaneously, blacks are reluctant to be trained only in the skills (agriculture, technical, etc.) which are needed by the white man's economy, but which perpetuate blacks as second-class citizens. During project selection and design, it will be important to properly assess these perceptions to assure work is proposed in areas and ways acceptable to all influential groups.

Education will continue to be a political dichotomy. The SAG is perceived by most blacks as unwilling to change. A minority feel this is only the SAG public position and that SAG is probably willing to do more itself and to have others (especially private groups) change the education quality more than they can admit publicly. (These people believe changes in education practice precede, and even lead, legal changes.) In this current situation, there is a hopeful feeling that economic growth is so desired by white political groups that greater social (including education) change will be permitted, to produce the manpower needed to fuel the growth, and that new practices will be codified after public acceptance.

Several blacks described the situation as desperate. They feel the education system is so compromised that it

does not provide a basis for reform. They believe it useless to try to reform the education system without reforming social and political structures on which the education system is based. The team believes that this "rejectionist" view is not the dominant black view of education but it will gain wider acceptance if reform does not occur. We gained the impression that the majority want help to improve and reform the education system. In saying this, the team recognizes there is great unhappiness with the education system, which should not be taken lightly. One interviewee said that if the SAG does not seriously implement the de Lange Commission findings, they are misjudging popular resentment of education which has reached the same boiling point as 1976 and 1980.

Educational programs must also be seen in the context of U.S.-RSA foreign relations. Black South Africans will not feel significantly better about U.S.-RSA policies because of American education programs. As one black leader, we interviewed stated, there is "total abhorrence of the disastrous Reagan policies"; and another stated the "U.S. will never be popular with blacks in RSA so long as Americans are seen as friends of the SAG." We must be prepared to absorb continued foreign policy criticism from blacks in South Africa while at the same time they accept U.S. education assistance. As will be discussed later in the report, for different reasons, most groups would like to see U.S. programs in South African education, under certain conditions. If administered within these acceptable conditions, the political environment does not preclude and will probably welcome U.S. involvement in South African education.

Perception of type of black education. There is an active debate going on in South Africa education circles regarding the "type" of education which is appropriate for blacks in transition. One group holds that blacks should have equal opportunities for the same education which whites now receive. This is perceived as high quality, broad academic learning which prepares one for an urban modern life. Another group is advocating "Third World" type education. There is not unanimous agreement on what this is; it tends to reflect a perception that the majority in RSA are poor, rural Africans, and therefore should look to other African and developing countries for comparative education experience, on which to base their academic education. There was a feeling among some blacks that their people have "disengaged" from the formal South African education system and will only begin to relate to it when the system begins to approach the black areas as less-developed areas. One observer said the education system for blacks must be designed to facilitate their transition from "rural life styles" to urban commercial patterns just as has happened with the Afrikaner over the past decades.

This is an education philosophy debate which U.S. educational programs should avoid. We should stick to technical help for specific quality improvements in learning projects acceptable to the target audience. There are powerful forces at work to transform South Africa's education system into a development orientation and equally strong forces to maintain the status quo. This team believes it is possible to deliver education projects without getting caught up in the debate.

Quality is "the" preoccupation of educationists in South Africa at this time. The quality of black education is significantly lower than-white education and it is lower than black education was one and two decades ago when missionaries provided most black education. There is a feeling the quality is in a downward spiral caused by poorly trained students becoming poor teachers who turn out even poorer trained students, etc. While we found strong advocates for intervening on every learning level from pre-school through university to adult education, the professional educators most frequently agreed that help with teacher training would have the greatest impact and multiplier effect on improving the quality of black education.

It was most difficult to get agreement on what the most important qualitative deficiencies are. More times than not, they were defined in terms of under-qualified teachers, high student failure rates on examinations, high student-teacher ratios and inappropriate or non-existent materials. Under-qualification of teachers was almost always expressed in terms of paper qualifications, i.e., the number of years spent in preparation, and certificates held. Others were critical that teachers (black and white) in the black system are not well prepared in subject matter, teach languages that are not native to them, and teach by rote. High student failure rates were linked to poorly prepared teachers, non-reinforcing home and community environments and a general perception that the SAG wanted to keep black education inferior. There was practically no feeling expressed that physical facilities were a major contributor to poor quality of black education.

When the extensive investments in school improvements were pointed out, blacks countered with figures showing a much lower rate of investment for black education. When RSA educational investments and quality were compared favorably with other parts of Africa, blacks quickly noted they were citizens of RSA, not another country, and wanted the quality of their education compared with white citizens of RSA.

The quality of black education at every academic level is held in low esteem by blacks and whites alike. But black university and teacher education were repeatedly singled out for harsh criticism. An important program and policy decision which faces the USG is whether or not to work with black education at both black and white institutions. There are strong arguments for and against both. To help blacks compete more effectively for, and in, white universities is very acceptable. There is some but less support for qualitative improvements through black institutions even though many more blacks could be helped this way. Again, the latter position reflects the feeling by many black leaders that the black education system has been compromised to the point of being unworkable. Others urged help for the black system if one really wants to fight its stifling effects. These are the views of those who hold that education is going into a transition and the only question is how to manage it. This is the same view which urges involvement with whites and SAG, for they are the ones that can bring about real change.

The team concludes that the U.S. should start education programs only in those areas, and to/through those groups/institutions which are acceptable to the black community now. This would preclude direct project activity with any SAG organization/institution; it would exclude direct project activity with black universities and colleges at this time. Over time, if these institutions implement integrated programs and their social environment changes, they should become prime candidates for U.S. help because of the greater multiplier effect which will result from quantitative improvements in these institutions. Projects with institutions which practice discrimination should not be supported. The U.S. would have legal as well as moral problems with any other policy.

Investments in education. An important aspect of the present education environment is the hot debate over investment in the sector. The often-quoted fact is that the SAG spends ten times as much per pupil on white education as it does on black. Others suggest that 20 percent of the national budget goes into black education, but it is so scattered through the budgets of so many ministries that it is never appreciated.

Everyone seems to realize that the quantum jumps in black population and student growth will place unmanageable demands on budgets more limited in the 1980s than in the 1970s. An estimated 15 percent of the national budget now goes for recurrent education costs. One estimate is that it would require 30 percent of the budget if an attempt were made to provide education standards and ratios for everyone equal to that now provided to whites. Expressed another way, twenty-five years will be needed to close

the education gap without an increase in percentage of budget for education, and fifteen years even with a sizeable increase. A major cost is teacher salaries. Over the next forty years, the white education system needs to only replace teachers, while the black system will need 250,000 new teachers.

While there is undoubtedly a budget gap, this team would not recommend that U.S. assist to fill this gap. Many people point out that the SAG probably has the financial resources required to reverse the education investment imbalance. What has been lacking has been political will and priority. In this context, many in the U.S., in RSA and elsewhere in the less developed countries will have difficulty accepting the idea of U.S. involvement in South African education. If this participation were seen as a financial substitute for SAG intent, acceptance would be impossible. With important program exceptions, the team recommends that essentially technical, not financial, assistance be considered by the U.S.

The education demands rising from black population growth and assistance makes it essential for private groups to help with non-formal education. The SAG probably will not be able to meet even all the formal education costs. The SAG recognizes this and encourages private participation in non-formal education activities. The private community education efforts are seen as the cutting edge of change in South African education. The team believes the U.S. can and should help these private efforts.

Regarding American investment in South African education, the credibility of the funding source is critical to program acceptance. Credibility to black South Africans comes from organizations and programs which are working to improve the quality of black education. Also, education programs will be accepted as much on the basis of who presents them, and who supports them, as on what professionally they have to offer. The more radical groups in black South African society probably have enough control in black communities to frustrate any program which does not meet their criteria for credibility. The team believes the lessons here are to assure: (a) local participation is provided for early in the planning of any U.S.-funded project; (b) the counterpart group in South Africa is viewed favorably by the intended beneficiaries and others interested; (c) the U.S. objective and project goal of qualitative improvements in black education are clear.

Several blacks and whites interviewed cautioned the team about the U.S. cutting back on South African refugee education to release funds for education programs in South Africa. They pointed out this undesirable linkage could lead to intimidation by groups outside South Africa and completely block black South African participation in U.S. education activities.

The team repeatedly pointed out that funds for refugee training and scholarships and funds which might be appropriated for aid to education in South Africa, come from non-competing lines in U.S.G. budgets. It is recommended that all personnel working on these programs be sensitive to this point of view, stressing that the U.S. is trying to be helpful through a balanced program.

One interviewee stated that "90 percent of black South Africans will be pragmatic" and accept U.S. projects if the U.S. works through non-SAG intermediaries and works to improve the quality of black education. There were strong feelings expressed by most interviewees in favor of U.S. financing for out-of-country scholarships and observational training in the U.S., as well as for involvement in education programs in South Africa. Almost everyone asked for both. Almost every one had a bias to one or the other, but there was a balance between these two views. The team's conclusion is that help to black education development both in and out of country is appropriate.

B. Special Educational Needs and Responses

Black South Africans have some special educational needs that are worth recording for program guidance.

Counseling. Changing conditions in South Africa are such that most blacks are going through a personal transition which reflects the nation's social transition. The apartheid system by its separateness promotes the idea that blacks are inferior. The racial separation inherent in the system breeds self doubt, insecurity and a parochial, restricted outlook. Special counseling to raise awareness and confidence is needed. This includes career counseling designed to give students realistic expectations of job accessibility and qualifications. The black education system does not have career counseling. Only a few private groups are offering counseling services. Several blacks indicated a need to "know themselves." to realize a greater self-awareness. The scholarship program will need especially to deal with this concern. Blacks

who have been admitted to "open" universities will confront very different personal experiences ranging from how to deal with racist white students to how to openly, honestly question white teachers, to how to manage white employees as a supervisor or employer.

Access. Physical access to learning is another special need. Blacks are usually not allowed to live in university dorms or in urban settings near the universities. This deprives them of continuous access to on-campus learning resources used by white students. There were several requests for assistance for (even separate) black student accommodations. The suggested American International Student Centers (see Section IV) could offer special innovations to meet the access/accommodation need on an integrated basis. A similar problem exists regarding access to night and weekend learning centers outside black townships. There were many requests for bursaries to give blacks access to universities, colleges and schools. Generally, the team believes this support should come from other sources; in no case should bursary assistance be provided for attendance at segregated institutions. Special Self-Help funds could provide more accessible community-based learning centers. Several existing centers are under-utilized for credibility reasons. Special attention should be given to the question of adequate learning opportunities for black youngsters attending "farm" schools in white rural areas. Access to the entire "white" education and employment system is constantly changing and the ground rules are not very clear. Special guidance arrangements are needed here.

Bridging. Programs which bridge the inadequate black education system to the relatively different white education system are recognized as special needs. Scores of bridging experiments are underway and need careful evaluation before replication. The same is true of bridging programs between the non-formal and formal education systems. There is no SAG budget support for these academic enrichment programs. The U.S. should be helpful in this area where it has extensive experience.

Linkages. Horizontal linkages among the four or five vertically oriented education systems are practically non-existent, and probably discouraged by the SAG. The advantage of shared experiences cannot be developed in the existing highly compartmentalized systems. Special efforts should be made to promote horizontal linkages for professional development between teachers groups, administrators associations, professional and technical organizations, institutions, etc. RSA is still relatively isolated from the rest of the world. U.S. policy of constructive engagement has a special opportunity to link all South African educators with educational development elsewhere, including developing countries' education experiences.

Analysis of dynamics. Education has traditionally been the vehicle for perpetuating or changing the values desired by any given political system. Education in South Africa is in a dynamic stage of defining what is good and acceptable, what should be preserved, and what must be changed. Any U.S. education activity in South Africa must be continuously analyzed to see how it relates to these dynamics.

Responses. In responding to the education needs of black South Africans, American assistance should take cognizance of existing contacts between American and South African professionals, organizations and institutions. Attachment F is a very preliminary list of contacts between American and South African educators derived from our discussions. It is included not as a definitive list of existing relationships which should be reinforced, but as a reminder to program planners that some U.S.-RSA contacts do exist and these contacts should be reviewed in every activity being considered before new relationships are proposed.

Lastly, we found equally strong sentiment for problem-solving and physical aid. Those grappling with the complexities of national education in transition urged the U.S. to fund teams of specialists who could help them with key education issues; this group often saw investments in physical structures as less helpful than long-term problem-solving help. At the other end of this spectrum were those groups looking for tangible proof of U.S. support -- material aid for pressing needs. It is probably in the U.S. interest to do neither.

Technical assistance at the national education level would bring the U.S. into direct participation in the highly charged debate over educational philosophy, pace and direction of change, new social order and other macro-political questions. This would cast the U.S. into a difficult political position, no matter how much the situation pleads for technical assistance. For obvious reasons, long-term institution building programs are not the right form of U.S. assistance; such institutions would

inevitably be cast in the segregated "separate-but-equal" mode of apartheid. For the immediate situation, U.S. education help must be ad hoc, short-term assistance to program activities, rather than long-term physical or institution building.

C. de Lange Commission on Education

The need for educational reform has been intensely debated in South Africa over the last five-six years. Special studies and conferences by numerous groups have addressed the problem of policy and structural changes needed to align education production with individual and national requirements. After the Cape Town riots of 1980 the government mandated the independent but state funded Human Sciences Research Council to carry out a comprehensive analysis of all aspects of South African education. The Council was to make recommendations on "(1) policies that could enable all South Africans to realize their individual potential, achieve economic growth, and improve quality of their lives; (2) policies to match organization, control, finance, decision-making and manpower training priorities to the above goals; (3) programs designed to achieve education of equal quality for all population groups." Over 1,500 specialists worked for one year under the leadership of Prof. J.P. deLange, Rector of Rand-Afrikaans University. In July 1981, the summary "Report of the Main Committee" was presented, although not all the eighteen (18) Work Committees had finished their reports. (See Attachment I for a listing of Commission Reports). In October 1981 the South African Government issued the de Lange Commission report and its provisional comments on it. They invited public comment by March 31, 1982, to an Education Working Party which the SAG established before the SAG takes a stand on the de Lange Commission recommendations in

a White Paper to be issued May 31, 1982.,

There was extraordinary interest in the Commission's work by both black and white groups. The society sensed a need for changes in the education system and looked to the Commission to chart a path for these. Hopes ran high. The black community hoped the SAG would redress the basic grievances that caused the Soweto and Cape Town student demonstrations. The business community hoped the SAG would loosen the rigid education system, to produce manpower relevant to economic growth. Some whites hoped for fundamental improvements and others hoped the soundness of the existing structure would be reaffirmed. Education is regarded as being of such vital importance that hundreds of individuals and organizations devoted time and thought to the investigation.

The de Lange Commission concluded that there is a need for a more "open" educational system. It recommended the creation of a single department of education, a major symbol of equality of education standards. It recommended compulsory primary education and parity of expenditures on all school children as soon as possible. Administrative decentralization, with school admissions open on a basis of local option (rather than race) and establishment of a multi-racial Council of Education to implement the Commission's extensive suggestions were also recommended. At the university level, the Commission recommended that university councils (rather than the SAG) determine whom (racially) to admit as students.

The Commission also set forth eleven principles for the provision of education (Attachment I) which it asked be accepted together, not individually. The first principle calls for equal opportunities and standards for education, irrespective of race, color, creed or sex. The others call simultaneously for freedom of choice and somewhat contradictorily for a positive recognition of diversity. Prof. de Lange is quoted as saying: "By accepting the eleven principles on which we recommended the provision of education be based, the Government has committed itself to such an extent there is no way back. I am convinced education will never be the same again."

In its provisional comment, the SAG accepted the eleven principles but disappointingly laid down five reservations which set definite limits on any reform. In effect, the SAG reaffirmed the national character of education and the policy of separate schools and education departments for each population group.

The team found mixed reactions to the de Lange Commission report. Many whites thought it was a starting point for reform. Most coloreds we met were cynical about what would be implemented by the SAG. Many blacks felt the outcomes had already been compromised by the provisional SAG reactions - especially those opposing a single department of education. It seems unlikely that the GSA will adopt a change this fundamental at this time.

What does de Lange report mean for possible U.S. education support? The Commission grew out of educational crises. The student population explosion, unmet education needs and scarce

manpower factors have been recognized. The report creates a political and professional environment where education programs can be addressed. Everyone involved in support to education from the U.S. should study the Commission reports. These reports propose and the SAG accepts the equality and improved quality of education which create openings through which the U.S. can be helpful. However, to the extent the SAG enforces segregation as the environment for reform, the U.S. will not be able to help. The team's impression is the SAG will continue to reaffirm separate education, but allow even more integrated activity than in the past. In the coming months, as the U.S. shapes its program, it is essential that it monitor the official final SAG position on the de Lange Commission Report, the implementation of the report's findings and the public's reaction to them. These developments will determine whether and what ways the U.S. will be able to help. State/Embassy may want to make this clear to the SAG before the SAG takes its final position.

Commission priorities are as follows:

- Teacher upgrading and new teachers trained to a new higher level;
- Pre-school is encouraged to prepare black children for compulsory education at age six;
- Six years compulsory education should be phased in as fast as possible;
- Education should be re-directed towards vocational versus

academic orientation;

- Non-formal education should play a greater role from literacy to high-level management;
- Schools should become after-hours community learning centers;
- Extensive parent, learner, and employer involvement in education are recommended. ("Blacks now reject their education system because they have no say in their education." - de Lange).

III. Should the U.S. Help Black South African Education?

A. Is U.S. help wanted?

Without exception, everyone interviewed said the U.S. should help black South African education. Invariably there were significant caveats on how and what to help. Also, the endorsements were often for very different reasons. Only at the local community action level was the desire for financial support the primary motivation for U.S. help. Most white South Africans saw U.S. involvement as constructive U.S. assistance with one of South Africa's major problems (rather than U.S. criticisms from afar). Most white South Africans are very eager for American-Western education technology and, through the U.S., for access to comparative experiences with educational development in other countries. Most blacks do not want to see U.S. help as a manifestation of the U.S. policy of "constructive engagement" with the SAG, which they see as a "disastrous" policy for black interests. They do want U.S. help for educational development programs as a validation of their particular activity and organization, secondarily as access to U.S. education technology, and thirdly, as financial help. There is an incredible desire by both white and black education reform groups to be recognized and accepted. U.S. educational assistance is most often seen in such terms.

Attachment D presents in chart form the views of various South African groups on why the U.S. should and should not get involved with education in South Africa. The discussion below identifies the factors which led the team to conclude that discussion is followed by identification of issues which argue against such help.

B. Why should the U.S. help?

Based on an analysis of the comments made in South Africa to the team and considered in light of U.S. domestic interests, the following five reasons summarize why the U.S. should help South African education.

(1) The situation in South Africa is changing dramatically; the increasing recognition of the implications of population, urbanization and economic growth is resulting in new job opportunities and a new priority for black education. Business leaders and to a lesser extent government leaders recognize that a massive program of black education is essential to sustain economic growth.

(2) U.S. interests in peaceful, evolutionary change in South Africa are best served by being engaged in supporting change; the advancement of black education is the key to social change.

(3) U.S. identification with constructive black leadership in South Africa is in our interests over the coming years.

(4) Those South Africans who are concerned with the problems of black education desires and welcomes opportunities to learn about American and international Third World approaches to the educational problems similar to those of the blacks in South Africa. The apartheid system works against professional interchange and innovative program development. Association with American professional educators provides a new dimension to an otherwise professionally debilitating environment. Just as the scholarship program in the U.S. provides new perspectives for black South African students, in-country programs, supported by U.S.

institutions, would help promote understanding of ideas and practices which are appreciated by Americans.

