

INSTITUTE FOR SOCIAL RESEARCH

UNIVERSITY OF NATAL

DURBAN

TOWARDS COMPREHENSIVE DEVELOPMENT IN ZULULAND

A WORKING CONFERENCE

*THE IMPORTANCE OF AND CHALLENGES IN REGARD TO
EDUCATION, TRAINING AND HUMAN SKILLS IN DEVELOPMENT*

Some thoughts on the Transkeian Experience

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February 9 - 11 1972

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Boston: U.S.A.

This paper is based on research undertaken in the Transkei with a financial grant from the Human Sciences Research Council. The field work for the survey was undertaken in January and March 1971 and the report is in the process of compilation

THE GOALS OF TRANSKEIAN DEVELOPMENT

In the Transkei the goals of development were formulated in the first instance by the Republican Government. The Tomlinson Commission Report, still the blue-print for development in the African homelands, envisaged a programme which would provide job opportunities for the growing population, for Africans currently working in the white areas, and which would relieve the growing pressure on agricultural land in the area. This report envisaged a programme of industrialization within the homelands; its theme has been taken up by the present Transkeian government.

Closely related to this goal of transition from subsistence to industrial production is one of political development, which would result in the participation of Africans at all levels of political decision-making within their own territory, and in relation to their own cultural life.

In 1963 the Transkei was granted its own constitution¹ and was set on the road to achieving these pre-ordained goals. For other territories which now stand on the threshold of similar developments it is perhaps salutary to refer to the Transkeian experience during the first seven years of political and economic development.

THE IMPLICATIONS OF DEVELOPMENT

In the plans which were initiated in the early 1960's the people of the Transkei were seen as the benefactors of a process of change and development. They had also to be the authors and the agents of the process. Development is not something which can be done for a people; it is a process which should be initiated by them and carried out according to their own prescription with technological and material assistance available on request. And in order to be the authors and agents of change they have to be equipped, intellectually, technologically and morally.

The manpower situation in the Transkei resembled very closely that of any other dependant colonial area in Africa. The demand for skilled manpower was extremely limited. In 1932 the old Transkeian administration employed only 31 African clerks (H. Rogers: 1933) and by 1953 this number had dropped to 6 (Tomlinson Commission Report: Vol.6: 1953). There were of

course African teachers in the employ of the Cape Province, but there again the structure was based on a system of horizontal racial separation with all senior posts and most posts in the secondary schools in the hands of whites. (Eiselen Commission Report: 1951). The area was economically undeveloped. There were no important industries; commerce was in the hands of white traders resident in the rural areas, and in the small villages. A trading station was normally a family concern, with husband and wife supplying the entrepreneurial and managerial and clerical skills. In addition there might be black counter-hands, packers, recruiting clerks and runners.

Change has been introduced into this situation in the following ways:

- (a) The institution of a Legislative Assembly with legislative and executive powers in a fairly wide field.
- (b) The Africanization of the political bureaucracy which has been carried out progressively since 1963 in terms of the Transkei Constitution Act of 1963.
- (c) The transfer of the existing private sector which included trading concerns, garages, hotels and transport firms to African businessmen, with the assistance of the Xhosa Development Corporation.
- (d) The transfer of the few existing industrial concerns to the Xhosa Development Corporation, and the encouragement of new industrial endeavours, either by Africans or by white companies on an agency basis.
- (e) The stepping up of the tempo of agricultural modernization, which includes plans to differentiate agricultural production through the introduction of new crops, with a potential for creating their own processing industries, e.g. tea, cotton and sisal; the improvement of the techniques of animal husbandry and crop production by the introduction of irrigation schemes, by mechanization, and by planning agricultural units on sound principles of crop rotation, rotational grazing and soil conservation

THE SUPPLY OF SKILLED MANPOWER FOR THE MODERN SECTOR

These sudden demands for skilled black manpower in the modern sector gave rise to a manpower crises of the first order. The first challenge of the new policy was to the educational system to produce the men to do the jobs which were offering. This situation is commonplace enough in the Third World; it has been met in various ways, most of which involve the priming of the school system with enough recruits to remedy the immediate shortages.