C. Why the U.S. Should Not Help

The following five reasons summarize why the U.S. should not help South African education. These views are strongly held by some groups and must be fully considered in policy and program decisions.

(1) U.S. help would reinforce, and not help change, the undesirable segregated system of South Africa.

(2) U.S. help would interfere with the status quo: whites could resent it as meddling, and blacks could see it as imposing western ideas on blacks.

(3) The magnitude of the problem is too great for the U.S. to influence; the SAG should and could address the education problem by itself if it wanted to do so.

(4) The education problems in South Africa are technically so complex that U.S. help would be dissipated without structural changes within the RSA.

(5) U.S. help could foster unobtainable aspirations.

D. Conditions on U.S. Aid

On the whole, the team believes the pros outweigh the cons and the U.S. should help improve education for black South Africans. The assumption behind this conclusion is that the negative aspects of U.S. aid can be managed to reduce their influence. To this end, the team suggests the following conditions and guidelines for programming U.S. educational assistance in South Africa.

The clearest restriction on U.S. educational assistance is that it not reinforce the apartheid education system, and that U.S. education

activities not be administered through the SAG. The team recognizes that there are risks that U.S. assistance to black education may in appearance reinforce the apartheid system. Joint agreement must result in the South African Government not co-opting any program in which we engage. These risks can be offset to some extent by:

- Providing support directly to and working with those non-governmental institutions and programs which are non-racial in policy and practice, and are committed to black education improvement;
- Promoting professional non-racial interchange;
- Supporting educational and institutional changes that advance open educational opportunities;
- Providing assistance in support of private U.S.-South Africa institutional channels and not through government-to-government channels.

The SAG appears to be generally positive about U.S. involvement in black education. Both experience to date and comments by some SAG officials indicate that institution-to-institution programs can proceed without formal SAG approval. No program will, of course, be possible if the SAG finds it unacceptable.

Drawing on discussions before and during the trip, the following is offered as a basis for initiating programs. As a manifestation of "constructive engagement" the U.S. Embassy in Pretoria would inform the SAG about USG activities in the education area. In keeping with A.I.D.'s normal way of doing business, A.I.D. would work (with contracts, grants) through intermediary organizations in the U.S., which in turn would work with non-SAG organizations in South Africa on a professional level. This formula seemed agreeable when the team discussed it generally in South Africa. Most SA educators were relieved to hear that A.I.D. normal

carried out its programs through professional intermediaries, rather than directly through USG channels.

A critical area for U.S. credibility is the frequently mentioned need for the U.S. to be seen as working for "change" in the apartheid education system. A dilemma is posed: any project not seen as working for desired change will be rejected or only lightly supported by the intended black beneficiaries; any project working for "undesirable" change could be regarded as interference or undermined by the SAG. The team believes there is scope for agreement in this potentially conflicting situation on opportunities for change which would allow for U.S. program support. It will take continued guidance by Washington and the Embassy, in liaison with all parties, to define what changes are acceptable.

The team believes there is room to begin this process in the following general areas where the SAG is already allowing room for change: white universities are now open to blacks under certain circumstances; job reservations for whites are dropping dramatically, opening new job opportunities and educational requirements for blacks; equal pay for equally qualified black and white primary teachers offer special opportunities for the U.S. to be seen as working for change and equality. There is genuine concern about the low quality of black education, and programs which help blacks bridge the gap between the black and white education systems offer many acceptable areas for program development. Management development at almost all levels is perceived as necessary to keep the economy moving. Private community groups are vigorously moving with non-formal education projects

unimpeded and encouraged by the SAG. While education in agriculture and vocational skills are viewed as "continuing a second-class existence" now, wage employment and rising social status are opening new opportunities.

E. Guidelines

The following guidelines are recommended for U.S. assistance to education for disadvantaged populations in South Africa.

Objectives. The improvement of the quality of education available to the disadvantaged populations concurrently with the advancement of equality in educational opportunity and the encouragement of an open educational system.

U.S. assistance activity should:

1. Support programs through non-segregated institutions which are actively engaged in improving the education of disadvantaged populations and fostering open educational opportunity. This excludes direct assistance to or through the Government of South Africa owing to its legal restrictions on educational opportunity by race. It does not exclude assistance to programs of non-segregated institutions which receive government funds but otherwise provide open educational opportunity and equality. (Attachment H is a partial list of existing programs outside the formal education sector.)

2. Provide for the active participation of educationally disadvantaged leadership and beneficiaries in the planning and decision-making on programs affecting their opportunities for improved education.

3. Foster professional linkages between "open" education groups and institutions within South Africa without regard to racial categories.
4. Support and build on constructive local private initiatives and capabilities rather than initiate new programs not already developed and led by SA organizations.
5. Encourage pilot and catalytic education programs which can lead to the multiplication of activities of professional quality and community acceptability.
6. Operate within a three-five year program time span to establish a base of experience for longer-term planning. Opportunities for assistance to short-term, one-shot programs should also be identified during the initial one-two years.
7. Create direct linkages between American and South African private institutions and, where feasible, African institutions working in regional and Africa-wide development programs.
8. Emphasize improvements in the quality of education, particularly in weakest areas such as science, math, English, teacher education (general and vocational) and management training.
9. Focus on selected priority education program requirements (outlined in the next section).

IV. Areas of Possible Program Considerations

A. General Programming Considerations

The team was asked to identify the types of assistance which the U.S. might provide. There is no justification for economic resources transfer or large capital aid given the SAG's own significant resources. U.S. foreign policy objectives and educational development purposes can be achieved with small amounts (\$6-10 million per year) of technical assistance and small grants. One exception to this rule would be situations where some U.S.G. and U.S. private funds might be applied to create integrated institutions and facilities the SAG itself would by racial policy be unwilling to provide.

The team collected several typed pages of specific suggestions for aid (Attachment B). Keeping in mind that this was a fact-finding, programming mission, and not a project design team, an attempt has been made to generalize these suggestions into six program areas of immediate possibility. These were chosen generally on the criteria that they: (a) would be acceptable areas for U.S. education programs; (b) would have a positive impact on black education and perceptions of the USA; (c) would be small and inexpensive enough to be within U.S. budgets and meet the requirements to start work quickly; (d) would have the potential for multiplier effect; (e) be in areas where the U.S. has some comparative experience and advantage. Lastly, the team believes the six programs are within the guidelines recommended earlier in this report. The team also collected several boxes of materials of South African education. An attempt was made to scan

these and an extensive summary is presented as Attachment G. The team recommends that a technical analysis contract be let to an American expert in South Africa education to study these materials for further program guidance. The materials should be read by everyone administering or implementing this program.

The organization of each proposal is along the same lines to permit ease of comparison; despite the danger of repetitiveness, this allows each proposal to be a complete presentation. For ease of reference a summary program budget table is included at the end of this section and a program reservation table is presented as Attachment E.

B. Program Possibility: Private Community Service Support Program.

1. Facts. The SAG concentrates on formal education and promotes the idea of community self-help and community responsibility for nonformal education. Many communities and businesses have organized nonformal education and training programs to upgrade the quality of learning and avoid working through the segregated formal education system. Almost all operate without direct SAG help and rely on private resources often limited by the economic level of the disadvantaged community they serve. See Attachment H for NFE examples.
2. Rationale for involvement. The U.S. would be remiss not to help upgrade the quality of private, self-help learning. U.S. programs would reinforce U.S. identification with community, private and business education efforts. It would support private efforts for evolutionary change. It would "leverage-in" private sector funds. Small grants could have significant impact. Popular participation would be assured. Fast implementation would be possible. The grants should be kept small to avoid undermining local initiative and responsibility.
3. Program possibilities. Small (\$2,000-10,000) grants are possible to non-segregated community and private action groups conducting counselling adult education, literacy, numeracy, pre-school, skills training, bridging, upgrading, remedial learning, etc.
4. Strategy. Start immediately by expanding the Embassy Self-Help Fund allocations. As soon as possible establish a community Education Self Help Fund for the Embassy and Consulates and BPAOs to directly grant U.S. funds to private and community learning, training, education programs. The increased funds (\$110,000) would be focused

on a wide range of learning programs, leaving a constant amount (\$40,000) for "traditional" self-help projects.

5. Program costs: FY 81 - \$40,000; FY 82 - \$150,000; FY 83 - \$300,000. These amounts should be adjusted upward and downward after the Embassy and community absorptive capacity is tested. Source: Southern Africa Regional (ESF) Program.

6. Timing-phasing. Subject to the expiration of a Technical Notification to Congress advising them of the expanded program, allocate FY 82 funds in the second and third quarters. The separate community Education Self-Help Fund should be set up to begin in FY 1983. Embassy Self-Help officer should closely monitor this expansion for quality of programs and accountability. (See section on administration). The Embassy should send comments to State-AID/W in the fourth quarter of FY 82 on the amounts of funds which can be effectively used in FY 83. The existing Self-Help procedures should be liberally followed in FY 82.

7. Institutional/organization involvement. AID would budget and allot funds to the Embassy. The Embassy/ICA would support any non-segregated, non-governmental organization conducting non-formal education and community action learning programs which do not reinforce the separate education system.

8. Issues positions. Organizations without SAG Welfare Organization Fund Raising Registration numbers should be given grants as long as the SAG does not object. The organizations receiving grants and the programs they run should be non-segregated.

C. Program Possibility: Joint Matriculation Board (JMB)

Exam Preparation

1. Facts. Black students with high JMB passes in fields not taught at black universities can be admitted and given equal education at "open" (formerly all white) universities. Ten-twelve percent of the enrollment at the quality universities is now non-white, and university leaders want this to grow. The JMB exam is based on the university preparation curriculum of the white education system. It is very difficult for blacks to pass the JMB without supplementary preparation. Peer group tutoring with applicable materials can be an effective assistance to passing. An A.I.D.-funded and ICA-administered project has completed a materials preparation phase, and the black community is prepared to implement the peer tutoring test phase of a JMB exam preparation project.

2. Rationale for U.S. involvement. Helps "open" the separate education system. Identifies U.S. with the de-segregation process, and with educating black leaders. Has potential to be multiplied nation-wide; has potential to provide professionally tested basis for upgrading black education when time is right. U.S. support is expected to follow our involvement in materials preparation phase.

3. Program possibilities. Grant \$300,000 to current contractor (Consultating Group, Inc., San Diego) to complete training implementation staff in six community action groups; test materials, approach and organization through a one-year pilot phase of JMB exam preparation. Run independent evaluation of the project as basis for decision to stop or expand the project. Assuming the evaluation proves the materials and approach to be effective aids, the project should be re-focused to provide the intellectual stimulus and technical assistance needed for

longer term institution building in educational testing and curriculum development areas. This institutional capacity will be invaluable for longer term educational change.

4. Strategy. A.I.D. would transfer funds to ICA for grant to CGI: PAO/Embassy would monitor field-testing to avoid 1981 communication gaps. PAO should also work with RSA groups to explain the limited nature of the program to a) avoid unrealistic expectations on numbers to be upgraded, b) depth of educational concept offered and c) understanding that remedial work is not a substitute for formal education.

5. Program cost: FY 80 - \$470,000; FY 82 - \$300,000; FY 83 - \$650,000.

6. Timing-phasing. Subject to the expiration of a Congressional Notification that additional funds are being put into this project, transfer funds early enough for an ICA grant to permit CGI to train the remaining five action group reps before the August school holiday. Manage the pilot phase until JMB test time of Nov.-Dec. Evaluate the project early in 1983 to be a basis for FY 83 expansion decision.

7. Institutions/organizations involved. AID/W funding; ICA/W-PAO managed grant to CGI, San Diego. Non-segregated programs run by: South African Council on Higher Education (SACHED); Wits U.; Inkataha; Soweto Teachers Action Committee; Council of Churches-Educational Opportunities Committee and St. Barnabas School in Soweto.

8. Issues positions. Do not expand the target (threshold) group and subject matter areas to avoid elitist stigma until a pilot effort has been evaluated. Keep the present contractor for program continuity but Embassy/PAO should monitor performance despite additional demand on ICA time. Do a separate evaluation of project concurrently

with contractor pilot evaluation, to get objective, technical basis for stop or expand decision.

D. Program Possibility: Expanded Scholarship Program.

1. Facts. The demand is great for highly trained black South Africans, including by South African businesses and universities. Blacks do not have easy access to top quality education in South Africa to meet this demand or personal aspirations. American degrees are highly prized by black South Africans, and carefully chosen students do well in the American system. Congress has mandated such a program in FY 82 and 83.

2. Rationale for U.S. involvement. Returned black scholars will work in South Africa for evolutionary change. An expanded scholarship program will favorably identify the U.S. with new black leaders. It will help meet individual aspirations and business needs for high level manpower. Their level of training assures multiplied impact.

3. Program possibilities. Grant all FY 82 \$4 million through existing, well-run IIE/EOC South Africa Education Program (SAEP) for a single general scholarship program, which has qualified students enrolled in September 1982. Solicit competitive bids from all interested parties for a 1983 and beyond intake.

Extensive documentation has been prepared by A.I.D. and ICA on an expanded scholarship program, including selection criteria. In summary, students should qualify if they are legally disadvantaged from getting a quality education in a non-segregated institution. Graduate students in the development sciences should have preference, to avoid cultural disorientation; more mature students would foster return to RSA and seriousness of learning; potential leaders and academically successful students are a must; no quotas within the non-white group should be set, but geographical representation should be sought from

South Africa and in U.S. placements. Job preparation should be built into the program.

4. Strategy. Subject to a Congressional Notification, transfer funds to ICA for grants to organization(s) that can select, process and place students in U.S. colleges this fall. Work with existing SA-EOC-IIE, but expand the recruitment to additional regions in South Africa. Promote increased private business and American university participation.

A separate study should be conducted on the size of the manpower pool from which qualified students can be drawn. The multi-year scholarship project should be designed, reviewed and authorized on the results of this study. If ICA is going to be used to implement the program over the long term, the Administration should consider asking Congress to shift these funds from the FAA to ICA's legislation.

5. Program costs: FY 81 - \$380,000; FY 82 - \$4 million; FY 83 - \$4 million.

A seven-year scholarship program with LOP of \$30 million has been included in the Congressional Presentation. This needs to be designed and authorized. In FY 1984 switch the funding all to ESF.

6. Timing. Transfer funding to ICA, in time for all first 100 students enroll by fall 1982. In summer 1982, decide on operation of FY 83 program and beyond.

7. Institutions/organizations involved.

<u>U.S.</u>	<u>RSA</u>
AID/W	SACC/EOC
ICA/W	IRR
IIE-Contractor	SACHED
AAEF-Contractor	SA businesses and universities
American universities	

8. Issues positions. ICA implemented the 1981 funded program and has agreed to implement the 1982 program. ICA wants to do the program and has staff in RSA to coordinate it. They should continue to manage this program. Implementation should be in a manner which builds on important black South African identification with and support for the program. U.S.-ICA implementation must not replace this. South African participation in the selection process should be broadened and publicly opened with ample recognition of U.S. inputs and interests. U.S. private, university and business participation should be expanded for domestic support, lowered cost and closer coordination reasons.

E. Program Possibility: Linkages, Expanded US-SA Exchanges

1. Facts. Very positive reactions were reported from professional exchange trips between USA and RSA, by both Americans and South Africans. Isolated South Africans, both black and white, reported opening their thinking to development concepts and evolutionary changes after exchange visits. Many South African and American individuals and organizations of like-interests in development want to share experiences. Private resources for exchange are limited and many individuals will not accept SAG support. U.S. foreign policy has not been perceived as supporting exchanges in the past.

2. Rationale for involvement. Tangible facilitation of private constructive engagement, with a technical-development focus are possible with short-term exchanges. Exchanges provide opportunities to build US-SA links for mutual understanding. Lets potential leaders (black and white) know USA values. Exposes South Africans to US development thinking. Short-term exchanges complement the longer-term scholarship program. More immediate impact on evolutionary change possible through short-term exchanges.

3. Program possibilities. Expand Operation Crossroads Africa (OCA) grant. Indirectly support US-SALEP exchanges. Make new grant to broad-gauged U.S. organization to link RSA and U.S. development interest groups, organizations, institutions and individuals willing to objectively consider evolutionary change. As acceptance proceeds, go beyond linkages to exchanges and beyond exchanges to paying for workshops/ meetings to paying for program action grants to increase private participation in constructive engagement.

4. Strategy. Expand an open-ended linkages program which can

fund development exchanges and expand into private program support.

5. Program costs: FY 81 - No FAA; FY 82 - \$730,000;
FY 83 - \$300,000.

Recommend \$500,000 be put into Operation Crossroads to run an expanded exchange program for 18 months; recommend \$230,000 be put into a new U.S. organization for program development, supplemented in '83 with \$300,000 if the organization and program is strong.

6. Timing-phasing. Subject to a CN, transfer \$500,000 to ICA for Crossroads for 18 months' work starting in summer 1982. At the same time, ICA to solicit expressions of interest in linkages, exchange program management from U.S. development organizations. In 1982 start exchanges and contacts; 1983 continue these and add sponsorship of technical meetings; in 1984, add operational program grants through the new organizations if they are strong enough.

7. Institution/organizations involved. ICA-OCA. Multitude of South African organizations. U.S. consulting firms with proven work record in LDC development. RSA: Professional organizations working in development sciences in RSA -- agriculture, small industry development, NFE, FP/POP, etc.

8. Issues positions. Exchanges should be both ways. Black and white development specialists and local leaders should participate. One broad linkage arrangement is preferred to several specialized ones. Expand from exchange to meetings and program support grants as soon as escalated engagement acceptable.

F. Program Possibility: Management Development

1. Facts. The requirement for black managers, administrators and community program leaders is considerable and growing. Special programs are needed for blacks in this area. South African business community is already planning to meet this requirement. Pre- and in-service management training is done "in-house" by large businesses and organizations, and contracted out by small firms when they can afford the time and cost. A few young black management groups are forming and want technical help. RSA and international businesses want U.S. involvement as a recognition of their efforts.

2. Rationale for involvement. Management training is the clearest and easiest place to work with little danger of reinforcing apartheid. It identifies the U.S. with black leaders. It supports blacks who have a positive private enterprise orientation. Management development is an area of U.S. comparative advantage. Several South African groups are already organized for counterpart relationships and immediate start-up.

3. Program possibilities. Mount special program combining in-country (RSA) workshops and courses on management, with selected hands-on management training in U.S., jointly with American businesses. Similar programs are possible for black community program leaders and administrators. Joint programs with National African Chamber of Commerce (NAFCOC), Black Management Forum, Management and Leadership Development Association (MALDA) and

American Chamber of Commerce should be started.

4. Strategy. A.I.D. should immediately solicit expressions of interest from U.S. management associations, management consulting and development firms and support the most promising one with a short-term contract to do a management training analysis and project definition in RSA. The contractor would bring to the U.S. NAFCOC, BMF, MALDA and ANCHAM representatives to enlarge on their U.S. contacts and define requests for program grants which will follow those contracts. This project should be closely coordinated with U.S. firms which accept and implement the "Sullivan Principles," and the latter's sub-committees on management and training.