The Transkeian government accepted the challenge. It controlled education, and education became its first concern. Annual reports from the Department of Education from 1964 to 1968, the only reports available to date, reveal considerable advances on all fronts. The number of pupils increased by an average of 25,000 per annum. The inadequate provisions for technical and secondary education were noted; a new Technical College was built at Umtata and is now playing an important role in the training of urgently needed technicians and commercial workers. New secondary schools were built, and the number of pupils in this area has increased too.

But in spite of the tremendous advances made, the educational system retained much of its pre-Bantustan flavour. Table 1 (a) reveals that it

still has a broad base and a very narrow apex, even within the secondary sector. Tables 1 (b) and (c) reveal that while the teaching force increased by 7.6% per annum between 1964 and 1970 the present qualifications of secondary school teachers are far from adequate.

The main advance achieved then was a numerical one; the actual number of children receiving at least some schooling was greatly increased. But the main thrust of the advance was confined to the primary lower secondary area. The following section will demonstrate that the main weight of the demand for skilled labour falls within the secondary area, and the advanced secondary area at that

Table 1 (a) reveals that, at the end of 1970, 215 pupils obtained a Senior Certificate. It is not stated how many of these pupils obtained a Matriculation Exemption Certificate which would enable them to proceed to University, thus opening the door of the professions to them, and of managerial and executive positions in the bureaucracy, in commerce and industry. It also of course opens the door of secondary school teaching. In 1968 only 48% of those who obtained a Senior Certificate also obtained the Matriculation Exemption Certificate. They numbered 90.²⁾ In 1969 the percentage had dropped to 32% with only 76 qualifying for entrance to university.³⁾ This then constitutes the supply of skilled manpower available for training in the areas mentioned.

The number obtaining a Junior Certificate is very much greater. Pupils thus qualified can continue their studies at school, can proceed to a Training College to join the ranks of primary school teachers, go to a Technical College for technical or commercial training, to training hospitals in the Transkei as recruits to the nursing profession, to the non-prescribed section of the Public Service, or they can be absorbed into the commercial world as counterhands and clerks, or into the industrial world as operatives of various kinds. In the industrial, service (hotels, cafes, garages) and transport sectors they have to compete with those many more numerous pupils who have attained a Standard VI Certificate.

Not only are comparatively large numbers of pupils obtaining a Junior Certificate or a Standard VI Certificate, but their numbers appear to be increasing rapidly. Recent figures for Senior Certificate passes show a tendency to fluctuate. They have increased since 1968, but there is no steady rate of increase.

The Transkeian Department of Education has chalked up a notable achievement in this expansion. The difficulties it has experienced at secondary level are due in large measure to the non-availability of graduate teachers for the upper levels of the secondary schools. In 1968 alone eighty additional posts were created to meet the needs of the secondary schools. Only 16 graduates could be recruited, plus sixteen students qualified to teach the Higher Primary grades.²⁾ In that year the Department did not produce enough matriculants to meet its own need for graduate teachers. And inadequately staffed secondary schools mean poor teaching standards at the higher levels where it is so important to maintain them.

THE DEMAND FOR SKILLED MANPOWER IN THE MODERN SECTOR

There are of course many other areas in which matriculants and graduates, or potential graduates are required. The most important area to date has been the Transkeian Public Service which in 1970 employed 3,673 persons on the fixed establishment. These figures exclude the Transkeian Police, teachers and labourers.⁴⁾ In the seven years since the constitution came into operation the Public Service has increased numerically by more than 50% averaging an annual increase of 7% per annum. Table 2 reveals that in spite of the increase of 1,227 posts on the establishment the vacancy factor has been reduced from 25% in 1963 to a figure which tends to fluctuate around

12%. The wastage rate on the other hand rose steadily and now fluctuates around 7%. The Public Service Commission attributes the rise in resignations, the biggest component of the wastage rate, to increased employment opportunities in the private sector. The Public Service is in fact not only training its own manpower, but is also acting as a source of supply for clerical and managerial skills for the private sector.

In spite of the initial magnitude of the problem, the phenomenal increase in the size of the establishment and the draining off of manpower to the private sector, the white seconded component of the service has dropped from 18.6% in 1963 to 9.2% in 1970, a decrease of more than one third, and the vacancy rate has fallen at the same time. These outstanding results have been achieved by recruitment, intensive in-training on orientation and skills courses, and by rapid promotion in the administrative grades. Since 1968 the supply of clerks in the entry grades has consistently exceeded demand, but in the other fields the shortages are as evident as before.

In-service training has an important role to play; it can most effectively be used to equip men already basically trained either academically or technically, for work in the field; it can keep officials up to date in their own speciality, it can orientate them and help to build the morale of the service. It is useful for skill adaptation and skill refinement, and in orientating officials. But it cannot supply the basic professional or technical qualifications. In other words it cannot be regarded as a substitute for formal training in specialised educational institutions, more especially in the universities. In 1970 there were 200 posts vacant in the Public Service which could not be filled from either Transkeian or Republican manpower sources. Of these 109 were in the Department of Roads and Works, and 60 in the Department of Agriculture and Forestry. These were mainly professional and technical posts. A further 292 posts were filled by white officials because no qualified Transkeian replacements were available. They were mainly managerial or executive, professional or technical posts.⁴⁾

The Public Service has endeavoured to meet this problem by the institution of bursary schemes which offer university training in law at Fort Hare, in engineering at the University of the Witwatersrand, in surveying and agriculture at Fort Hare. For the most part the training period is regarded as full-time service and officers receive a salary. Table 3 shows the numbers which are participating in these schemes. Full-time study opportunities have also been created for technicians at Mmadikota Technical College. In addition there are various subsidy schemes for officers studying part-time with the University of South Africa. The pass rate for correspondence students is approximately one third of that for full-time students.⁴⁾

Training schemes as a whole have borne good fruit. In the Department of Justice in 1965 there were 95 seconded officers to be replaced, the majority legally qualified. In 1971 of the 26 magistrates in the Transkei⁴⁾ and of the 26 assistant magistrates 15 were black. However, many graduates are still required; they include surveyors, engineers, architects, veterinary surgeons, quantity surveyors, agricultural professional officers, advocates, welfare officers, personnel officers, and local government bureau officers. (W. Backer: 1970).

It is clear from the above that the man-power problem in the Public Service is one which relates specifically to technical and professional personnel. On the whole reactions to advertisements inviting applications for bursaries has been poor, and a number have gone unused. In 1967 R3,000 was available on the budget. Only R167 was utilized. Since then utilization has improved but the reason for the limited success of this programme, i.e. the nature of the pool of human resources from which students must of necessity be drawn, remains valid to this day. There are too few pupils reaching university entrance requirements.

Apart from the Transkeian Government there are central government departments which are in the process of Africanising their field staff in the Transkei, notably the Departments of Posts and Telegraphs, Police, Prisons and Public Health. No figures are available for Police and Prisons, but they are unlikely to be important competitors for matriculants and graduates, although they will require some to man the commissioned ranks. The Department of Posts and Telegraphs requires mainly recruits holding a Junior Certificate.⁵⁾ The Department of Public Health however faces a serious situation for there is an acute shortage of medical personnel. Table 4 (c) and 4 (d) reveal that there were 89 doctors serving the 21 mission and 5 state hospitals in the territory, all but 3 white. In five years time it is envisaged that the number of staff required would be approximately 50% more than at present.¹¹⁾ Thus to completely Africanise the public sector 130 doctors will be required in the next five years.

The demands of the public sector should be seen in the light of the needs in the private sector. Dr. W. Guy Daynes of St. Lucy's Hospital, Tsolo, estimates that two general practitioners could expect to make a good living in each district. (Dr. W. Guy Daynes: 1970). There are 32 white doctors and 20 black in 22 out of the 26 districts.⁶⁾ At least one district has no doctors and two had only one each. To Africanise the private sector would require an additional 36 general practitioners at the very least.

Between 1960 and 1970, 138 African doctors qualified at Natal University, an average of 14 per annum.⁷⁾ This university serves the entire African population of the Republic. At the current rate of production of medical personnel it will take twelve years to Africanise in the Transkei, if all qualified doctors were to be placed there. And this degree of Africanisation would do little to remedy the existing poor ratio of doctors to population, which is approximately one to 11,484 people.⁸⁾ The additional 45 doctors for which the Department of Public Health is planning will do no more than provide 1 doctor for every 5,000 persons, by which the population may be expected to increase in the next five years, if current rates of increase maintain themselves. This is rather lower than the arbitrary ration of one additional doctor for every additional 3,500 of the population, utilised by S.S. Terblanche in calculating the need for trained black doctors. (S.S. Terblanche: 1970).