5. Program costs. FY 81 - no FAA: FY 82 - \$200,000; FY 83 - \$300,000.

6. Timing-phasing. Project definition in spring 1982; project obligation in fall 1982; and project implementation on a phased build-up basis in 1983.

7. Institutions. MALDA-U.S. schools of management; NAFCOC-U.S. management firms; BMF - management associations. Sullivan sub-committees.

8. Issues positions. The project should build individual black managerial and association capacity, and reinforce private business management training efforts.

G. Program Possibility: Teacher Training

1. Facts. Unhappiness with decline in quality of black education is top black concern. It is a desperate situation. Upgrading existing, and improving quality of new teachers was repeatedly identified as accepted level to attack the quality problem. Formal teacher training is controlled by SAG. However, there are many private (quality-upgrading) programs through which to work.

2. Rationale for involvement. Identifies U.S. with top priority black concern about education. Teacher upgrading can have an immediate impact on quality and the largest multiplier effect. Recognizing that the teacher training system is still controlled by SAG, confrontation of principles could result. However, most educators thought U.S. could upgrade teacher quality where SAG is unable to move now. U.S. has excellent record and comparative advantage in this field in U.S. and LDCs under similar circumstances.

3. Program possibilities. There are important opportunities and requirements in the teacher training field on which the black South Africans desperately want U.S. help. There are any number of ways of helping meet these needs which do not reinforce segregation and work for change. Most segregated government teacher training colleges are now running upgrading programs for blacks. These programs are not segregated and want reinforcement as the cutting edge for further change. Black leaders view the deteriorated quality of teachers in crises terms. They urge U.S.

participation to lead changes which the SAG cannot yet publicly make itself. Technical assistance drawing on U.S. and other LDC experience is openly requested to guide teacher educators who are now working for change in low quality segregated training.

Self-help funds can be granted to small private programs which are attacking up-grading problem on piecemeal basis. In addition, U.S. technical help should support larger private up-grading programs, workshops, and special training programs. Most importantly, non-racial professional exchange programs, special short course programs in U.S. and RSA for teachers and administrators, special programs for teachers of vocational subjects, core subject matter teachers (math, science, and English) and correspondence education could be offered through one or a consortium of U.S. teacher colleges or teacher associations on a non-segregated basis.

American educators can work with non-segregated South African programs. They can work through teachers and administrators associations to sponsor non-segregated programs. Accreditation can be by integrated accreditation bodies--possibly through U.S. institutions. The priority assigned to this by all black South Africans dictates that we try to help. The team is not unaware of the sensitive complication of training teachers who must return to a segregated system; most internal blacks believe this is the interim reality if blacks are to be better educated to lead evolutionary change. Creative programming to avoid segregated teachers upgrading can start at the integrated private schools and with the

trainers in private up-grading schemes. The latter are most important to giving blacks equal pay for equal qualifications which is now legally possible.

4. Strategy. We need to move now into technical analysis and project definition guided by political/social sensitivities. The head of Wits U. Faculty of Education Teacher Training Unit (Prof. White) will be in the U.S. in April-May contacting U.S. organizations for help in teacher training; we should support non-segregated programs developed by Wits staff. Representatives of American colleges and associations contacted by Prof. White should be sent to RSA to define an acceptable project intervention in teacher upgrading with South African educators. A phased program of engagement should be planned to start with seminars in U.S. through workshops in RSA through integrated institution building.

5. Program costs. FY 81 - no FAA: FY 82 - \$300,000; FY 83 - \$250,000.

The U.S. would finance a U.S. contract to support workshops, seminars, consultants and training materials.

6. Timing-phasing. A CN should be sent and project funds used in spring 1982 to contract for a professional analysis of teacher quality problems, and project definition for obligation late in FY 82. Start slowly with analysis and definition; work in one education area with one or two private South African groups to build confidence. After two-three years' of experience work directly with SAG institutions which accept integration of programs.

7. Institutions. Historically, black U.S. colleges and their

associations have special experience in this area. A consortium of colleges can bring broader resources and broader U.S. political support. Other U.S. teacher colleges with proven LDC record or American teachers associations can implement the program. RSA private teacher and professional associations are ready contacts; "off-duty" SAG teacher educators and administrators want to be involved.

8. Issues positions. We must be willing to work with white and black teachers if non-segregated programs and institutions are to be supported. Work with private RSA groups is probably the right place to start but we must be willing to work with non-segregated programs by South African teacher training institutions if we are to be effective change agents. Technical assistance is needed in both content and methodology, and U.S. educators will need to define with South African counterparts what the tolerance level for change is in both.

H. Program Possibility: University Support

1. Facts. Black access to "white" university education is "the" symbol of education equality. Universities are leaders of educational change in RSA. Three "white" universities have stated policies (and SAG acquiescence) for "openness." Graduates of the black education system have difficulty competing in these universities without special help. SAG does not provide special help for blacks at white universities.

Dramatic though incomplete integration is taking place in the English-speaking "open" universities of Wits, Cape Town and Natal. Even more than in the teacher training field, we should not fear to support these changes though the de-segregation process is only beginning.

-- Highly qualified black professors are teaching at white universities.

-- Ten-twelve percent of enrollment, totalling over 5,000 students at all three formerly all white universities, is now non-white.

-- Dining, classroom, library and lavatories are de-segregated.

-- Blacks are urged to participate in student government and extra-curricular activities.

-- Only dorms are still segregated because of the Groups Areas Act. Even here, some black students from the so-called independent homelands are now living in formerly all white dorms.

Equally important, strongly backed efforts by the white faculty

are underway to provide quality bridging programs for black students; leadership to black non-formal education and technical help in scores of black up-grading schemes comes from this source.

2. Rationale for involvement. Identify U.S. with future black leaders, their immediate "equality" priority, real educational change and individual aspirations. Support isolated white university presidents who are leaders of change and want U.S. recognition and support for their efforts. Involve U.S. in important educational development work with immediate impact and long-term multiplier effect. U.S. has comparative advantage of building LDC university support, and extensive education bridging work with disadvantaged students.

3. Program possibilities. Immediate work on all of following program elements is possible:

- Programs to strengthen black entrance qualifications;
- Programs to bridge black learning from weak secondary into white university education;
- Evaluate the multitude of bridging programs now being tried on pilot basis in RSA;
- Train black faculty and administrators for universities;
- Provide technical consultant to open universities efforts to provide community services, adult, pre-school education, other non-formal educational out-reach activities, for which no SAG support is received;
- Fund research programs on black education needs.

Nothing would bring higher positive recognition to the U.S. than solving the black residency problem on campus; consider building and organizing with private businesses an integrated American International Student (residence, learning and service) Center near one or more white universities.

The team envisions several linkages between American and open South African universities covering a variety of educational topics. Contracts would fund short-term observational and study trips to the U.S. to learn how the U.S. and LDC universities have solved similar problems facing higher education for disadvantaged in South Africa. Short-term American consultants would also be funded to address seminars and workshops at open South African universities. While working on these common education problems, plans to address specific problems like those identified above would be worked out. As with all projects proposed in this report, it is absolutely critical that black leaders and educators be deeply involved in the early planning process, as well as implementation.

4. Strategy. Make a grant to an American organization skilled at educational trips and conferences (\$100,000 in 1982). Bring representatives from the RSA University President's Council (black and white) to expand on their contacts with American universities (Attachment F). Announce trip to American university community so they can compete in hosting RSA reps and in program development. In FY 1983 fund university support programs developed through these contacts.

5. Program costs: FY 81 - no FAA; FY 82 - \$100,000;
FY 83 - \$500,000.

6. Timing-phasing.

-- July 1982: Grant to U.S. firm to organize trip

-- Dec 1982: RSA University Presidents to USA

-- Apr 1983: Program submission to A.I.D.

-- July 1983: Program grant(s)

7. Institutions. American trip organizers: OLC or ABC or American Association of African Scholars; all RSA open universities; numerous American universities and colleges.

8. Issues. Work with only open white and not black universities is recommended to avoid the stigma of trying to make separate black universities acceptable. We must accept black lead on working with those universities which are making important desegregation strides. There are significant racial changes taking place in South Africa that few Americans recognize. This is not to imply that apartheid is dead, nor acceptable. These changes are illustrative of a dynamic situation which sets a more favorable climate for positive U.S. educational programs than most Americans realize.

IV. Table

EDUCATIONAL ASSISTANCE TO
DISADVANTAGED SOUTH AFRICANS

(\$000)

	<u>FY 81</u>	<u>FY 82</u>	<u>FY 85</u>
Self-Help Funds (Community support)	40	150	300
UPP/JMB	470	300	650
Scholarships	380	4000	4000
Linkages	-	730	300
Teacher training	-	700	250
Management	-	200	300
University support	-	100	500
	<hr/>	<hr/>	<hr/>
Total	890	6,180	6,300

Note: Funds to train South African refugees are now administered by the State Department's Office of Refugee Programs; therefore, these funds are not shown in this A.I.D. funds table.

J. Administration and Implications

Education has been described as the "cutting edge" of the Administration's constructive engagement policy with South Africa. It will take full time staff attention to assure that the program meets our foreign policy objectives. To implement the refugee training, scholarship and internal education components, we should be budgeting \$40-50 million over the next 5-7 years. Coordination among the three components requires careful management. Implementation will require full-time attention of at least one person in the Embassy, AID/W and ICA/W. It will require the part-time staff support of many other units and individuals. The tasks to be managed run the full gamut of any other development project, complicated by more political sensitivities at home and abroad, greater inter-agency coordination because of the number of agencies involved and the split between funding and staff responsibilities.

Clear management responsibilities are essential to avoid the confusion which has slowed the program to date.

State/Embassy role is clear. Foreign policy objectives are paramount and these need to be translated into policy guidance at each step of project identification, design and implementation. The policy posture adopted in the first quarter of 1982 is very appropriate. The AF/S office probably can handle this policy translation role with no additional staff.

The Embassy has had a political officer guiding this work

for some time. The shift to in-country implementation will place great demands on all of the Embassy, Consulate and ICA field staff. The team believes there needs to be a high level focal point for guiding and coordinating this work in South Africa. The volume of activity and its programming, the desirability of developing a direct U.S. identification with the black community and the importance of a continuing exchange to guide future actions requires this position. The job is more technical and demanding than the political officer can manage. To give the Ambassador and Country Team the full time professional advice and coordination with the black community needed to support this foreign policy initiative, it is recommended that an Education Programs Coordinator be assigned as a Special Assistant to the Ambassador. The function would differ from the standard Cultural Affairs or Education Officers. The suggested job qualifications are included as Attachment K. Embassy and Consulate staff should, with BPAOs, be able to implement the expanded Self-Help Fund project with no additional staff.

The funds for this program are in the foreign assistance legislation. As administrator of ESF funds, A.I.D. will be held accountable for the programs. A.I.D. is committed to implementing this foreign policy initiative. They have the development orientation which these education programs will need. They have the comparative experience of 30 years of educational development in

over 75 countries. They have the links to American technical specialists who have been their partners in LDC development. They have the background of this study.

However, it is not planned to open government-to-government aid to South Africa, nor establish an A.I.D. mission in South Africa. Political realities and staff constraints preclude this. Of necessity, and to exploit strengths, the program will need to be implemented through intermediaries. This still requires full-time management of Congressionally mandated and foreign policy dictated interests by A.I.D. In the last quarter of 1981 and first quarter of 1982, an AFR/SA Desk Officer has devoted virtually full time to South Africa education. And this was to manage the on-going programs at an expanded rate, not to start new ones yet. If even only half of the projects proposed herein are approved, the full time of an AFR/SA Desk Officer will be required. The AFR/SA Regional Program Officer position, with which the RSA education responsibilities were to be combined, should not be eliminated as now scheduled in September 1982. A.I.D.'s responsibilities for budgeting, Congressional Presentations, position and briefing papers, staff work analysis, preparation of approval documents, clearances, coordination within A.I.D., with State, ICA, Embassy, response to extensive inquiries, directing independent evaluations and necessary studies, etc., all require the full-time attention of one A.I.D. staff officer.

Congressional staffers have asked assurance that A.I.D. will

exercise oversight of any funds allocated to them. (This will also be necessary to assure A.I.D. management that A.I.D.'s interests are executed even when funds are transferred to another agency or granted to an intermediary.) It is recommended that the responsible AFR/SA staff officer chair an ad hoc coordinating committee, with DR/SA, DR/EDU, OIT, S&T/EDU, GC and CM attending. The chairperson would also be the A.I.D. staff liaison officer with State and ICA, and the focal point within A.I.D. for all matters relating to South Africa education.

ICA has the key implementation role to play in this program-- both in the field and Washington. For several years A.I.D. has transferred small amounts (\$2.7 million: 1976-82) to ICA for South Africa education programs. ICA started much of this work. ICA has involved staff on the ground in South Africa. They have very good contacts and relations with the black education community, which must be involved in this program. They operate the Fulbright program and coordinate the short-term exchanges with which these proposed projects must be closely coordinated. In effect, they should continue as the main implementing agency.

A.I.D. should continue to transfer funds and program responsibilities to ICA. In so doing, a balance must be negotiated between just giving the money away and not inhibiting ICA's implementing flexibility with A.I.D. control. Clear program guidance, timely transfers should not turn close coordination into

control. ICA should implement the continuing JMB and expanded scholarship program. A simple transfer would facilitate the expanding Operations Crossroads and short-term exchange project. These can all be implemented now.

U.S. program interests in management development, teacher training and universities support are probably too loosely defined for immediate transfer or implementation. In the projects outlined above, next step strategies are identified. In general, if these three areas are accepted for educational aid, a program definition phase should be undertaken by A.I.D., in close coordination with ICA. In all three projects, a great deal of work must be undertaken immediately with design and study grants before proposals can be submitted or solicited and grants/contracts awarded. Inasmuch as the management project is the least complicated, it is recommended that project definition on this be started next. (As of April, funds for the expanded Self-Help and expanded scholarship program have already been transferred to State and ICA respectively; funds to continue the pilot phase of JMB will be transferred to ICA in early May.)

One last note on management. There are scores of important American and Third World leaders who are vitally interested in U.S. involvement in South Africa. It is critical that these individuals and leaders be consulted about this work. The A.I.D., State and ICA staff know who these people are and why their support is critical. At a very early stage, a coordination plan

should be drafted, approved and used as an active management tool. Misunderstanding by these groups could block effective implementation of this program.

The U.S. has taken some first steps in using education as the cutting edge of constructive engagement. It is a complicated task with great sensitivity. We have the opportunity to make important contributions to peaceful, evolutionary, human and political development of the entire southern Africa region. The situation is charged with strong feelings on all sides. There will be those who criticize this effort for doing too much, and those who will charge it is too little. The gravity of the consequences and the importance of the purpose will need to sustain all who work on this program when these charges are filed.

VI. Conclusions and Recommendations

A. Conclusions (see Executive Summary)

1. Black education is neither responsive to individual desires nor the economy's needs because of deteriorated quality.
2. Inferior quality is the overriding concern, especially in math, science and English. Teacher upgrading is the recommended level to help.
3. Everyone the team met recommended that the U.S. help but that help will not make the U.S. universally popular.
4. Apartheid imposes a stifling rigidity on education but there are ample opportunities to be helpful outside that structure.
5. The reasons why the U.S. should help outweigh these arguments against helping. It is in U.S. short and long term foreign policy interests to help as well as consistent with American ideals.
6. If recommended conditions and guidelines are followed, the U.S. can be helpful without reinforcing segregation.
7. There are program possibilities which can be supported immediately which contribute to U.S. objectives in South Africa.

B. Recommendations

1. Approve the proposed conditions and guidelines.
2. Reconfirm the understanding to expand the existing programs in FY 1982.
3. Approve ICA starting in FY 1982 new programs in management training, and expanding short-term exchanges.

4. Approve A.I.D. doing technical planning in FY 1982 for new program starts in FY 1983 in teacher upgrading and bridging programs for black students attending open universities.

5. Approve the position of Education Program Coordinator as policy adviser to the Ambassador in South Africa.

6. Approve the transfer of funds and implementing responsibility to USICA, with continued oversight by A.I.D./ Washington .

A T T A C H M E N T S



ATTACHMENT A: Terms of Reference for a Study of Assistance to the Training of Legally Disadvantaged South Africans

Background

Initiatives by the Congress and the Administration may require A.I.D. to begin a program for training South Africans who are disadvantaged by virtue of legal restrictions on their ability to get higher education. "Legally disadvantaged" includes African, Asian, and the so-called Coloured (mixed-race) students. These three groups are collectively referred to as "blacks" in South Africa.

The House of Representatives' version of the FY 1982 appropriations legislation for A.I.D. earmarks \$5.7 (\$4.7 million from the Education and Human Resources Account and \$1.0 million from Economic Support Funds) for scholarships for "South African students who are disadvantaged by virtue of legal restrictions on their ability to get an adequate undergraduate or graduate education." The Senate appropriations legislation earmarks only \$2.0 million for this activity, all of which is to come from ESF funds.

The Administration is considering and is favorably disposed towards the initiation of a major educational assistance program for black South Africans. To further program development, it is necessary that a fact-finding team travel to South Africa to explore the educational needs of legally disadvantaged students, possibilities for external assistance, and types of activities to which assistance might be provided.

Objective

The objective of the fact-finding team will be to determine how the U.S. can, within the context of US-RSA bilateral relations and domestic RSA conditions, effectively contribute to meeting the training needs of South Africa's legally disadvantaged students. Through review of existing studies and professional discussions, the team will:

1. Review education, training, and human resources development activities in RSA -- its organization, purposes, programs and constraints;
2. Explore various training needs of the legally disadvantaged;
3. Identify existing or new activities that could make effective use of external assistance;

Attachment A

4. Identify and appraise SAG and U.S. policies that may impact on external assistance programs;
5. Assess the capabilities of South African and American organizations/institutions that might be involved in program implementation.

Guiding Principles:

In assessing the feasibility of external assistance, the team will:

- a. Review both in-country training possibilities and support for study in the U.S.;
- b. Search for meaningful activities which do/could impact on the needs of the legally disadvantaged (i.e., breaks constraints on training, or has a multiplier effect beyond those directly trained, etc.);
- c. Give priority to any post-secondary, technical/vocational skills training, college preparatory training, or college/university training (including teacher training and up-grading) which is responsive to the training needs of the legally disadvantaged;
- d. Identify on-going or quick-starting activities which can begin implementation during FY 1982;
- e. Consider affordable activities; i.e., FY 1982 costs within the level of \$1-5.7 million; additional funding in similar amounts should be assumed for FY 1983 and FY 1984;
- f. Consider "cooperative arrangements" with the private sector;
- g. Give priority to activities that require no direct-hire A.I.D. staff in South Africa, that are capable of being managed with minimal USG management involvement.

Composition and Contacts of Fact-Finding Team

After appropriate Washington briefings, a three-person team traveled to South Africa to carry out the two-week study. Because of the complexity of such a program, the team should be made up of the following: one member who is experienced in all facets of A.I.D. program planning, project development and implementation; one member who has extensive, current knowledge of the development of specialized educational programs. The first member of the team is a senior A.I.D. officer from the Africa Bureau (Ted Morse, Director, AFR/SA), and the second member, a private U.S. consultant with expertise in education. The Deputy Assistant Administrator for Africa will assist with the study and familiarize himself with the problems, issues, institutions and opportunities as background for follow-on interpretation and decisions.