Tables 4 (c) and (d) reveal a rather different situation with regard to nursing personnel. There are only 97 white nurses in the territory, compared with 1,815 black nurses, but most will be occupying supervisory positions, except in Umtata and Butterworth, where a white staff is required in the white sections of the state hospitals. There is thus still scope for Africanisation, and once more it will require high educational and professional qualifications. Up to the present trainee nurses have been accepted with a Junior Certificate. But the nature of modern nursing makes the advancing of educational requirements for entrants to the profession inevitable. This has already happened in the case of Coloured and white trainees. It has been suggested that a solution to the prevailing shortage of medical personnel would be to make more effective use of the nursing staff. (Dr. W. Guy Daynes: 1970) Such a solution will certainly accelerate the demand for higher standards in the preliminary training of recruits to this profession. The Department of Public Health estimates that because of a big backlog with regard to clinic services in five years time three times the present number of black nurses will be required, i.e. an additional 3,600, or 720 per annum without allowing for wastage.

Africanisation will also be taking place in the administrative and technical sections. Over 112 whites are employed in these areas, which means that an additional 160 posts will be available to suitably qualified blacks. Matriculation standard is the minimum requirement for administrative staff, and for most of the technicians.

A glance at Table 4 (a) reveals the situation with regard to the remaining professions. More than half the professional men in private practice in the areas investigated were white. As the white communities in the small urban areas shrink so white professional men are leaving their practices, or are not being replaced when they retire or die. This is particularly true of legal firms. Several African attorneys cover two, and sometimes three districts, and they find it very difficult to recruit either qualified professional men, or even articled clerks of the required educational standard. Most practising black attorneys interviewed felt that two attorneys per magisterial district would be a reasonable and adequate provision. There were four districts without a resident attorney at all, and seven with only one firm operating. The remaining twelve districts had two or more firms. Not only is Africanisation of existing structures needed, but provision must be made for expanding this legal sector.

With regard to the remaining professions few were found outside the two main urban centres. Engineering, architectural, quantity and land surveying firms were all based at Umtata, all branches of Republican firms. All except the land surveyors had staff vacancies at the time of the survey. (See Table 5). Most legal firms have African articled clerks; one accounting firm was beginning to train African accountants. But on the whole improvement in this sector will depend on an increased supply of graduates in fields in which training has only just begun to be sponsored by the public sector, and in at least one field in which it has not begun at all, namely architecture.

Table 4 (b) reveals that five of the main mission churches still have a long way to go in Africanising their structures, especially at higher levels. Nearly half the personnel engaged in work as priest or minister are white. Educational requirements vary from denomination to denomination. But the two denominations using white priests or ministers in large numbers also require high levels of education before admission to training for the priesthood. One third of the requirements during the next five year period would need to be drawn from the pool of matriculants, as well as all those required to take over from whites.

The bureaucratic and professional sectors constitute the chief areas of demand for matriculants. To this should be added the needs of the three largest local government authorities in the Transkei, namely Umtata, Butterworth and Idutywa, and possibly Engcobo and Lusikisiki as well. Four of these authorities complained of acute staff shortages in the professional and technical fields. Butterworth and Idutywa both forecast large increments in personnel over the next five year period, with a significant degree of Africanisation at clerical and trades levels. Umtata, the most highly developed of all, felt unable to forecast, but already employs professional and clerical African staff. The Transkeian Townships Board, created to facilitate the handing over of local government from white to black, intends to train the requisite administrative personnel.⁹⁾ The Xhosa Development Corporation, the chief instrument of conversion from white to black in the commercial and industrial sectors employs a considerable number of trained personnel to man its various structures at an administrative and training level, and is itself a competitor for skilled labour. They employ eleven professionally trained Africans, and 29 African clerks, in the various establishments in the Transkei itself.