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The team will be assisted on a part-time basis in South Africa by U.S. Embassy staff. Appropriate staff would include a Political Officer who has a working knowledge of and established contacts with South African groups from which students might be selected, and a Cultural Affairs Officer who has working knowledge of and extensive contacts with South African public, church, and business "educators."

The A.I.D. Regional Legal Advisor (RLA) has been requested to assess the current legal impediments to equal educational opportunities for all South Africans. The RLA will prepare and dispatch a brief for use by the team to further define "legally disadvantaged" as a selection criterion for this program.

Upon arrival in South Africa, the team will consult with the U.S. Embassy on the following:

- (1) Identification of in-country political realities affecting students or program selection;
- (2) Recommendations on individuals, organizations and institutions the team should contact to carry out the above tasks (See preliminary scheduling requests for an illustrative listing of individual, organizational, and institutional contacts in South Africa; with the guidance of U.S. Embassy, the team will consult with as many of these or other such useful contacts as possible during the time available);
- (3) Guidance on specific information/insights that each contact can provide.

Congressional and Private U.S. Liaison

Legislation now under consideration in the Congress will, if passed, require A.I.D. to finance undergraduate and graduate professional education in the U.S. for legally disadvantaged South African students. Appropriate committees of the Congress are being informed of the proposed visit before the team departs. In addition, influential private Americans will also be informally consulted before departure to obtain their views on potential contacts and programs. This will include the author of the present US-SALEP study on South African education.

South African Government (SAG) Consultations

Assistant Secretary for African Affairs Crocker has informed the South African Embassy about the fact-finding mission and the travel of the A.I.D. team. He did not seek the SAG's approval of the team's statement of work nor proposed contacts. He did request SAG cooperation in setting up appropriate appointments. A reliable study will require that the team have access to a broad spectrum of the education community in both the public and private sectors.

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Scheduling

The team will start travel in South Africa o/a November 30, assuming that the Congress will have been informed and the Embassy clears.

The team would spend two weeks in South Africa, then return to the U.S. o/a December 14-16 to prepare its report. (NOTE: This date is firm in order to permit the team to participate in the December 17-18 CSIS-INR conference on "Furthering Black Education in South Africa: How can the U.S. Best Help?"

Logistic Support

Embassy assistance will be requested in identifying contacts, formulating itinerary, and arranging meetings. Travel and hotel accommodations should be made by the Embassy.

Reports

Before departing South Africa, the team will brief the U.S. Embassy on its findings.

Upon return to the U.S. the team will report on the feasibility of a program of assistance for legally disadvantaged South Africans to the Assistant Secretary of State for African Affairs, the A.I.D. Assistant Administrator for Africa, and the ICA Director of the Office of African Affairs. Every effort will be made to complete the field aspects of the study in time to present its results to the State/AF-funded review of South African education, tentatively scheduled for December 17-18.

The team's report will include recommendations on activities that might be assisted, describing mechanisms and processes through which assistance might be channeled, and formulating guidelines to be followed in distributing available funding resources between the various assistance options.

ATTACHMENT B: UNSOLICITED BLACK EDUCATION PROGRAM REQUESTS

Belville Teachers' College

In-service training (in language)
Faculty development (especially English)
Software production unit for audio-visual
Assistance with part-time, in-serve teacher upgrading certification

Teacher Improvement Research Association (Mpalu)

Wants full-time coordinator for research and training centers
Wants help with primary level science kits

Saint Francis

Wants help on existing in-service (night/weekend) teacher upgrading
Help with training in handicrafts for handicapped

Urban Foundation (Cape Town)

Help review the major NFE study they are doing
Help with pre-school education (Early Learning Research Units)
Help with expanding the Saturdays Science Program
Help with Science Education (kits) Program
Needs a Black Coordinator for the Singing (repetition Learning Program)
Help make use and build more Teacher Research Centers - upgrading
(There are numerous teacher upgrading schemes - need money)
3 M, UF and UCT sponsor an evening science and arts program
for black primary teachers; they would like short-term consultants in all educational fields

Grassroots

Wants funds to help set up more pre-schools
Wants help in following: parent education; physical facilities;
training specialists in pre-school education; training in
community organizations management

University of Cape Town

Wants to change university along U.S. Land Grant model
Wants staff with third world experience on 1-2 year secondment
Wants help for their adult education program at Cross Roads
Wants help for their disadvantaged students in science, math,
English and adult education (literacy, numeracy, health
education, water, community management, vocational skills)
and other "out-reach" programs
Wants adult education (20 grads now enrolled) assistance
Wants fellowships/bursaries to UCT for black students
Wants help with its community action management training program
Has labor research and legal help programs not funded by
SAG/U budget
Wants help in these and NFE, TESL, TEFL.

Careers Research and Information Center

Wants expansion help for operating expenses, guidance counseling, job definitions

Stellenbosh University

Recommended U.S. help with bursaries and bridging programs at open universities
Wants help for their in-service program for under-qualified black math and science teachers
Wants help in "Package Program."
Recommends more urban adult education centers (help parents, not just students)
Small business development schemes for black businesses

Wits

Dorms; bursaries; academic support program of every type need help
Black staff development
Full requests made

University of Western Cape

Requested bursaries for research and post-graduate students
Wants faculty exchange in science
Wants contacts for ordering science books and equipment
Wants help with science teachers upgrading program
Wants institutional linkages, faculty exchanges in all fields with those familiar with third world education

MALDA (Management and Leadership Development Association)

Wants building and program help in all aspects of management and administration training, counseling and research

Cape Technikons

Want bursaries, short-term staff exchanges, funds to work in Teacher Resource Center of University of Western Cape
Want funds for math/science school leavers on Sat. and Sun.
Assistance with faculty development; engineering; science and management

Operation Upgrade

Wants funds to train more literacy teachers

Natal Teacher Educators Association

Wants modular in-service training materials for members

Springfield

Funds for expanded Saturday workshops by college

70

Umbumbulu Teachers College

Wants bursaries for students
Wants help for accelerating upgrading courses
Wants teacher salaries for adult education centers (no SAG funds)
Wants audio-visual aids (IBM tapes may be coming); science kits

Mangosuthu Technikon

Wants U.S. companies to donate funds to technikons and support students from their firms to come to study and placement afterwards

University of Natal

Bursaries needed by every black student (\$1,500-\$2,000 per year for each student)
Academic support including exchanges of technology and experience
Wants residences on campus and at teaching health center
Needs extensive help for black medical faculty
Also wants help with staff development
Needs equipment and audio-visual aids, upgrading courses and assistance with teacher training
Development Studies Program wants AID/DSP and other outlines
Wants help in economic surveying techniques
Department of statistics wants visiting research fellows
Extensive help in medical education requested

University of Durban Westville

Staff and student exchanges
Staff upgrading (no affirmative action mentioned)

KwaZulu Public Service

Scholarships for staff training

KwaZulu Ministry of Education

Money for American Missionary School in KwaZulu
Need assistance for night upgrading courses, as well as an upgrading center and equipment for same
Wants U.S. experts, teachers and bursaries for in-service trips

Black Management Forum

Wants consultants

Inkatha

Bursaries needed

Institute of Race Relations

Needs help (money) on wide range of bridging programs, all over the country (from pre-departure orientation to Durban drop-outs program)
Receives bursary help and distribution to the needy;
wants help in confidence training

Educational Information Center

(UF grant runs out in one year)
Wants help with its programs in many educational areas,
including counseling, testing to career outlines
Employment placement: testing to recommend training;
70% of jobs are open
Educational enrichment: Winter school (1,000), tutorial
Workshops for teachers
Information exchange
Referral service bursaries.

Anglo-American

Recommendations - send high-level teacher educations; fund
buildings which open new ideas, cutting edge of change;
assist community self-help efforts
Rural, white areas have poorest education
Back urban pilot schemes
Make inputs into open universities
Facilitate integration through bridging programs
Pay bursaries at black and open universities
Help management education
Support de Lange recommendations on pre-school
Help orient education to job/career needs

Urban (Union) Training Project

Money for seminars and buildings for management
Pay for part-time instructors

EOC

Scholarships
In-country education next

PACE School

Help open night, adult classes at PACE
Help open primary teacher upgrading PACE
Help with bursaries for PACE
Pre-school grants

Teachers Action Committee

Help with seminars; how to teach and "conscientize" (awareness)
reinterpret history

University of Zululand

Faculty of Education wants a teacher in-service training
institute

Urban Foundation (Johannesburg)

Moving from a funding agency to a program development agency
Link UF to A.I.D. studies on NFE; education financing; UC,
Michigan, Georgetown; when completed review US design study
on structuring NFE (1/3 done now)
Create another variation of UF

Teacher Center to overcome the science, math and commercial
weakness of their center
Entrepreneur development is third UF focus; join them on this

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TAGS:

SUBJECT: MEDIA GUIDANCE

REF: (A) CAPE TOWN 5549; (B) STATE 314125

1. MEDIA GUIDANCE PROPOSED IN REF (B) HAS BEEN AMENDED AS SUGGESTED IN REF (A). REVISED TEXT FOLLOWS:

2. QUOTE. AN AGENCY FOR INTERNATIONAL DEVELOPMENT (A.I.D.) FACT-FINDING TEAM IS BEING SENT TO SOUTH AFRICA O/A NOVEMBER 30, 1981, TO EXPLORE NEEDS AND POSSIBILITIES FOR U.S. GOVERNMENT ASSISTANCE TO PROGRAMS DESIGNED TO HELP BLACK SOUTH AFRICANS OVERCOME EDUCATIONAL DISADVANTAGES AND PLAY THEIR FULL ROLE IN THE PEACEFUL FUTURE OF THIS IMPORTANT COUNTRY AND REGION. THE TEAM WILL LIMIT THE SCOPE OF ITS EXPLORATIONS TO THE EDUCATION SECTOR. IT WILL GATHER INFORMATION RELEVANT TO THE DEVELOPMENT OF PROGRAMS OF SCHOLARSHIP ASSISTANCE FOR STUDY IN U.S. COLLEGES AND UNIVERSITIES, AS WELL AS IN-COUNTRY TRAINING PROGRAMS THAT MIGHT INCLUDE COLLEGE PREPARATION, TEACHER UPGRADING TRAINING AND POST-SECONDARY TECHNICAL/VOCATIONAL TRAINING ACTIVITIES. THE TEAM WILL SEEK A FULL EXCHANGE OF VIEWS WITH INDIVIDUALS, ORGANIZATIONS AND INSTITUTIONS OPERATING IN THE EDUCATION SECTOR. AFTER TWO-THREE WEEKS OF TRAVELING IN SOUTH AFRICA, THE TEAM WILL RETURN TO THE U.S. TO REPORT ITS FINDINGS TO A.I.D., THE STATE DEPARTMENT AND THE INTERNATIONAL COMMUNICATIONS AGENCY, AS INPUT TO THEIR CONSIDERATION OF POSSIBLE ASSISTANCE TO PROGRAMS ADDRESSING THE EDUCATIONAL/TRAINING NEEDS OF ~~LEGALLY~~ DISADVANTAGED STUDENTS IN SOUTH AFRICA.

3. THE TEAM WILL CONSIST OF TWO A.I.D. OFFICERS, W. HAVEN NORTH, AND TED D. MORSE, BUREAU FOR AFRICA; AND ONE PRIVATE U.S. CONSULTANT, DR. PATSY BAKER BLACKSHEAR, PH.D., EDUCATION ADMINISTRATION, SUPERVISION AND CURRICULUM DEVELOPMENT. STOESEL

EV

will help black education

The Star Bureau
WASHINGTON — A top-level two-man team of the United States Agency for International Development is investigating aspects of black, coloured and Indian education in South Africa.

This is part of what could develop into a major involvement by the US Government and by its private sector to help overcome "education disadvantages" for black, coloured and Indian South Africans.

The AID team consists of Mr Haven North, the assistant administrator for Africa, and Mr Ted Morse, the director for Southern Africa.

They are being accompanied by Miss Patsy Baker Blackshear, a private education consultant, and they will be joined on Monday by Mr Edward Meador, an assistant secretary of education and the department of education's director of the office of international programmes.

They are due in Johannesburg today after visiting Cape Town and Durban.

The team will spend most of next week in Johannesburg having discussions with leaders and educationists of all races — but focusing on some of the University of the Witwatersrand's education projects.

CONFERENCE

After leaving SA on December 11 they will attend a closed conference on education projects for black, coloured and Indian South Africans organised by the Georgetown University's Centre for Strategic and International Studies.

This conference will be attended by a small group of Americans "in the public and private sec-

tors who have already undertaken or are about to undertake" significant educational projects in SA.

Among those attending will be Dr Chester Crockey, Assistant Secretary of State for Africa, and Dr John Marcum, vice-chancellor of the University of California at Santa Cruz, who recently led an inter-racial team of five American university administrators to SA.

During August and September they intensively studied education in SA and possible projects to help "disadvantaged" students.

In terms of a State Department press statement today the AID team will "explore the needs and possibilities for US Government assistance to programmes designed to help black South Africans overcome education disadvantages and play their full role" in South and Southern Africa.

INVESTIGATION

The team will look at possible programmes for scholarships to US colleges and universities as well as training programme in SA which might include "College preparation upgrading teacher training and post-secondary technical/vocational training activities."

Their investigation will help the Reagan administration decide how it should spend the several million dollars (rands) it has earmarked for educational assistance programmes for black, coloured and Indian South Africans.

The CSIS conference is intended to co-ordinate these programmes with what is hoped will be a major effort by private enterprise.

Star
18/12/81
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W

In accordance with the Reagan Administration's declared intention to participate in "significant projects in South Africa" for the benefit of "disadvantaged" black students, a two-man United States team arrives in Johannesburg today for discussions with leaders and educationists of all races. They will be paying particular attention to the University of the Witwatersrand's education projects. After their visit to Johannesburg they will report back to a conference organised by the Georgetown University in Washington.

US plans boost for SA black education

Mail Reporter

THE United States is planning a major boost for black education in South Africa as part of its "constructive engagement" policy with Pretoria.

The boost, revealed by the US ambassador to the United Nations earlier this week, will take its lead from a fact-finding mission now touring South Africa.

The Ambassador, Mr Kenneth Adelman, told the UN General Assembly in New York on Monday — as part of a plea for a rethink on international links with South Africa — that the US would "soon expand programmes designed to meet the education needs of black South Africans, both refugees and those who remain".

Urging the UN to become "more realistic and less repetitive", he called on it to join the US "and other governments already active in this role to help provide educational assistance to blacks within South Africa, either through scholarships or other educational projects".

Although the financial extent of the education injection is not known, a three-person team from the US Agency for International Development (AID) is touring South Africa to assess the most urgent needs.

The findings of the team — which is expected in Johannesburg next week — will form the basis of the new initiative.

} visiting us on
Tues 10:30 am
12:00 noon
Monday 12:30 pm

US plans major boost for SA black education

Mercury Correspondent

JOHANNESBURG—United States is planning a major boost for black education in South Africa as part of its 'constructive engagement' policy with Pretoria.

And the boost, revealed by the United States ambassador to the United Nations this week, will take its lead from a fact-finding mission now touring South Africa.

The US Ambassador, Mr Kenneth Adelman, told the UN General Assembly in New York on Monday — as part of a plea for a rethink on international links with South Africa — that the US would 'soon expand programmes designed to meet the education needs of black South Africans, both refugees and those who remain'.

Realistic

Urging the UN to become 'more realistic and less repetitive', he called on it to join the US 'and other governments already active in this role to help provide educational assistance to blacks within South Africa, either through scholarships or other educational projects'.

'Such concrete programmes, coupled with opening an honest dialogue with the South African Government, will place the UN in a better position to pursue peace and decency in South Africa... it would then fulfil its mandate as a mediator facilitating change in that troubled land', he said.

Although the **UN's** extent of the education injection is not known, a three-man team from the United States Agency for International Development (AID) is currently touring South Africa to assess the most urgent needs.

Mr W Haven-Norse and Mr Ted Morse, both AID officials, and Dr Patsy Baker-Blackshear, an educationist, are 'looking into different possibilities', a US Information Service spokesman said yesterday.

U.S. ASKS PRETORIA HOW TO AID BLACKS

Officials Wind Up 2-Week Tour Intended to Find Ways to Give Educational Help

By JOSEPH LELYVELD

Special to The New York Times

JOHANNESBURG, Dec. 20 — The Reagan Administration is looking for ways to support black education in South Africa without channeling the assistance through the bureaucracy that enforces strict racial separation in schools.

As a preliminary step before drafting specific project proposals, two officials of the Agency for International Development completed a two-week fact-finding tour of South Africa nine days ago in which they canvassed the reactions to possible aid plans of black educational and political groups as well as white educators and officials.

The American agency officials, W. Haven North and Ted D. Morse of the agency's African bureau, wound up their mission by meeting officials from two of the three South African ministries that oversee the separate education departments set up for each racial group. The officials the Americans met were from the Ministry of National Education, which is responsible for white schools and the coordination of educational policies, and the Ministry of Education and Training, which runs the black schools.

The American officials were said to be under instructions from Washington not to answer questions from reporters, and the American Embassy in Cape Town took the unusual step of instructing its officials not to go beyond a one-paragraph statement from Washington defining the mission's goals. That statement did not address the potentially touchy question of how the United States could aid black education in South Africa without appearing to help the segregated system.

Committed to 'Parity'

But it seemed that the South African authorities recognized the delicacy of that issue for the United States and were prepared to see American aid money flow to voluntary and scholarship programs they did not directly control. A high official of the Ministry of National Education who met with a member of the American group pointed out that the Government was formally committed to what he called "parity" in the provision of educational opportunities to blacks. He also said that it recognized that there was a "huge backlog" to be overcome if that goal was to be achieved.

"It is my personal opinion," the official said, putting his response in the context of the official emphasis on separate but equal facilities, "that South Africa should be grateful for financial assistance from the United States or from any other country, because it is the intention of the Government to provide equal educational opportunities to all groups in this country."

The official American statement spoke of meeting the educational and training needs of "legally disadvantaged" blacks. White and nonwhite South Africans who met with the Americans said the emphasis appeared to be study in South Africa as well as the United States, and on backing for privately supported groups such as the South African Committee for Higher Education, which runs special programs for blacks trying to get university degrees through correspondence courses.

At least one nonwhite educator declined to meet the American officials. Later he explained that he was concerned that the students in his programs might react negatively if he appeared to be involving it in the Reagan Administration's policy of "constructive engagement" with South Africa, which is generally viewed with suspicion or hostility by politically sophisticated blacks.

Guarded but Positive Response

However, he said he thought it was possible that American aid funds could be put to constructive use in programs designed for blacks. A minority of blacks with whom the officials met were reported to have told them that any form of assistance would tend to legitimize the existing system but the general response from blacks appeared to be guarded but positive.

The head of one voluntary program said he thought the Americans should concentrate on areas the Government systematically neglected, such as literacy programs for adults and school dropouts — two-thirds of all blacks who go to school are said to stay only three years — and education in rural areas.

But any consideration of a program for rural blacks immediately raises the issue of whether American aid funds can go to the so-called tribal homelands. The American officials were said to have indicated that this was out of the question in the case of the states that had accepted a nominal independence. But one white educator said he came away with the impression that the United States might be interested in putting money into the Zulu state, known as Kwazulu.

Of all the leaders of the black states, Kwazulu's Chief Minister, Gatsha Buthelezi, has been firmest in insisting that he would never accept independence under South African auspices or anything less than full citizenship in South Africa. He is also one of the few South African black leaders who is outspoken in his support for a system of private enterprise.

In addition to the aid agency officials, the visiting American group included Edward L. Meador, director of the international division of the United States Office of Education, and Dr. Patsy Blackshaw of the District of Columbia school system, who was described as a consultant to the Agency for International Development.

THE Reagan administration is investigating ways of assisting black education in South Africa because it regards education as central to peaceful evolutionary change.

A decade ago, such overtures from a foreign government would have been met with suspicion in Pretoria and it is a safe bet that under former President Jimmy Carter such a scheme would have been unacceptable.

The succession to power of the Reagan administration has brought an easing of tension in the corridors of power in Pretoria to the extent that government officials no longer feel that they have to be on the defensive all the time. They have a friend in Washington, after all.

There is also an acute awareness that President Reagan presents something of a last chance for Pretoria and that if progress is going to be made, it had better be made now.

Education is one of the fields where America believes it can accelerate the forces of change away from apartheid.

America's Assistant Secretary of State for Africa, Dr Chester Crocker, regards education as "an engine for social change".

In a recent address in Washington on the subject of ushering the education of black South Africans, he said: "What we see as a continuing revolution away from apartheid is in fact underway".

Several days before his Washington address, two officials of the Agency for International Development completed a fortnight's fact-finding tour of South Africa, canvassing black and white responses to the American plan.

One of the issues the Americans will have to overcome in implementing their plan will be to carry it off

UN Govt plans to oil SA's 'engine' of social change

without appearing to support South Africa's segregated education system.

At the same time Left and Rightwing groups in South Africa are expected to criticise the American scheme — each for his own reasons.

In Government circles, however, the scheme is not expected to run into serious opposition. The two American officials from the Agency for International Development, Mr W Haven North and Mr Tod D Merse, met with officials of the separate departments which control white and black education during their recent visit.

An official statement was not issued on the discussions, but the mood among educationists in Pretoria towards the American move to bolster black education is: "Why not?"

South Africa faces a daunting task in providing education for all population groups.

In the year 2000, only 18 years from now, South Africa will have a total population of 46 300 000 — 49 700 000 blacks and 5 600 000 whites.

The implications for the size of the school-going population are staggering. By 1990, 41.1 percent of an esti-

DON MARSHALL probes a US plan being drawn up under Assistant Secretary of State, Dr Chester Crocker (right), to assist black education in South Africa.



mated African population of 28 700 000 will be under 14 years of age.

The unofficial Pretoria view towards the American scheme, therefore, is: "We can do with the kind of aid that the Americans propose".

An educationist, speaking in his private capacity, said: "We would have to assume

the Americans would not pose something that would not be acceptable to the South African Government."

How would the American scheme work?

Dr Crocker said recently that "three markers" must be observed in attempting to design a United States approach to the educational

needs of black South Africans.

"First, any approach which is interventionist in nature will be opposed by the South African Government as it would be by any sovereign government.

"Secondly, any approach which calls on the United States to play the role that is properly that of the South African Government will be opposed by that portion of the population it is intended to benefit.

"Thirdly, our approach should be formulated in consultation with South Africans of all groups. It should reflect their needs and priorities and should not be dictated to them," Dr Crocker said.

Scholarships for study at American institutions offer one method of providing assistance, although it has its limitations.

"The policy review takes into account the advantages of education in the United States as opposed to South Africa, of undergraduate versus post-graduate education, and formal university education versus vocational training.

"It is also considering curriculum development, teacher training, bridging programs, technical skills training, management training, and educational television schemes," Dr Crocker said.

All this because Dr Crocker sees South Africa's future lying between the battlefield and the classroom. The failure of the latter, he believes, would ensure the dominance

Read Daily Mail
1/22/82

ATTACHMENT D

WHY THE U.S. SHOULD AND SHOULD NOT GET INVOLVED IN HELPING BLACK EDUCATION IN COUNTRY (from the viewpoints of various South African groups)

I. Views from South African Government/Establishment

PROs

- Furthers economic growth and development of the country's manpower needs
- Supports the massive educational needs of the black population
- Provides a positive relationship with the U.S.A.

CONs

- Interfers with the government's laws, policies, and responsibilities
- Interfers with the current white status quo, economic and social

II. Views from Universities (white, Afrikaans)

PROs

- Furthers economic growth and the country's manpower needs
- Provides the needed support for the massive educational needs of the black population
- Promotes moderate and peaceful social change
- Utilizes the expertise of the U.S. in areas of need
- Promotes the concept of differential education at the tertiary level
- Could provide the needed bursaries to support tertiary education needs for blacks
- Provides support for the greatest areas of black educational need

CONs

- Could continue to prepare people for an academically oriented work setting when the needs relate to technical skills
- Could develop aspiration levels for employment that are beyond the middle management levels

23

III. Views from Universities (white, English)PROs

- Supports current efforts to provide non-racial and quality educational opportunities
- Supports efforts to train blacks in areas of manpower need
- Furthers the economical and political growth of the country
- Furthers the increasing student population needs of the white, English university
- Could provide the needed bursaries to support tertiary education needs for blacks
- Provides support for the greatest areas of black educational need

'CONs

- Furthers segregated educational institutions (residentially)
- Furthers the erosions of the black institutions of higher education and retards the development of leadership at these institutions
- Acknowledges apartheid by relating to the government's roadblocks (e.g., permits, residential restrictions, etc.)
- Requires extensive support to prepare black students entering the university special programs
- Highlights the lack of research and evaluative data regarding the success of efforts relative to bridging and teacher upgrading

IV. Views from Institutions of Higher Education (black)PROs

- Improves the quality of education for blacks
- Legitimizes efforts through association with the USA
- Provides support for the greatest areas of black educational need

CONs

- Furthers a segregated educational system
- The extent of support needed requires large financial outlays or strategic catalytic efforts
- Requires government assistance to support the current system
- Supports educational efforts that are not related to either community needs or economic manpower needs

V. Views from Community Leadership .
(black and white, industry and community based)

PROs

- Provides a buttress for those persons and organizations supporting peaceful change and economic growth
- Supports the economic stability and manpower needs of private industry
- Prepares a black intelligencia to further the leadership needs of the black community
- Supports existing avenues which serve as a catalyst to end apartheid by encouraging non-racial and quality education
- Provides a cost effective educational thrust

CONs

- Highlights the lack of unity in leadership within the black community -- project coordinator problems
- Highlights the lack of coordination of the current efforts and the resulting neglect in support to rural areas and homelands -- project focus problems

VI. Views from "Far-to-Moderate Left"

PROs

- Prepares a black intelligencia to provide the leadership needs for the "change"
- Could provide a tangible stance against apartheid

CONs

- Hinders the progress toward full equality
- Imposes western ideas and the white man's attitudes on blacks
- Furthers a segregated and inferior educational system for blacks
- Provides reform of the present system rather than furthering "change"
- Provides an undesired positive relationship between the governments of USA and RSA
- Supports economic divisiveness among blacks.

NOTES:

Independent homelands were excluded since the viewpoints of persons in these areas were not obtained.

Most statements were provided directly by the persons interviewed; a few were implied from conversations.

Points of Comparison and Contrast Between Groups:

For all of the persons interviewed who are currently involved in improving the quality of education for blacks in Southern Africa, there was a general encouragement of USA involvement in in-country training activities. Although the basis for this viewpoint differed from one group to the next, they were unified in their stand. The most prevailing point of concurrence relates to the identified need to train blacks for the country's critical manpower shortages. As explained by one Afrikaaner, "we're running out of whites." This perception seemed to be shared by those who could be classified as part of the establishment and the more conservative Afrikaaners in general. This latter group also includes some representatives of private industry.

A different view, however, was presented by the more liberal, community based groups and the white, English universities. They seemed to encourage USA support for moral reasons -- the need to peacefully reform the system away from apartheid. Many felt that this could best be accomplished by supporting non-racial institutions and improving the quality of education for blacks through teacher training.

A slight variation on this moral rationale was uncovered as it relates to the white, English universities. Although they seemed sincere in their desires to support black education for moral reasons, it was obvious that there was also a concern regarding a declining enrollment of white students. Their attempt to increase black enrollment gives them both the best and the worst of two worlds. On one hand they are able to pick the cream of the crop from the black student population. At the same time, they encounter a major problem as it relates to the academic deficits found in many of the black entrants. USA support in numerous ways could not only lend credibility to their present stance, but it could provide additional support to their major bridging needs and the financial needs of black students.

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A variance exists on why in-country support from the USA is desired. The first is presented by the black institutions of higher education. Simply put, this group finds itself between both a "rock and a hard place." There is the desire to provide quality education but there is neither the resources nor the support to do so. It is assumed that in-country support from the USA could help them improve their educational efforts through professional as well as material support.

The last variation observed on why the USA should provide in-country support is provided by those few interviewed who were considered to be to the far-to-moderate left. Like the liberal group, the far-to-moderate left seemed to present a moral view for ending apartheid. However, different from the establishment and the conservative Afrikaaner group, the far-to-moderate left sees the support of the USA as providing the needed assistance to prepare blacks for the leadership roles they will hold when "the change comes." The need for this support seems to be grudgingly accepted.

There was concurrence among all groups that the best U.S. operating style calls for caution. Care was urged regarding who the USA associates with, what is done and how government acquiescence is obtained. These points were reiterated repeatedly by all groups.

ATTACHMENT E: BUDGET RESERVATIONS FOR SOUTH AFRICAN EDUCATION

FY 82 FY 83 FY 84

Training of Disadvantaged
South Africans (690-0213)
(Scholarships)

DA	\$3,000	\$5,300,000	\$5,000,000 =	
ESF	<u>1,000</u>	<u>1,000,000</u>	<u>=1,000,000 =</u>	<u>2</u>
<u>Sub-Total</u>	<u>a1</u>		\$50,000	\$5

Training of Disadvantaged
South Africans
(In-Country Education)

ESF	\$1,850	\$1,850,500	\$2,300,000 =	\$2
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Development Training for
Southern Africans (690-0063)
(University Preparation - JMB)

ESF	\$300	\$300 _{a/}	= <u>a/pen</u> =	o
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Special Self-Help Funds
(690-9901)

	\$150	\$150 _{a/}	= <u>a/pen</u> =	o
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a/ To be funded under "in-country" project.

ATTACHMENT F: US-RSA Education Contacts Mentioned*

Springfield Teachers' College - University of Maryland (Science Education), University of Michigan (Mat Education), National Institute of Personnel Administration).

University of Durban Westville Teachers' College - Columbia University; Northeastern; St. Augustine (NC); Adelphia University (NY); Four teachers are at Westville.

KwaZulu Ministry of Education - American Missionary School is in KwaZulu now.

University of Zululand, Institute of Public Service Training - Institute of Development Management (Botswana), French Public Administration aid.

Bishop Tutu - Daughters at Howard University and Barea College.

Black Management Forum - San Diego (Ken Maegers)

Institute of Race Relations - Swiss; German; Harvard; Dutch; Mobile.

Black Universities - Ford Foundation (Staff Development)

Wits University - Carnegie (Research), San Diego, University of Pennsylvania

SACHED - Correspondence Education - Indian University (Dr. Keller); World University Service; Germans; Meferio Catholic Bishop Fund; Ford Foundation.

PACE School - American Chamber of Commerce.

Barlow Rand - OICI.

De Lange - Suggested links to study U.S. junior college system.

Urban Foundation - Strong private enterprise links; NFE Study by London (Bob Smith); New Detroit Ford Motor Corp. (Wayne Fredric)

*NOTE: A US-SALEP sponsored study of South African education directed in fall 1981 by Dr. John Marcum will probably be a better reference on US-RSA education contacts.

This annotated bibliography of materials on South African education was prepared by Wayne J. King while seconded to AID-AFR/SA. The materials are in AFR/SA library. They should be studied by everyone working in this project.

MATERIALS SENT TO FACT FINDING TEAM: PREPARED SPECIFICALLY FOR HIS VISIT.

PART (A)

- (1) Extra-Mural Studies And The Division Of Adult Education University of Cape Town - December 1981. Memorandum to Haven North from Professor C.J. Millar, Prof. of Adult Education and Director, Extra Mural Studies, Univ. of Cape Town.
- (2) Capital College scheme to develop colleges for Black Adults. Letter to Messrs Haven North & Ted Morse from L.G. Robertson regarding the college's proposal.
- (3) University of Cape Town. Letter to Ted Morse from Dr. James Moulder, Special Assistant To The Vice-Chancellor, transmitting documents.
- (4) University of Bophuthatswana. Letter to Ted Morse from Eric Glover setting forth some thoughts on education.
- (5) Projects For AID Funds. Copy of letter from Ray McGunigle to Howard Walker. This letter presents a general outline of projects he would recommend.
- (6) Human Rights Funds Status Report For The Republic of South Africa for FY 1981. This is a status report that was prepared October 21, 1981 by Reed Fendrick An Embassy Pretoria.
- (7) The Urban Foundation's letter from Len Smith, Education Projects Manager, to Ted Morse which indicated the need to make a comprehensive study of the particular problem areas and consult closely with the communities who have expressed the need for assistance.
- (8) Copy of letter from D.N. Young to Dr. S.J. Saunders, Vice Chancellor and Principal University of Cape Town, regarding the language subject/medium issue raised at a meeting on November 13, 1981.
- (9) Copy of letter from Mr. C.W.S. Mncwanga to US Consul regarding the need for assistance with training Kwazulu civil servants.
- (10) Copy of letter from C.W.S. Mncwanga to Mr. C. van der Heever, Public Affairs Co-ordinator Shell S.A. (Pty) Ltd. regarding training in the Kwazulu civil service.
- (11) Copy of several letters from Alan Logan to Majorie R. Overton, Cultural Affairs Officer ICA regarding a bridging program for African students to prepare them for further U.S. training.
- (12) Copy of letter from G.R. Bozzoli to The Minister of National Education regarding the funding for private schools in S.A. which would be non-profit.

General Reports - Analysis: -Part (B)

- 1) Provision of Education In The Republic of South Africa, Report of the Human Sciences Research Council Investigation into Education, Pretoria, July 1981. Vol. 1 - Report of The Main Committee; Vol 3 - Education Management; Vol 4 - Education Financing; Vol 127 - Technical and Vocational Training. (All Vols now rec'd in AID/W-AFR/SA)
- 2) C.J. Millar, A.R. Morphet, 'The Role of Continuing Education in the South African Context', Education Debate, 1981.
- 3) 'Non-Formal Education As Reflected In the De Lange Report 1981 - A Summary' D. Wheeler (No date or place of publication indicated)
- 4) M.A.S. Corke, 'An Equality Of Opportunity In A South African School System', St. Barnabas College, Johannesburg, November 1981.
- 5) M.A.S. Corke, 'Educational Enrichment In A Changing Society' ST. Barnabas College, Johannesburg, May 1981.
- 6) Gordon Loraine, Survey of Race Relations In South Africa, 1980
- 7) Helen Campbell, A Survey Of Tertiary (Non-University) and Adult Education in South Africa, Center for Extra-Mural Studies, University of Cape Town, January 1980.
- 8) Information on Secondary Technical Education, Pre-Tertiary Post School Technical Education, Technikon Education, February 1981.
- 9) S.P. Kutumela, 'Advancement In The Entrepreneurial Situation'. African Business, July 1980. This article identifies the impact educational deficiencies have upon black business development and institutions/organizations offering various training programs for black businessmen.
- 10) Resettlement, South Africa Institute of Race Relations. This booklet contains papers given at 51st annual meeting (June 24-26, 1981). Topics covered in papers presented are as follows: Gerhard Mare, 'Process, policies and African Population Relocation'. Charles Simkins, 'The Economic Implications of African Resettlement'; Dr. C.J. Jocste, 'Principles and Guidelines of Consolidation'; "Kwazulu And Its Stance And Problems Associated With Resettlement In Natal'.
- 11) Report presented at 5th general meeting of the associate members of National African Federated Chamber of Commerce (NAFCOC). This report indicated NAFCOC maintains Department of Education and Training Services which focuses on education and training of black entrepreneurs and the provision of grants for career oriented training to blacks in the top and middle management positions.

- 12) A.R. Morphet and C.J. Millar, 'Continuing Education Through Adulthood. Centre For Extra-Mural Studies University of Cape Town, February 1981. Part III contains information on continuing education in South Africa including the following: classification by relation to "core system"; system for continuing education throughout adulthood in South Africa; limits of present classification system and its use; Admission requirements for adult learners in continuing education programmes in South Africa.
- (13) Some Aspects Of The Educational Crisis In The Western Cape in 1980. This booklet contains papers presented at a national conference on curriculum innovation in South Africa held by the faculty of education, University of Cape Town, 1980. The following papers are included: Edgar Maurice, 'The Curriculum And The Crisis In The Schools; George Gibbs, 'A Community In Crisis: The Need For Overall Involvement In Planning; Sindi Magona, 'Crisis In The African Townships Of Cape Town in 1980'; Trish Flederman, 'Some Of Effects Of The Boycott On The Roles Of Classroom Teachers Under The Department Of Coloured Affairs'; Henry Joubert, 'Coping In A Crisis: A Headmaster's Case Study'. The aforementioned papers were prepared by individuals involved in the crisis. The following quote appears in the introduction to the papers, "A generation of school children and student have come to see their education systems as serving the political and economic systems of South Africa and have realized that the call for equal education is in fact a call for equal participation in a total society. It is likely that future educational reforms will be looked at very critically indeed unless they reflect, rather than serve as a substitute for genuine political change."
- (14) James Moulder, 'Some Responses To The Crisis In Education'. This paper covers the following: The fundamental crises in South Africa's system of education; Projects that should be consolidated, expanded, or duplicated; Ideas that have not yet been translated into projects, but may deserve serious consideration.
- (14-a) Prof. Kenneth Hartshorne, 'The Unfinished Business: Education For South Africa's Black People'. This paper presents the following: Background information as to the education of blacks in South Africa; Role of the private sector in meeting the need for adult education; Implications for the Future. In this article President Julius Nyerere is quoted as noting a distinction between "a system of education and training which makes liberated men and women into skillful users of tools and a system which turns men and women into tools: that regards them as creatures and not creators."

- (15) Labour Organizations And The African Worker. Proceedings of a workshop held by the Natal Region Of The South African Institute Of Race Relations. This pamphlet contains the following articles: Lawrence Schlemmer, 'The African Industrial Worker Views His Situation'; Gerhard Mare, 'The Strikes In February 1973'; L.C.G. Douwes Dekker, John Kane Berman, Harold Nxasana, 'An Assessment Of Existing Forms Of Labour Organization'; L.D. Thorne, Dr. A. Boraine, 'An Appropriate Form Of Labour Organization'.
- (16) W.M. Kgwane, 'The Role Of Black Universities In South Africa'. The following topics are covered in this paper: Historical developments; The Nature Of the Black University; The Function of the Black University; Autonomy Of the Black University; Academic Freedom Of the Black University; Africanization Of The Black University; Inter-University Relations In South Africa.
- (17) J.A. Ryan, Summary Of The De Lange Report On Education In South Africa, Econ: AmEmbassy Pretoria, Oct. 1981.
- (18) Franz Ayerbach, Race Discrimination In South Africa. The following topics are covered: Discrimination between population groups; Education as a function of governments; The provision of facilities in education; Teachers; Teachers qualifications And Conditions of service; Population; school enrollment and expenditure; The holding power of South African Schools; The content of education; Some effects of segregating pupils; Technical and vocational education.
- (19) J.A. Rayan, Black Education: Trends and Prospects. Econ: AmEmbassy Pretoria.
- (20) 'A Proposal For The Formation Of A Council For Black Education And Research', resulting from the meeting of the members of the steering committee held on August 10, 1979.
- (21) J.L. Sadie, 'Manpower Development And Employment Policy For Southern Africa'. The following topics are covered in this paper: Background to policy; Stemming the tide of numbers; Crating demand for labour; Peasant farming; Education for growth; Trade unions; Wage policy; Migrant labour.
- (22) J.L. Sadie, 'The Quantitative Dimensions Of The Labour Problem In South Africa'. The following topics are covered in this paper: The source of the labour supply; The propensity to participate; Labour force growth; The demand labour.