Using present vacancy indications an additional 21 professional men are required immediately in the private sector. To this must be added the need for additional legal and medical personnel to supplement inadequate provision at the moment, and to replace whites who are dying, retiring or withdrawing from the territory. Provision must also be made for a population expanding at the average annual rate of 2.6% per annum.⁸⁾ Even more important, economic change and increasing urbanization will increase the demand for professionals and specialists not only in the public and professional fields, but in commerce and industry. Many African business concerns already feel

the need of technically trained accountancy personnel. These needs will grow.

Information with regard to employment patterns in 14 of the urban centres in the Transkei was obtained by a field canvas undertaken in January and February, 1971. A census of actual employees was taken, and employers were asked to state their requirements with regard to educational qualifications for staff, to list their vacancies at that date, and to forecast their staff needs in five years' time.

Table 6 reflects the actual establishments canvassed, and Table 7 reveals the employment patterns found in them. It is apparent that in the private urban section there is still wide scope for Africanization, especially at proprietorial, managerial, clerical and trades levels. The transport sector is the only one which has been very substantially Africanised at the proprietorial as well as the employee level. African ownership is also high in the hotels and cafes section. It is lowest in the garage business, where lack of technical competence is probably a deterrent, and in the financial sector where availability of capital is the limiting factor.

The transfer of ownership presents perhaps the most serious challenge of all when it comes to training. It is a comparatively simple operation to turn out an accountant, a garage mechanic, a lawyer or a doctor. There are certain skills to be mastered and a certain body of knowledge to be encompassed. There are tried and approved ways of communicating this knowledge. The manpower with the requisite formal education must be mustered, the institutions for training built and staffed, and the problem is solved. But how is the entrepreneur educated? And all the concerns listed in Table 6 require entrepreneurial skills to run them, as well as the more prosaic technical and administrative ones.

This is essentially the problem which faces the Xhosa Development Corporation in mediating the transfer of economic ownership in the Transkei. The rest of Africa has solved this problem in two ways - by encouraging foreign entrepreneurship which is the Ivory Coast model, or by accepting a considerable element of state activity in the economic field, the African Socialist model. We are attempting to solve it by training. A Junior Certificate or higher educational qualification is all that is required for the close on 300 managerial and clerical personnel employed. Those desiring to take over a store are given a basic training in management and accounting and are then placed in the field subject to the close supervision of the Trading Division staff of the Corporation. It is far too early to judge how successful these methods have been. They have had to be developed in answer to a crisis situation, almost on an ad hoc basis. Much research and evaluation will have to be done to refine and improve the methods worked out in the field.

Table 8 (a) reflects the numbers employed by the Xhosa Development Corporation in its Trading Division. In March, 1971 it controlled 274 urban and rural stores, and a further 113 had been handed over to African buyers or closed.¹⁰⁾ The corporation has thus made considerable demands on existing trained man-power resources; and it is estimated that there are still approximately 100 rural stores to take over, in addition to the establishments listed in Table 6. However there are certain trends noticeable in the commercial development of the territory which lead one to suppose that the rural commercial sector will tend to shrink. There has been a noticeable shift of trade from the country areas to the urban areas according to traders in the villages. Customers were seeking credit facilities, a wider choice of merchandise, or the cheaper prices charged by a steadily increasing number of supermarkets in the main centres.

The challenge posed by the Africanisation of the commercial sector is thus a rather different one from that posed by those sectors already discussed. It is a problem of methods rather than of numbers. There are a considerable

number of black business men in the large white cities, and many of them have been induced to settle in the homelands. It is these emigres who today own some of the most flourishing black businesses in the Transkei. They might utilize the credit facilities of the Xhosa Development Corporation; but their training they accomplished in the hard school of competitive endeavour in Langa, Soweto or New Brighton. They are undoubtedly an asset in the development of the private sector.

The switch of ownership in the industrial sector is even more complicated, for there are few black industrialists anywhere in the Republic. In the Transkei there is only one emigre with a small business in Umtata. White owned industries, apart from the small country bakeries scattered throughout the territory are few enough - a printing works, two textile establishments, a retreading works and a body building works. That completes the roster.

The Xhosa Development Corporation has had to take the initiative, not only in mediating transfer, but in establishing what never existed before. Table 8 (b) reveals a familiar picture. Employment patterns in the industrial sector have a broad black base and a white apex, with only 25% of the managerial personnel black. Once more the Xhosa Development Corporation is faced with a training problem, and not only at managerial and entrepreneurial levels. There are no black technicians of any kind. All operatives from the least skilled machine minder to the highly skilled mechanic or printer must be trained 'on the job'.