- (23) Cape Town An Open City In An Open Society. A selection of papers presented at a symposium held at the University of Cape Town, October 23, 1979. The symposium was organized by the Centre for Extra-Mural Studies in association with the Urban Problems Research Unit and the Centre for Inter-group Studies. The following papers were presented at the symposium: David Dewar, 'Urban Development and an Open Society: Realities and Issues' (The author indicates repeal of all legislation which discriminates between people on the basis of colour or which presents freedom of association, particularly the Population Registration Act, The Group Areas Act and The Mixed Marriages Act, the negative effect on urban problems and practices would be negligible); Brian Rees, 'Equality In Local Government' (This paper indicates that a regional form of local government is essential. By replacing the provinces with a far larger number of regional authorities, Pretoria's tendency to orchestrate everything that touches ones daily life can be ameliorated.); D.E. Hendricks, 'Local Government' (Anyone who thinks that Cape Town can go it alone and bring meaningful changes, without meaningful changes in the laws at central government is guilty of wishful thinking. Belhar is a local area administered by the Divisional Council of the Cape and is a "coloured" group area. It was declared a "coloured" area under the Group Areas Act. Belhar is represented in a Divisional Council by a councillor it did not nominate and did not vote for.); Revel Fox, 'Housing' (Author has no doubt that the serious shortage of residential land for blacks and coloured would be relieved by the removal of restrictions imposed by the Group Areas Act.); Michael de Klerk, 'Jobs' (This author sees four main ways in which race discrimination affects employment in the peninsula: through the so called "coloured" labour preference policy; through "influx control" in the broader sense; through the various forms of job reservation; and through the barriers on non-racial trade unions).
- (24) The Role Of the University In Continuing And Adult Education. This pamphlet presents papers and discussions from the National Conference, University of Cape Town (20-21 August 1980). The following papers are contained in this pamphlet: P.M.C. Botha, 'The Role Of The Centre For Continuing Education At The University Of Port Elizabeth: A Case Study'; 'The Role Of the Centre For Extra-Mural Studies At The University of Cape Town'; J.P. Van Niekark, 'An Evolution Of Continuing Education'; D. Russell, 'The Role Of The University In Adult Education: A Zimbabwean Case Study'; S. Fehrson, 'Continuing Medical Education And The G.P.'s Frame of Reference'; B.R. Slabbert, 'The Design And Implementation Of the Programme For Continuing Education At The University of Stellenbosch With Reference To The Programmes For Continuing Medical Education'; J. Turner, 'Perspectives On Continuing Education In First And Third World Countries'; R. Tobias, 'Options Open To Southern African Universities In Continuing Education'; G.M. Mpati, S. Ripinga, 'An Overview Of Initial Approaches In Continuing And Adult Education In Transkei'; 'Financing University Continuing Education In South Africa: Current Issues; Universities, Professional Associations And Industry'; Cooperation In Continuing Education: 'Conceptions Of The University's Major Contributions In The Field Of Continuing And Adult Education' (Panel Discussion: Sir Richard Luyt, J. Turner, P.M.C. Botha, J. Moulden).

- (25) The Education Debate, a selection of papers presented at an extra-mural class series organized by the Education Policy Unit University of Cape Town between April and June 1981. The papers presented are as follows: Edgar Maurice, 'Some Aspects Of The Crisis In Education In The Western Cape'; David Welsh, 'Desegregating South Africa's Educational System'; Erian Gilbert, 'The White Teacher Crisis'; Clive Millar & Tony Morphet, 'The Role Of Continuing Education In the South African Context'; Ian Michael, 'The Role Of A University In A Developing Country'; Benard Steinberg, 'Ethnicity And Education: An International Perspective'; Pwen van de Berg, 'Education Equality: Central Issue In The Education Debate'.
- (26) Frontline, March 1981. In this magazine there is an article entitled "The Slippery Road To Mixed Education" which reflects several interviews with black and white parents of school age children.
- (27) Kenneth Hartshorne, 'The Unfinished Business: Education for South Africa's Black people'. This article identifies short-term as well as long term strategies.
- (28) A series of press releases originating from Cape Town regarding various educational issues. These press releases have an 8/10/81 date line.
- (29) Adult Education Strategy: Natal Region 1982. Proposes increasing financing and trained personnel for adult education centres.
- (30) A.P. Hunter, 'Education Policy Colloquium - The Present Situation In Education: Constraints And Opportunities'. This paper lists the attributes of existing educational policy. It also sets forth the recent developments.
- (31) South African Outlook, June 1981. This magazine contains the following articles: Lawrence Schlemmer, 'Does Education Save Or Corrupt'; Alan Mountain, 'Where Are Our Universities'; A.P. Hunter, 'New Wine In An Old Bottle'; Oscar Dhlomo, 'Education In Kwazulu'; Clive Millar, 'Outside The Ivory Tower'; Tony Morphet, 'Continuing Education: A Way Forward'; B.G. Boaden, 'Community Projects'.
- (32) South Africa: Time Running Out, The Report Of The Study Commission On U.S. Policy Toward South Africa.
- (34) L.W. Lanham, K.P. Prinsloo. 'Language And Communication Studies In South Africa'. Current issues and directions in research and inquiry.
- (35) 'Submission To The Human Sciences Research Council: Investigation Into Education'. The Urban Foundation, March 1981.
- (36) Chris Griffith, 'Industrial Development In South Africa', Nov. 19. 1981. This speech indicates the following: SA needs to snap out of the 'gold psychosis' in terms of which it relies on the yellow metal to bail it out of difficulties; both political and economic.

discrimination of SA society; 4) Mr. Botha is silent when it comes to acceptance of the de Lange Commission's recommendation in regard to uniform education nor was he able to give any satisfactory answers in regard to the removal of offensive legislation such as the Immorality Act and the Mixed Marriages Act, as well as, other areas of discrimination which could be removed without jeopardising the political or social stability of South Africa; 5) SA industrial development proposals refer to indirect physical control measures which will be employed to regulate industrial development in the existing metropolitan areas.

(37) Address by Prof. Owen Horwood, Minister of Finance (Nov. 19, 1981) at the Financial Mail's Investment Conference. This address indicates the following: 1) The moderation of the real growth rate was due to physical constraints such as the shortage of skilled and semiskilled labour and the absorption of the surplus production capacity; 2) SA economy appears to have entered a "downward cyclical phase" as a result of a marked decline in the price of gold and the adverse effect on SA's exports of recessionary tendencies in the main industrial countries; 3) In spite of intervention by the Reserve Bank in the foreign exchange market in support of the rand, it still depreciated against the US dollar by 23 percent and against a weighted basket of foreign currencies by about 14 per cent during the first ten months of 1981; 4) Adopted for 1982 policy aimed at restraining public and private sector spending which is reflected in the 1981/82 Budget provision of 16.8 per cent increase in government spending in nominal terms and a deficit before borrowing of R 2.7 billion or about 3.6 per cent of gross domestic product; 4) Expects the rate of growth in real gross domestic product will decline further in 1982 and might end up in the 2 to 3 per cent range for the year as a whole; 5) The policy of permitting the rand to depreciate in the foreign exchange market was not conducive to curbing the rate of price increases, but was considered necessary to avoid undue speculative and other pressure on the gold and other foreign reserves, and to cushion the impact on the domestic economy of the sharp decline in the foreign currency proceeds of SA gold and other exports.

(38) 1980 Annual Labor Report, F.R. Golino Regional Labor Officer American Con. Gen Johannesburg. (April 1981) This report contains excellent background information of SA labor situation. The following information is probably most significant: 1) Immigration is a temporary and a unsatisfactory solution to SA skilled manpower problem (See pg. 12 White Immigration Patterns; 2) A yearly increase of 3.2 percent in SA's skilled work force is required if desired economic growth targets are to be attained; 3) Even with immigration the skilled white work force is not expected to increase by much more than 1.3 percent per year; 4) H.F. Oppenheimer is cited as saying the skilled manpower shortage is a major obstacle to peaceful evolution in SA. He also said "A prerequisite for peaceful change is an educated and industrious population. And we will certainly not have that unless the education system is efficient and balanced and does not discriminate on the basis of race; 5) The National Productivity Institute estimates that by 1987 SA will require an additional 700,000 trained professional people and skilled workers.

(39) Black Education: Beyond Reaction, Report On The Conference of Black Education (held at the Central Methodist Church, Durban-Feb. 13-14, 1981) The Council For Black Education And Research. The conference was attended by 33 educationalists from Western and Eastern Cape, Natal, Transvaal, CFS, including the Universities of Western Cape, Transkei, Cape Town, the North, Bopthuthatswana, Witwatersrand, Zululand. The statements which are listed in this paper should be read by anyone planning an educational project for SA. The following statements are considered most significant: 1) "It would be unrealistic of us to think that we can put our ideas into practice within the existing structures of our society, much as we agree that the curricula and syllabuses designed for us need overhauling. A way of realizing some of our ideas would seem to be through non-formal education. This fits into interdisciplinary adult education, to supplement formal education. This is a community programme and is the least problematic area. Newly-independent countries like Tanzania place a premium on adult education, because as President Nyerere says, the educated adult can make an impact now, whereas the student at school still has a long way to go before his relevance in the community can be felt; 2) Cape Town Africans are the only minority group in a so-called "white area", urban Africans in other large cities being majority communities. The psychological effects of this condition were considered alarming. In this context, adult education became a way in which communication could develop a greater self-awareness, a way of responding to what the political authority insists on defining it as, a way of developing greater self-confidence so as to deal with the psychological traumas that are the day-to-day experience of the Western Cape Africans. Self-reliance, control over one's life, awareness of one's cultural roots and self-discovery, became priority areas for the attention of an adult-education programme.

(40) Proposal for a series of lectures on Africa As A Programme Of Non-Formal Teaching 1982. E. Mphahlele. The author indicates the dilemma facing the organizers of adult education projects is whether to use up the time for classes teaching only for the Matric exam which already stands discredited, or try to give more for the higher purpose of education i.e., beyond the exam motive.

41) Adapting An Established University, A.P. Hunter (July 1980) This paper indicates well established universities do not easily change their programmes, their priorities, their policies. 1) Innovations proposed as socially necessary must pass the scrutiny of Senate and Faculty Boards, whose regulatory and administrative arrangements may be untied by the intruders; 2) A concern to increase study opportunities leads to moves for part-time study, and many people may believe that academic resources spent on this mode are unlikely to produce a return justifying the expenditure.

(42) The Participation Debate: Strategies And Implications
A.P. Hunter (Nov. 1981) This article sets forth arguments relating to participation. The following conclusions must be kept in mind: 1) Specific initiatives must be weighed against other possible uses of the organization's time and other resources; 2) Opportunities need to be sought in which real long-term benefits are highly probable, and in which they would outweigh any adverse consequences. (There is a real danger of well-meaning contributors to educational development being led by enthusiastic appeals into devoting substantial time and resources to ventures which on closer examination could be shown to have no solid hope of viability.); 3) Within a multiple strategy of opposition in education there are obviously multiple roles, and one would hope that the actors in these differing roles would see each other as partners rather than opponents; 4) Fruitful partnership requires mutual criticism as an essential ingredient.

43) Council For Black Education And Research, Proposal For Research Projects Presented At The Executive Meeting Of The Council For Black Education & Research, Oct. 31, 1981, held at the University of The Witwatersrand. (E. Mphahlele) With regards to non-formal education the following is suggested: 1) An inquiry into all existing areas of non-formal education "continuing education: Adult education, whether the emphasis is on literacy or on general knowledge; the arts - verbal, visual, musical; craftwork centres; reading circles or clubs; enrichment programmes for those who are still at school; mid-career programs; etc.; 2) Non-formal education will be understood to refer to the learning process that takes place outside of the conventional system for primarily economic advancement and for primarily cultural enrichment; 3) The aim will be to ascertain what institutions/organizations exist for non-formal education, to evaluate them, to establish the conditions that make their existence possible, to compare the South African case with others overseas in this respect, and to project an ideal framework and content of non-formal education for the future.

44) Institute for the Study of English in Africa, Rhodes University, The Molteno Project Report - Evaluation And Recommendations (J.V. Rodseth) This report revealed the following: 1) The most conspicuous of failures with the most serious consequences was the failure to learn to read; 2) Black children failed to master English reading because they had in fact failed to acquire basic reading skills in the mother-tongue; 3) The failure of the primary school to lay an effective foundation in the early stages of learning; The successful teaching of English reading carried the highest promise of pay-off under the peculiar condition and insuperable odds of learning English entirely in the school situation.

45) The Molteno Project, Evaluation Report 1980, R.J. Collet. This report indicated consultancy help might usefully be sought in making a needs and methods analysis, on drafting programmes for training volunteer tutors, and adapting Breakthrough and Bridge more specifically for an adult audience, in terms of

- 2) The simultaneous introduction of two foreign languages;
- 3) The depressed levels of teacher education-in teacher training colleges in Transkei less than one-third of the staff are graduates (in some the ~~principal~~ is the only graduate);
- 4) The low levels of competence of the teachers classroom language.
- 46) Adrian's Botha Manpower Centre. This proposal request \$10 million for a private profit oriented manpower training centre. Adrian requested a loan. The proposal does not contain any information on curriculum or specific training activities presently being undertaken.
- 47) The Molteno Project (1 April 1980 to 31 March 1981). The Institute for the Study of English in Africa, Rhodes Univ. This report includes summaries of two evaluations that have been conducted. It also contains over-views as to staff/management and finance.
- 48) Black Manpower Training Study In Natal & KwaZulu, The Urban Foundation (March 1980) The purpose of this study was to assess education and training needs as perceived by Employers themselves; to related these to services provided by existing institutions and to suggest how and where available resources should be concentrated in order to achieve greater efficiency. The overall view of employers who were consulted is as follows:
- 1) The KwaZulu education system is trying to cope with quantity rather than quality and until such time as the quality of Kwa Zulu education is improved, there will always be a reluctance to employ Zulu job seekers. Preference will inevitably be given to white, Asian. coloured or immigrant job seekers;
 - 2) By "quality of education" is meant the creation of a "trainable base" to each student to enable the development of an employment aptitude through: a greater technical orientation, English literacy skills; arithmetic skills, science skills;
 - 3) The reasons for not employing blacks in skilled or management positions are not predominantly racial;
 - 4) Although some employers offer their employees the opportunity to further their general educational standard through extra-mural adult education programmes, etc. there is no real likelihood of employers generally offering much more than specialized training related specifically to their own job requirements;
 - 4) Employers are thus looking to the KwaZulu Department of Education and Culture to break the log-jam. Until this is done on a co-ordinated and systematic basis, aspirant Zulu job seekers will remain prejudiced in the job market in Natal.
- 49) Teacher Education In KwaZulu: A Study Of the Potential Applications Of Education Technology. Kirkpatrick Educational Consultants Vols I & II. The major conclusion of this study is that the establishment of a FLATO system in KwaZulu could bring dramatic benefits to many sections of the community. It is recommended that a co-ordinated system involving seven teacher training colleges, which are administered by the Department of Education and Culture, and the University of Zululand, should be created. Learning centres should be set up in all eight institutions in a phased development.

(50) Frontline, Vol 2, No. 2 (Nov/Dec 1981) Although, this issue contains several articles which outline South African political environment; the last one, entitled "Can It Come To This" is worth reading since it considers realistically prospects for changing the direction SA is headed. The following points are made in this article: 1) It is widely recognized SA is drifting towards disaster; 2) No matter how much attention is paid to the other features of black discontent - education, housing, petty discrimination, etc. - these will do nothing to forestall the disaster as long as the fundamental denial of black political rights remains; 3) The challenge is to persuade whites to swallow the idea of a planned orderly progression away from white control and to persuade blacks that the dream-world of total turnabout would be a nightmare in reality and that the only effective changes majority rule can bring are slow and undramatic ones; 5) What we want is to see a society in which both black and whites open their eyes to reality, whites accepting the reality that everyone has an equal stake in SA and an equal democratic right to exercise it, and blacks accepting the reality that constitutional equality can mean nothing more than a sound basis for a long haul upwards.

(51) The Education Of The Coloured Community In South Africa 1652 To 1970. Compiled by Muriel Horrell. South African Institute Of Race Relations. The history of the education of members of the Coloured community in South Africa falls into four periods: those of missionary effort, the gradual assumption of control by provincial administrations, seven years of control by the Coloured Affairs Department, and the beginning of the devolution of powers of administration to the Coloured Persons Representative Council. 2) The author concludes the most urgent needs would appear to be more money for Coloured education; an acceleration of the programme for building schools and hostels; a reduction of the drop out rate leading to a larger flow of matriculants; the introduction of compulsory education in the lower standards at least; and, especially, a large increase in the numbers of well-qualified teachers.

(52) Measuring Educational Development In South Africa, F.E. Auerbach. SA Institute of Race Relations.

(53) Black Pay And Productivity In South Africa, J.A. Horner. SA Institute of Race Relations. SA is a pluralistic society consisting of different race groups at different stages. The following points are clear in this report; 1) SA is half way through the fourth stage which Rostow describes as follows: The make-up of the economy changes increasingly as techniques improve, new industries accelerate and old industries level off; the economy finds its place in the international economy; goods formerly imported are produced at home; new import requirements develop and new export commodities to match them. The society makes such terms as it will with the requirements of modern and efficient production, balancing off the new against the older values and institutions or revising the latter in such ways as to support rather than to retard the growth process.

- (54) A Short History, The South African Institute of Race Relations, Ellen Hellman.
- (55) The Black-White Wage Gap-What Can Be Done About It? S. Biesjauvel. South African Institute of Race Relations.
- (56) Black Pay And Productivity In South Africa. J.A. Horner. South Africa Institute of Race Relations
- (57) Education For Progress, Prof. Hansi Pollak. South African Institute of Race Relations
- (58) Soweto, A Study By The Transvaal Region Of The Urban Foundation 1980. This report is aimed at providing a factual and conceptual framework within which physical plans may be developed.
- (59) Sue Blignaut, Statistics On Education In South Africa, 1968-79 (SA Institute Of Race Relations): 1) The narrative accounts, summaries of legislation and statistical tables for the period 1969 to 1978 provide a fund of material relating to South Africa's four systems of public education - those for African, coloured, Indian and white people; 2) Educational happenings, legislation and statistics all have as a basic point of reference the policy of separation; 3) The tables provide the evidence that the problems of black education arise primarily out of the inequitable allocation of educational resources among the various racial groups.; 4) To bring about parity in expenditure on education within existing structures would involve a four-fold increase in overall educational expenditure.
- (60) Papers of a closed conference on "Fair Labour Practices" held on 2 July 1981. The following papers are contained in this packet: 1) K.R. McKenzie, "Communication Of Fair Labour Practices"; 2) R.V. Sutton, "Black Advancement, Pay Structures And Job Evaluation"; 3) Dr. R.H. Lee, "The Role Of The Private Sector In Technical and Vocational Education And Training"; 4) J.W. Butler, "Barlow Rand Group Literacy Scheme"; 5) J.F. Clarke, "Advancement Into The Economic System Of South Africa"; 6) Anglo American Corporation of South Africa, "Cadet Scheme"; 7) E. Mafuna, "Development Of Black Management Leadership". These articles point to the need to address adult educational requirements first since the period in which a return on investment can be realized is shorter.

- (72) Study Commission On U.S. Policy Toward Southern Africa. This folder contains the following: a) Background notes on the Republic of South Africa; (b) History, Summary Findings and Recommendations, Biographical sketches; c) address to The National Press Club by Franklin A. Thomas Commission Chair.
- (73) F.E. Auerbach, Measuring Educational Development In South Africa. This booklet sheds light on the quantitative aspects of educational development in S.A. It measures the growth of opportunities for schooling. It also provides clarity as to some of the historical and current disparities in the provision of education for the various groups in South Africa.
- (74) S.P. Cilliers, Coloured People: Education And Status, South African Institute Of Race RELations. (1971) This booklet presents a picture of the general socio-economic position of the coloured population against which one can view educational provision and priorities for this population group.
- (75) Black Politics In S.A. I: Buthelezi's Agenda. African Index. This article presents background information on Inkatha which was organized by Buthelezi.
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- (76) USUN 4380. This cable contains portions of Amb. Kilpatrick address to the United Nations. In her address she mentioned the U.S. intention to expand programs designed to meet the education needs of Black South Africans, both refugees and those who remain.
- (78) AmEmb Johannesburg cables regarding the De Lange Report. Included in the cables is the government interim response.
- (79) Summary and Conclusions of study into the manpower development requirements of the Kwafulu Public Service.
- (80) Answers To Clarification Questions Posed By The Agency For International Development About The University Preparation Programme. Prepared by the staff of the Consulting Group, Inc. San Diego: California.
- (81) Ted Morse's notes taken during meetings on education assistance in South Africa. November -December 1981.
- (82) An Agenda for Change A US Response to the Educational Needs of Black South Africans Address by Chester A. Crocker Assistant Secretary for African Affairs United States DEpartment of State, before the Georgetwon University Center for Strategic and International Studies Conference on "Futhering Higher

INSTITUTIONAL REPORTS Part (C)

- 1) Cah Programme 1981-1985, Southern Africa Team for Employment Promotion (SATEP), World Employment Program, International Labour Office, Lusaka, August 1981.
- 2) Theo Collett, Better Farming and Gardening, Operation Upgrade of Southern Africa (Upgrading Adult Literacy), Durban, 1976.
- 3) 1982 Calendar, University of the Western Cape, Bellemele, 1981. Part III Faculty of Science; Part III Faculty of Arts; IV Faculty of Economic and Management Sciences; Part V Faculty of Education; Part VI Faculty of Theology; VII Faculty of Dentistry; VIII Faculty of Law.
- 4) Louise D'Oliveria, Sybil Bossan, Keeping in Touch - Letters, Postal Orders, Telegrams, Telephones. Operation Upgrade Southern Africa (Upgrading Adult Literacy), Durban, 1972.
- 5) Information Sheet, Centre for Extra Mural Studies, University of Cape Town, undated.
- 6) Adult Education Projects Serving Black Communities, Centre for Extra Mural Studies, University of Cape Town, September 2, 1981. -Memorandum from Professor C.J. Millist, Centre for Extra-Mural Studies to Dr. S. Saunders, Principal and Vice-Chancellor, University of Cape Town.
- 7) Careers Research & Information Centre (CRIC), Cape Town, September 1981.
- 8) Newsletter, Careers Research and Information Centre (CRIC), Cape Town, July 1981.
- (9) Display Sheets: Technikon, Apprenticeship, Matric Examination, A Profile of The School Boycotts, Careers Research and Information Centre, Cape Town, undated.
- (10) First Progress Report of Developments from 1976 to 1981, Black Management Forum, prepared by E. Mafuna, President, June 11, 1981.
- (11) Annual Report 1980-81, The SACHED Trust.
- (12) Annual Report 1980, Department of Education and Training, Pretoria, 1981.
- (13) Muriel Horrell, Laws Affecting Race Relations In South Africa 1948-1978, South Africa Institute of Race Relations.
- (14) Technikon information packet regarding educational programs in following areas: humanities, education, management, civil engineering, mechanical engineering.
- (15) Annual Report 1980, Investor Responsibility Research Inc. This report indicates the organization's general focus is on research and publication of reports as to social/policy issues in South Africa. It also sets forth lists of its directors, staff and financial status.

- (16) A Report On USSALEP's Major Concerns And Activities 1980-81.
- (17) The USSALEP Story 1958-80. This report discusses the organization's mission, including its origins and financing.
- (18) USSALEP itinerary for U.S. University presidents, August 16 - September 2, 1981. Participants included Dr. John Marcum Vice Chancellor University of Calif. Santa Cruz; Dr. Walter Massey, Director Argonne National Labs Univ. Chicago; Dr. Richard Gilman, President Occidental College Los Angeles, Calif.; Dr. Lawrence Keller, Director Independent Study Division Indiana Univ.; Dr. Vera Farris, Vice President Academic Affairs Kean College, New Jersey; Dr. Marvin Nachman President Temple University, Philadelphia, Pa..
- (19) Report on visit to U.S. by young academics from South African Universities written by Lourens du Plessis, Head of Department Legal Philosophy, Potchefstroom University.
- (20) Report on Urban Training Project, 1980. The Urban Training Project was started in 1971 as a worker service organization directed mainly towards black workers and their trade unions. It provides educational, advisory, administrative and legal services. The Urban Training Project receives financial aid from the following organizations: Zentralstelle fur Entwicklungshilfe (Germany), Christelijk National Wakverbond (Holland), International Conference of Free Trade Unions, British Trade Union, Netherland Reformed Churches (Holland), Joseph Rowntree Charitable Trust (England). Its educational staff consist of three full-timers at a head office and one full timer in Durban and Port Elizabeth.
- (21) Education Statistics And Five Year Projections 1982-86, Department of Internal Affairs Division of Indian Education.
- (22) Statistics On Education In South Africa (1968-79), South Africa Institute of Race Relations. In addition to statistics, this report contains a review of major legislation and issues during the period.
- (23) Status Report For Period January 1979-80, Centre For Applied Social Sciences, University of Natal, Durban. This report contains a brief description of the following projects: Occupation prestige and social mobility amongst urban whites in South Africa; Revision of earlier research on education in South Africa; Employment opportunities for African, Coloured and Indian School leavers in Durban; A short history of physical planning; Baseline regional survey of the Empangeni; The Durban metropolitan recreation survey; Values, attitudes and aspirations of Bantu School girls in Durban; Students, staff and graduates of the medical school at the University of Natal; Labour turnover among white process technicians in a petrochemical plant.

forestry, industry and related industries in Natal and Transvaal; Health education needs and attitudes to western medicine among rural Africans in the Transkei; Adult education and community needs among Africans in a Durban township; A study of the reactions of coloured and white residents of Port St. Johns to control of the area by an African administration; Aspects of dietary patterns, household size and rural-urban influences among Africans in a rural setting adjacent to a socio-medical community project near Durban; Migrant labour in Natal; Student reactions to university residences and residence life on campuses of the University of Natal; Political change in South Africa; An informal squatter settlement at Malukafi, near Durban; Community development needs in the Sparks Estate-Sydenham Area; Household structure and settlement patterns on the Peri-Urban fringe; Feasibility of a proposed community health centre at Umbumbulu; Research on the African and Indian Duodenum: A study of the relationship between social stress, personality responses and Duodenal ulceration among Africans and Indians in Durban; Prospects for peaceful change in South Africa; Conceptualisation of the environment, cognitive models and educational levels among rural and urban Africans; Quality of life in South African cities, with particular reference to the role of housing; Political alternatives for the Ciskei; Pilot study to develop and test a measure of social structural modernization; Community land and development in Kwazulu: An Empirical study of values, organization and tenure.

- (24) Report of the 17th Annual Conference of the National African Federated Chamber of Commerce and Industry (NAFCOC). NAFCOC's educational sub-committee reported very little activity. S. Tlhopane's article entitled 'Government Must Increase Spending On Black Education' is presented in the report. The report also contains seven (7) recommendations with respect to education. They are as follows: Black education should be improved by including technical and business courses in the school syllabi; All educational institutions should be used by opening them to all sectors of the population; A national education strategy is required for long and short term improvement of Black educational standards; All associate members of NAFCOC or institutions which have anything to do with training programmes should be brought together and participate with or be incorporated in the NAFCOC educational programme; A fresh look should be given to all NAFCOC educational programmes to see whether they are still relevant; There should be a closer liaison between the local chamber and the educational bodies so that more attention could be given to business and commercial education; The NAFCOC/Rotary courses should be introduced in other provinces, in addition to Inyanda. B.P. had undertaken to finance the NAFCOC/rotary courses when implemented in other regions.

- (25) Black Manufacturer is the official voice of NAFCOC's Chamber of Industry. In the September 1981 issue the following articles are set forth: Strategies For The Survival And Growth Of The Small Business; SBDC Institutes A Bank Guarantee Scheme For All Small Businessmen; A Brief Look At The Budget Indicates Expenditures On Education And Training Of Blacks Is Scheduled To Rise 52% In The Current Fiscal Year (Ending March 1982) To R 370 Million. This includes a 100% increase in spending on vocational and trade training, 80% more for teacher training, 79% more for the training of handicapped children, 66% more for high schools, 55% more for Black universities and colleges and 99% more for adult education.
- (26) Education For Blacks In South Africa, Department of Education and Training. This report contains background information as to history, facilities, as well as, statistics.
- (27) Progress In Education For Blacks, Department of Education and Training, June 1981. This report deals with compulsory education in South Africa.
- (28) Statistical Survey of Black Development, Bureau For Economic Research: Cooperation and Development.
- (29) Barry Wood, University Responses To Community Needs, University Teachers Association of South Africa, 1980. This is the UTASA directory of university activities designed to meet new and priority needs among the socially disadvantaged.
- (30) Black Education Statistics 1980, University of Orange Free State. Summary prepared by JA Ryan: AmEmbassy Pretoria indicates the figures demonstrate that enrollment has increased but the problem of drop-outs has not been solved. He also indicates that the statistics point out the first three grades accounted for almost half of the total black school population.
- (31) Survey of Academic Support Program. AT C.U.P. Universities. This survey contains brief summaries of programs at C.U.P. Universities. The programs are divided into the following categories: Programmes specifically or primarily for regular first-year students; Programmes for ex-servicemen; Programmes specifically or primarily for disadvantaged students.
- (32) Interim memorandum on the 'Report Of The Human Sciences Research Council Inquiry Into The Provision Of Education In The Republic of South Africa'. This memorandum lists the eleven (11) principles which the R.S.A. accepts for the provision of education.
- (33) Key Economic Indicators. This paper includes an analysis of current economic trends and implications for the United States.
- (34) Annual Report 1981, Careers Research & Information Centre. 112

- (36) Opleidingskollege Bellville Training College (1982) catalogue.
- (37) Grassroots Education Trust. Pamphlet regarding its preschool programme. Attached to the pamphlet is its Annual Report 1981, as well as, its financial statement for the period ended March 24, 1981. Also included in these materials is a prospectus for Greene-Freschool Centre at Uluntu.
- (38) Unclassified airgram (not dated) This airgram presents the following information on South Africa: Population and growth rate; Age and Occupation; Various Programs.
- (39) The Current And Projected Need For School Facilities And Cost Implications. (Source and date not reflected). The following statistics are presented in this report: Current backlog in terms of pupil places using current departmental pupils per class ratios; Average number of pupils per room for each department; Current backlog in terms of pupil places at 30 pupils per classroom for all population groups; Current backlog of pupil places in terms of black education at 30 pupils per class; Projected number of pupils 1978-90 including the independent black states; The projected additional number of places needed in 1985 and 1990 based on population growth only; The provincial population increase or decrease relative to the national increase of 26.1% 1970-1980; The number of each population group in the four provinces 1980; Population increase or decrease in the provinces for each population group relative to the national increase; School children as a percentage of the total for each population group; Increase or decrease in the number of school children in the four provinces as a result of population group; The cumulative number of coloured pupil places needed due to population movement between the provinces; The cumulative number of Asiatic pupil places needed due to population movement between the provinces; The projected additional number of pupil places needed for each population group due to inter-provincial movement; Relative population increase over the national average for Blacks 1970-1980; Black population in Black states 1970 and 1978, (x100); Population movement to the Black states in terms of school children; The cumulative number of pupil places needed due to population movement to the Black states; The projected additional number of pupil places needed for Blacks due to population movement to the Black states; The total current backlog of pupil places; The total projected need for pupil places; Upper and lower limits of area and cost for the 1980 backlog of pupil places; Upper and lower limits of area and cost for the projected need for pupil places.
- (40) The Urban Foundation. Pamphlet which sets forth the foundation's activities.
- (41) Projected numbers of matriculants and standard 10's for the Republic of South Africa, Bophuthaswana and Transkei. The statistics presented were extracted from the minutes of the C.U.P. meeting of January 1980. It shows that after 1990 a plateau in the white figures with further rapid increase in the Black figures.

The information is provided by the Planning Division,
University of Natal.

- (42) University of Witwaterstrand. Outline Of The Academic Plan, Professor F.R.N. Nabarro. Deputy Vice Chancellor.
- (43) Facts On Wits, University of Wiswaterstrand, Johannesburg. Attached to the facts pamphlet is a paper entitled 'Programmes Designed Particularly For Educationally Disadvantaged People'. There is a photograph of a plaque which indicates that the university shall continue to work towards integration even though its past status as an integrated university was changed by
- (44) Introducing the University of Cape Town. Pamphlet indicating what the university offers students.
- (45) Clive J. Millar, Adult Education: Action and Theory, August 1979. The following topics are covered in this paper: Adult Education-International Ethics; Southern African Context; Extra-Mural Studies at the University of Cape Town; What Kind of Theory; Fundamental Pedagogies; Behavioural Objectives; Curriculum Development.
- (46) Annual Report 1980, University of CApe Town Centre For Extra-Mural Studies.
- (47) University of the Western Cape, 1982 catalogue.
- (48) Guide Map For The Tourist Republic of South Africa, Department of Tourism Republic of South Africa.
- (49) University of Bophuthatswana, Its Aims, Goals And Structure. Information Brochure.
- (50) The English Language Teaching Information Centre (ELTIC) within the English Academy of South Africa. Pamphlet regarding its program. The ELTIC Reporter Vols 2/5/6 are attached thereto. Extracts from Annual Report outlining areas of activity also attached thereto. Bridge course in communication skills for potential cadet students is attached. Two (2) ELTIC teaching guides are attached.
- (51) The Urban Foundation. The following materials are attached: Pamphlet entitled 'What is the Urban Foundation; Pamphlet entitled 'The Urban Foundation'; Untitled pamphlet regarding the Urban Foundation; Pamphlet regarding the Urban Foundation Western Cape Region Project Activity; Pamphlet setting forth the Urban Foundation Annual Review; The Urban Foundation Western Cape Newsletter; The Urban Foundation supplementary progress report; The Urban Foundation pamphlet regarding businessmen's conference on the quality of life of urban communities.
- (52) Black Management Forum, Memorandum of Association.
- (53) Management And Leadership Association Constitution.

following documents which give an interim insight into COC. Progress Ventures International Inc.; COC first year program plan; Memorandum of Association for COC; Proposal for the establishment of the Soweto Opportunities Centre; Scope of work and budget feasibility study for community based non-formal skills training centres; How to start an international OIC.

(55) The University of Zululand catalogue 1981, Part VIII.
Institute for Public service and vocational training.

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- 55) Inyanda Chamber of Commerce And Industry Newsletter
- 57) The Urban Foundation (Natal Region) Science Education Centre materials which include the following: 1) Article entitled "Motivation For The Establishment Of A Science Education Centre; 2) Project Outline.
- 58) University of Durban-Westville. Pamphlet outlining the university's program.
- 59) Operation Upgrade of Southern Africa. Information sheet outlining several courses offered and the cost (training fee)
- 60) Mangosuthu Technikon (Durban): Prospectus for following courses: Engineering Technician Courses & Business and management education.
- 61) The Urban Foundation (Durban) Information regarding the need to appoint librarians at selected high schools in KWA ZULU.
- 62) The University of Zululand, Calendar 1981, Part IX Umlazi Extramural Division (catalogue)
- 63) University Of Durban-Westville General Prospectus 1982 And Specific Prospectus for following faculties: 1) Faculty of Science; 2) Faculty of Law; 3) Faculty of Arts; 4) Faculty of Commerce and Administration.
- 64) Indian Education In The Republic Of South Africa (1966-80) This report has statistics from 1966-80.
- 65) U.S. Department of Commerce, Foreign Economic Trends and Their Implications for the United States (August 1981)
- 66) Department Of Education And Training Packet. This packet contains the following pamphlets: 1) Adult Education Centres Manual; 2) Information on secondary technical education; 3) Special education for handicapped children in South Africa; 4) Education in Soweto; South Africa; Education for Blacks; It also contains the following articles: 1) Statement Issued by Mr. G.J. Rousseau, Director General, Department Of Education And Training which refutes reports in the press by Mr. Percy Qoboza, editor of Post, Transvaal; 2) Education For Blacks In South Africa.
- 67) Annual Report 1980 Department Of Education And Training.
- 68) Focus On Economic Issues, October 1981, Socio-Economic Priorities. 1) The social structure of SA is being transformed at a rapid rate; 2) The transformation is characterised by three basic elements i.e., the rapid growth of the mainly Black population, the rapid rate of urbanization of the Black population, the lack of industrial skills and opportunities of the growing urban Black labour force.

- (70.) IBM South Africa Video Education Project (April 1981). By the end of 1982, working in close co-operation with the Department of Education & Training, IBM plans to have produced nearly 300 video-taped programme modules to supplement the teaching of mathematics, physical science and biology in Stds 8, 9, and 10. All Soweto academic high-schools, of which there are 60, as well as, three teacher training colleges, will be equipped with video-cassette players and TV screens by July 1981. Each school will have three installations-one for each subject. No IBM products are involved.
- (71) Project Matric (April 1981). Capital College. This project envisages the establishment of a number of colleges for black and coloured students who wish to achieve a matric that will qualify them either for university admission or for promotion in commerce and industry.
- (72) Provisions of Education in the RSA. Report of the Main Committee of the Human Sciences Research Council (HSRC) Investigation into Education (1981).
- (73) M.L. Sultan Technikon. This college provides training in a very wide variety of commercial and technical fields and also provides training for apprentices. It is an Indian institution which until recently did not accept coloured and African students.
- (74) The Barlow Rand Group pamphlets. Included in the materials provided AID are the following: 1) Code of Employment Practice; 2) Annual financial statements 30th September 1981; 3) Barlows 1981
- (75) BRIDGE. This document contains information on various organizations.
- (76) A list of training facilities throughout SA.
- (77) Directory Of Adult Education Organizations In And Near Johannesburg. (Pre-publication copy of updated edition. Original compiled in August 1979 by Joan Hoffman for the Centre For Continuing Education, Univ.
- (78) Register Of Bursary Funds Available To African, Coloured And Indian Students (1981-82). Education Information Centre.
- (79) Winter School. Materials regarding the following educational areas: 1) Physical Science; 2) Geography; 3) English.
- (80) Report On The Activities Of The Education Information Centre. This centre provides the following: Winter Schools, Bursary information for black students, career information and guidance.