In the service sector the lack of mechanical skills was equally apparent. There have been few black buyers in the market for garages. The capital can be found for them, but not the mechanical skill. In the list of actual vacancies 55% were for skilled tradesmen, or for operatives of some variety. White tradesmen avoid the territory because of a lack of security of tenure; there are no black mechanics, printers, draughtsmen, blockmen or panel beaters. The 42 black tradesmen listed in Table 7 were mostly men doing the work without holding any formal qualifications for it. Many employers complained that the shortage of personnel of this type was in fact preventing the expansion of their businesses.

Once more the training section of the Xhosa Development Corporation had to step in, initially with not even a Technical College at their disposal. In spite of difficulties the first batch of motor mechanics qualified this year. And now the Technical College at Umtata is supplying some facilities. White employers with three exceptions were unwilling to accept black apprentices. Most were apprehensive about the re-actions of their white skilled staff to such a situation.

There is a numerical challenge here - to produce as many trained workmen as possible within the shortest possible time. Normally a Junior Certificate is a sufficient foundation for such technical training, and the pool of manpower at this level, namely 2,760 in 1970 is probably adequate for demands which will be made upon it for apprentices, technical workers of all kinds, nurses, teachers, police and post office workers. They can also become transport workers, counter-hands or clerks and workers in hotels and cafes. But in these lower grades they will have to compete with the very much larger pool of Std. VI products, 9,390 in 1970.

THE NUMERICAL IMBALANCE BETWEEN SUPPLY AND DEMAND

Training demands at this lower level are in the process of being met. But the comparative dearth of opportunities for school leavers of Junior Certificate standard and below poses a much more serious problem. All employers interviewed agreed that there was an oversupply of labour in the Transkei in all categories other than professional, higher class clerical, or specialised clerical, i.e. requiring training in typing and book-keeping, and technical. Numerical imbalance is characterised by two unhappy aspects -

an under-supply of graduates and high class academic matriculants, particularly those qualified in mathematics and science, and an over-supply of school leavers in the lower grades for whom there is no place at all in the modern economic sector for which they have been trained. The first aspect tends to limit development, both political and economic; the second aspect can give rise to individual economic hardship, to feelings of relative deprivation, and to consequent political alienation, and instability.

This potential imbalance between the supply of skilled and semi-skilled manpower and the demand for it in the modern sector is a problem which must be faced. Only planning ahead by all agencies concerned with development in collaboration with each other can avoid the problems already being experienced in African countries to the north.

THE PROBLEM OF MOTIVATION

Treatises on manpower are normally concerned with numerical equations:

$$a \times b = ab$$

where a is the number of potential workers, and

b is the type of training required to maximise each individual's productive capacity and

ab is the maximum production potential.

But human beings do not easily fit into numerical equations.

Motivation is a very important factor in development. Research at Fort Hare in 1969 found that as many as 2/3rds of the students there did not wish to take up employment in the homelands. Many felt that they might be excluded by reasons of "not coming from the Transkei". The reason with the second highest frequency was that there would be 'no suitable position' or no scope for advancement, or too low a salary. These fears are groundless and might well be banished. The fifth highest rating was 'ideological reasons' which in most instances involved a rejection of the policy of separate development. (W. Backer: 1970)

In 1968 the Department of Roads and Works provided for the training of up to 55 apprentices. "Only a handful of young men holding the Junior Certificate presented themselves for training. Of these the Department was, after aptitude testing, able to appoint only five and at the year's end only one remained in service". 4) Reasons for this situation are the complete lack of interest in things mechanical, the stigma attached to manual work and perhaps the wage and staff situation within the department itself.

Problems of motivation exist also in the agricultural field, not dealt with at all in this paper. If unresolved they can act as a serious limitation on economic advancement at all levels. Some African countries to the north have sought a solution in the formulation of an ideology, e.g. the Tanzanian brand of African Socialism known as Ujamaa. Whilst mere ideological indoctrination is unlikely to cure the alienation of intellectuals from the system, indeed it could have the very reverse effect; nor is it likely to produce a plethora of young men willing to do manual work; but it must be conceded that the educational system may have an important part to play in economic mobilization. Enthusiasm for development can be communicated; and the enthusiasm is best fired by real achievements. Until pupils and students see the Transkei economy as an area of dynamic development offering opportunity for all, and until the intellectuals see it as a real opportunity for the articulation of African interests, motivation will tend to be poor.