- (81) Research Unit for Education System Planning (RUEP) of the Orange Free State, Multi-Purpose Centre: SOWETO. This document is an investigation regarding the necessity of a multi-purpose centre to promote non-formal education, in-service training of teachers and cultural activities in Soweto.
- (82) S.P. Cilliers, Soweto: Synopsis Of A Study By The Transvaal Region Of The Urban Foundation 1980. This is a summary of a comprehensive report on Soweto written by Pauline Morris for the Urban Foundation (Transvaal Region) 1980.
- (83) Justine Pike, Guide To The Administration Of Voluntary Societies, SA Institute Of Race Relations.
- (84) Publications of the Institute of Race Relations
- (85) 51st Annual Report 1979-1980, South African Institute Of Race Relations (Inc,)
- (86) University of South Africa (UNISA) For The Future. This is a pamphlet regarding the university.
- (87) Informal Education Centre: Diepkloof, Soweto, The Urban Foundation Tvl. Region
- (88) CISKEI: An Assessment, Human Awareness Programme. No. 2 (Sept. 1981)
- (89) Joan Hoffman, Education And Training For Black Adults, The Urban Foundation Johannesburg. 1978
- (90) M. Slabbert, Adult Education Facilities For Black And Coloured People In The Cape Peninsula. 1978
- (91) Prospectus Master of Education/Philosophy specialising in language education. University of Cape Town Faculty of Education.
- (92) Prospectus Part-Time Degree Programme, University of Cape Town.
- (93) Academic Support Programme, University Of Cape Town (Nov. 1981)
- (94) Teaching Requirements Of The Medical Faculty, Univ. Of Natal
- (95) Towards A Foundation Year In 1983, University of Cape Town, by Dr. James Moulder
- (96) Durban Consulate General Fact Sheet
- (97) Education and Politics In South Africa . African Index Dec. 31, 1981
- (98) A New Concept For Education. Backgrounder. Dec. 1981

ATTACHMENT H Existing Education Programs Substantially Outside the Formal Sector
Partial List

- I. Existing Services for Teacher Upgrading (most programs are for teachers who have matriculated)
- Summer programs for teachers in math - Cape Town, Colored Technikon
 - Correspondence courses - Dept of Education and Training
 - Adult ed. extension services (Evening) - Umbumbulu African Teacher College, Kwazulu
 - Adult Ed. Centers(2) for Teacher Upgrading using teachers from the Indian, White and Colored institutions of higher education - Durban Urban Foundation
 - Utilizing the IBM video tapes in science and math for teacher training - Bechet Colored Teacher College, Durban
 - Science Education Center for Teacher Training (proposed) - Urban Foundation, Durban
 - University of Zululand Evening Program - Unlazi Campus
 - Winter Program (enrichment) for Teachers (10 days for special subject areas, secondary level) - Educational Information Center
 - Correspondence College - SACHED
 - Standard 3 English Transition Project - Wits University
 - English Academy Center - Wits University (Urban Foundation)
 - Teacher Training Center (being built) - German Chamber of Commerce
 - Evening classes - Soweto Teachers College
 - Issue workshops - Teacher Action Committee, Johannesburg
- II. Existing Services for Bridging
- Instructional bridging efforts related to institutional programs:
 1. Mangosthu Technikon (Private Sector), Durban
 2. University of Natal
 3. University of Wits
 4. University of Cape Town
 - Post matriculate bridging programs for engineering - Shell Corporation and Anglo American Corporation
 - One year program to help prepare students for matriculation in sciences (proposed) - University of Zululand
 - Winter school to assist in passing matriculation - Educational Information Center

- Saturday and Sunday morning classes for assistance in various programs - Institute for Race Relations
- Career Workshops (3 days) - Education Information Center
- Institute of English Language (ages 4 and 5) - Rhodes University
- Standard 3 English Transition Project - Wits University
- Computerized Nursery Program (primary level) - Barlow Rand Corporation
- Pace School - American Chamber of Commerce

III. Existing Non-Formal Education Efforts

- Literacy training - Operation Upgrade
- Preschool Education Programs - Urban Foundation Durban
- Shell Corporation:
 1. Mini-tech (a few weeks in duration)
 2. Three day management development workshops
- Leadership development for the business community - Black Management Forum
- Development skill project for community and industry on request - SACHED
- OIC (proposed for Johannesburg)
- Weekend seminars on union organization - Urban Training Project
- Employee skill development workshops - Barlow Rand Corporation
- USSALEP:
 1. Leadership Exchange Program
 2. Young Academics
 3. Multi-racial issue symposiums
- Commissioned study on non-formal education - Urban Foundation, Johannesburg
- Soweto Non-Formal Education Project - Urban Foundation, Johannesburg
- Business skill training and management programs - Urban Foundation, Johannesburg

ATTACHMENT I. REPORTS OF FINDINGS

Human Sciences Research Council
Investigation into Education
(De Lange Commission, 1981)

Vol.*

1. Provision of Education in the RSA: Report of the Main Committee. Professor de Lange, Chairman.
- (2) Education Principles and Policy
3. Education Management. Dr. Hartshorne, Chairman
4. Education Financing. Dr. Brand, Chairman.
- (5) Education Planning.
- (6) Curriculum Development.
7. Education Guidance. Dr. Dobie, Chairman.
8. Education for Children with Special Educational Needs. Dr. Garbers, Chairman.
9. Education Building Services. Mr. F. Sonn.
- (10) Health, Medical and Paramedical Services.
11. Demography, Education and Manpower. Dr. Smal, Chairman.
- (12) Teaching Science, Marth and Technical Subjects.
- 12-T. Technical and Vocational Education. Messers Haasbrock and Moore, Chairmen.
- (13) Recruitment and Training of Teachers.
- (14) Innovational Strategies in Education.
- (15) Programme for Equal Quality in Education.
16. Legal Matters. Mr. O'Dowd, Chairman.
17. Education Technology. Mr. Pittendrigh.
- (18) Languages and Language Instruction.

*Note: Vols. in () are not yet published as of April 14, 1982.

ATTACHMENT J

REPORT OF THE TEAM'S PRIVATE CONSULTANT ON THE EDUCATION OF BLACKS IN
SOUTH AFRICA, PATSY BAKER BLACKSHEAR, Ph.D.

Fact-Finding Conclusions

As a result of the A.I.D. fact-finding mission on education of blacks in South Africa, the following summary points surfaced after meetings held throughout the country with a diverse group of people:

1. The people at all levels are most desirous of educational assistance from the United States.

2. Almost all of the people interviewed described the poor quality of teachers as the greatest educational problem. Consequently, from a cost-benefit analysis, in-country support for education was seen as being highly desirable.

3. In addition to teacher training, the other most frequently voiced educational needs included:

(a) bridging efforts to support students moving into post-secondary education; (b) non-formal education for both literacy and skills development in the workplace, and (c) leadership development in all fields of endeavor.

4. Most blacks will probably respond positively and will accept educational support provided by the United States, if caution is observed to ensure that the programs offered are not perceived

to be an extension of the educational efforts of the South African Government.

5. Most blacks will probably endorse educational support from the United States if such support is perceived to be directed toward providing tangible evidence of rejecting the apartheid policies. There seemed to be very little reception to offering educational support that is simply designed to improve the existing educational system.

6. Although there was a general acceptance of the scholarship program, there was a lack of consensus from people regarding the level of focus (graduate or undergraduate) and where the programs should be implemented (in-country or in the United States).

A dichotomy regarding graduate versus undergraduate scholarship programs was observed geographically. Generally, the persons interviewed prior to meetings in the Johannesburg area seemed to support graduate level scholarships. Those interviewed in meetings in the Johannesburg area favored the inclusion of both levels of scholarships.

Those voicing the desire to obtain United States' support for in-country scholarships (bursaries) come from all quarters. Yet the greatest consistency in this theme was provided by the university persons interviewed.

7. A distinct difference exists between the status of education for black Africans and that for Indians and so-called coloreds. These groups of people make up the South African black population. Education for black Africans is the most negatively perceived, the

most poorly supported and the neediest in terms of support. This is reflected by the lower per pupil expenditures, the higher pupil-teacher ratios, the lower qualifications for teachers, the greater teacher shortages, the limited academic capabilities of the students, and the generally negative perceptions held about the education system for black Africans.

8. Black Africans do not appear to readily embrace training that is focused on non-academic areas (i.e., trades and agriculture) because of its association with "Bantu Education." However, this pattern seems to be adversely affected by the economic benefits derived in industry from proficiency in trade skill areas.

Reactions to In-Country Training Needs

As previously stated, four major areas were consistently identified as the educational needs of blacks in South Africa:

1. Teacher training;
2. Bridging efforts to support students moving into post-secondary education;
3. Non-formal education for both literacy and skills development in the work place;
4. Leadership development in all fields of endeavor.

The comments which follow will focus on these in-country educational needs. An attempt will be made to provide a brief critique of the impact of the identified need on education of black Africans in South Africa. During this discussion, issues and concerns that should be observed and points that should be considered will be highlighted.

Attachment J

This treatise responds to the politically sensitive issue of what the United States policy regarding education for blacks in South Africa should be by making the following assumptions:

(1) that any in-country activities in South Africa will be separate from the educational efforts of the government there, distinctively so; (2) that if any in-country support is provided, this support will take on the nature of efforts directed toward the evolutionary abolishment of apartheid; and (3) that these efforts will be of a tangible nature and will be designed to improve the quality of education for blacks in South Africa. Hence, these activities should be carefully and cautiously developed.

Teacher Training

Numerous activities designed to respond to what has been described as the cyclic nature of "Bantu Education" are being implemented. This cycle begins with poor instruction to students, results in poorly trained graduates and poorly trained teachers, who then provide poor instruction to students. Community organization, religious groups, corporations and even the South African Government are directing responses toward the elimination of this problem.

Teacher upgrading is the by-word and the support activities run the gamut, from ongoing correspondence courses to enrichment workshops during school breaks. Yet, these efforts are negatively affected by two fronts. On the one hand, the problem is compounded by the critical shortage of teachers, the lucrative pay scales of industry compared to the teaching field, and the lack of systemic

support for a quality and even appropriate, educational effort for blacks.

On the other hand, a number of constraints resulting from the responses to the problem mitigate against its resolution. Most efforts have been targeted for the urban areas. Yet 14-15 million of the roughly 23 million blacks live in rural areas. Such a single-area focus could further divide the black population into the urban and rural differences that are educationally as well as economically based. Most efforts are targeted for the teachers who have matriculated. However, one estimate received noted that less than ten percent of the black African teachers meet this standard. Many interventions begin with support for secondary teachers; only a few provide support to the primary level teacher. Finally, there is no coordination of activities among the various support groups; there is little research and evaluation of results; there is almost no effort directed toward the training of teacher trainers.

Approaches to this problem should be multiple in nature, should work for catalytic effects and should be cost effective. Some possible strategies are included in the listing which follows:

STRATEGY

IMPACT

Provide graduate level scholarships in: (a) training of teacher trainers, (b) teacher training.

Increases the professional level of standards;

Provides for black leadership in education.

Support linkages between multi-racial organizations and institutions (e.g., teacher associations, universities, US-SALEP) to facilitate:
(a) topical conferences.
(b) short and long term interships and exchanges,
(c) research efforts,
(d) technology in education,
(e) primary education,
(f) bilingual education, and
(g) science and math education.

Increases teacher knowledge base

Provides a visible U.S. presence

Extends U.S. expertise and knowledge;

Facilitates anti-apartheid educational efforts.

Support outreach efforts designed to focus on assisting existing teachers to reach the matriculation stage.

Increases teacher knowledge base

Targets training to assist the largest and neediest teacher group.

Support distance-learning programs for both rural and urban area teachers by using such approaches as:
(a) correspondence courses,
(b) educational technology, and
(c) traveling learner vans.

Increases teacher knowledge base

Targets training for a broader audience.

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2. Bridging Efforts

This educational area receives the greatest amount of attention from the foreign government sector responding to the educational needs of blacks in South Africa. Likewise, private industry devotes much attention to activities in this area.

This area of instructional support is designed to assist students who are just entering or preparing to enter post-secondary education. Those preparing to enter post-secondary education are generally at the standard ten level of education and have been pre-chosen for a post-secondary educational program. Those just entering the post-secondary education experience are usually involved in a variety of different support programs.

The instructional support offered includes: (a) one-year preparatory programs designed especially by private industry or universities, (b) training programs offered during the summer after completing matriculation, (c) a reduced instructional load to allow for tutoring or special courses, (d) an ongoing tutoring effort, and (e) an extended year of learning to obtain the first university degree.

These educational efforts are presented to the students but they include gaps that mitigate against their success and, therefore, as a deficit educational model could be psychologically crippling to the students involved. These students come from a deficient educational background, although they are generally the cream of the crop. Most of the instructional support models focus on time as the crucial element to resolve educational deficits;

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some programs provide as little as one summer for catch-up. Yet the deficits were years in the making.

The one support model that focuses on lateral training does not provide the knowledge transfers link. Consequently, the students would have difficulty in transferring the thinking pattern taught in the program to the courses pursued by the students.

The components for successful support programs exist in the efforts currently provided. Yet, the lack of research and evaluation implies a best-guess approach. Such an effort extends the educational time for a group of students who can least afford it. Furthermore, there is no major indication pointing to the probability of success after completing the program. Failure and even major difficulties could be a continuation of the systems' perception which constantly tells the student he is less than capable.

Finally, it should be noted that again these efforts are only targeted at a select few: those students entering white universities.

A number of concepts should be considered in a program of this nature. Foremost, the student should be exposed to an ongoing counseling program. This support would not only help the student with academic problems but would help the student deal with the many socialization, values orientation, and other personal problems encountered in this different-from-their-past educational exposure.

Instructional strategies should include a focus on lateral thinking, but should also expand to teach the student how to relate this learning to other settings, especially the university

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instructional program. These efforts should be augmented with ongoing tutorial services linked to the courses under study.

Finally, the support program should not begin with the student at the standard ten level but earlier enough in the secondary experience to make a positive impact on the learner's success. These opportunities should be provided for a broader base of students entering post-secondary education, not just those attending white universities.

The United States has much to offer in this area because of the extensive activities and research that have been implemented all over the country. These should be shared by the major universities involved. In addition to supporting efforts designed for validations and research, resolutions could come from supporting educational programs offered during the secondary school years. These could be offered through written materials as well as more formalized efforts. However, the greatest catalytic impact, and the most cost-beneficial, would come from support provided to the secondary teachers. The best vehicle for implementation would be existing conduits that can best affect this area of need.

3. Non-Formal Education and Leadership Development

Non-formal education and leadership development overlap when considering the delivery mechanism. For this reason, comments on these areas are being presented together.

As a training need identified for adult black Africans, this area includes literacy training, skills development, as well as management training -- leadership training. This need covers the largest population of blacks in South Africa and is currently provided

for in basically two areas. The first relates to literacy training, which is generally offered by various community groups. The second is provided by employers in private industry. These efforts also include literacy training, but are extended to include skills development as well. They cover some training for middle management; however, most skills development is provided for artisans.

Leadership development is almost absent from the training arena of black Africans in South Africa. Beyond the special workshops for community leadership, the Union Training Projects, and the university level, very little else exists. Black African middle managers have banded together to fill this gap in the business field and are gaining the support of various persons and organizations. Yet in the academic areas, very little black leadership exists. Furthermore, training to support those in leadership positions and to develop black leaders is very limited.

Non-formal education should continue to play a major role in literacy training. However, it should be greatly expanded to provide skills development for those adults not employed by private industry and to provide leadership training in all sectors. The latter training needs could also be augmented with formal training. But experience-based learning is a key to the success of this effort.

Non-formal education, described in the United States as continuing or adult education, provides the parent with the background to advance, i.e., economic development. Moreover, it enhances the educational program of the student in school through the parent. At the same time, it provides a means of support to reduce the

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student's tendency to drop out of school, a big problem for the black African, and a means to assist pre-school and primary level students in gaining the head start needed for success in school.

Non-formal education that facilitates leadership development appears to be of a greater need than formal education in this area. This exists mainly because the trainee is in need of the practical work experiences to further learning in this area. The South African employment system seems to be less open to allowing blacks to advance in leadership positions if they possess the formal, academic training without experience. This situation speaks strongly to the need for cooperative education ventures.

A number of approaches should be considered to work toward remediation of this situation. In addition to providing support to community organizations involved in formal education, institutions of higher education and community centers should be urged to provide adult and continuing education programs for the adult who has not reached matriculation.

For leadership development, the most effective training effort should combine knowledge with experience. Cooperative educational programs, as well as internships, would greatly enhance this effort. Hence, private industry would have to play an important role in this effort. Again, the linkages within the country already exist to implement this.

It is crucial to note that successful efforts aimed at responding to the educational problems for blacks in South Africa should be based upon the needs and acceptance of the people, be

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designed to provide support that can make a substantive impact, and be designed to result in an evolutionary abolishment of apartheid. The vehicle to provide viable educational support that will be readily accepted by blacks in South Africa currently exists. The challenge is one of linkages.

ATTACHMENT K

Education Programs Coordinator for U.S. Embassy in South Africa

One of the AID team's conclusions from its visit to South Africa is the importance of assigning to the Embassy someone to coordinate the education activities we will be undertaking in South Africa. The volume of activity and its programming, the desirability to develop a direct U.S. identification with the black community and the importance of a continuing exchange with this community to guide future education program activity make this assignment an essential part of the South African education program plan.

Such an individual should report directly to the Ambassador as a Special Assistant; he/she should be separate from the regular U.S. agencies working in education but able to provide policy guidance and program coordination for all the interested organizations (ICA, AID, USEO, etc.). The individual would not administer programs as ICA, Embassy staff, etc. should handle project administration. The Ambassador should provide the leadership in U.S. education assistance programming as part of the constructive engagement policy. The designation of the EPC as special assistant to the Ambassador emphasizes this important and direct Ambassadorial responsibility. The key to success in this position is the quality of individual selected. Some qualifications guidelines:

- Professionally trained in education development with wide range of experience. (University, Teacher Education, community education, etc.).
- Experienced with problems, issues, solutions applied in U.S. education integration initiatives.
- Experienced with current education development programs in LDC's, particularly Africa.
- Knowledgeable of U.S. public and private resources available for assistance to education development, e.g. AID, ICA, DOE, U.S. foundations, associations, and academic institutions.
- Sensitive and skillful enough to work in South African environment with particular attention to ability to develop credibility with Black community.

The term Education Program Coordinator has been used both to describe the function and get away from the standard molds of Cultural Affairs Officer, Education Attache or AID Education Officer. It would be seen in South Africa as a positive action in support of U.S. assistance to Black community education development. The position should be defined and the individual

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carefully selected to fit the job, not U.S. Government/Washington position categories. The position will have to be established by the Embassy and AF/State. AID is not planning to have any positions in South Africa but would work with this Education Program Coordinator and other agencies already established in South Africa. AID, ICA and State should all be willing to assist in identifying suitable candidates for the Ambassador's selection once the position is established.