THE RELEVANCE OF MORAL VALUES

Certain standards of technical skill are important in building a modern political and economic system. The achievement of these standards requires training. But standards depend not only on skills. Thus A.L. Adu maintains that bribery, corruption and intellectual dishonesty can distort the process of administration to such an extent that the public service is no longer able to fulfil its function of fact gathering and of policy evaluation, which gives it such importance in the modern legislative process. (A.L. Adu: 1965) Integrity is as important in promoting efficiency in the private sector as it is in the public. When asked to name the qualities they looked for in employees, employers named most frequently the quality of honesty. Developing states often lack cultural homogeneity and moral consensus. This once more is a challenge to the educational system. Pupils must be encouraged to think about and discuss moral and ethical values. This does not necessarily involve a process of ethical indoctrination.

THE UNIFYING FUNCTION OF EDUCATION

A developing state is a dichotomised state. It has a modern sector to which the elites or leaders belong, and a mass to which the peasant and the unskilled worker belongs. Very often in the African situation there is little if any communication between the two 'nations', the elite and the mass. They are informed by different systems of moral values, by different goals. And very often the one exploits the other.

In South Africa the danger of such a dichotomy developing is made even greater by the proximity of the homelands to the white economy of the Republic. The norms or standards of material welfare are set for the elites by whites. The gap between them and their people grows daily wider. This is the most serious challenge of all to the educational system. It must be an integrative system; and if development is to be the theme, it must be the development of all, of the peasant and the unskilled manual labourer, of the skilled labourer and the shopkeeper and the doctor and the lawyer. If some groups are left out of the process, or if the contributions of some are emphasised and rewarded at the expense of others, there will be alienation. And from alienation will grow disruption. The educational system alone cannot solve this problem. It is very obviously a problem of the economy, of production, and of distribution. But the educational system can help to create a right system of values. Perhaps this is the most fundamental challenge of all.

CONCLUSION

The problems and challenges are many. There are no well-beaten paths, no guideposts, except those referring to the acquisition of skills. There are no readymade solutions. There are few ready and able to take the lead. It is an exciting field in which to work, either as participant, observer or commentator.

TABLE I (a)

PUPILS' EXAMINATION RESULTS: 1969-70

TRANSKEI DEPARTMENT OF EDUCATION

	PUPILS ENTROLLED		PUPILS PASSED		% IN-CREASE
	1969 (1)	1970 (2)	1969 (1)	1970 (2)	
Standard VI	14,738	16,094	8,236	9,390	14
Junior Certificate	3,722	4,513	2,306	2,760	20
Senior Certificate with Matriculation Exemption	-	-	76	-	-
School leaving Certificate	-	-	156	-	-
TOTAL, S.C.	-	476	232 ³⁾	215	-7

- 1) Figures derived from: Annual Report: Department of Bantu Education 1970.
- 2) Hansard: 7.5.71.
- 3) In 1968, 186 pupils passed the Senior Certificate. The 1969 figure therefore represents an increase of 25% over the previous year: Source - Annual Report 1968, Transkeian Department of Education

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TABLE 1 (b)

NUMBER OF TEACHERS IN TRANSKEI

<u>YFAR</u>	<u>NUMBER</u>	<u>% INC.</u>
1964	5,086 ¹⁾	-
1965	5,351 ¹⁾	5
1966	5,722 ¹⁾	7
1967	6,212 ¹⁾	8
1968	6,531 ¹⁾	5
1970	7,304 ²⁾	10
Average % Increase per annum		7.6

TABLE 1 (c)

QUALIFICATIONS OF TEACHERS IN TRANSKEI: 1970²⁾

		% of Total
Professionally qualified and		
(i) University Degree	166	2
(ii) Senior Certificate	636	9
(iii) Junior Certificate or lower	6,474	89
(iv) other qualifications	2	-
No professional qualification and		
(i) University Degree	6	
(ii) Senior Certificate	5	
(iii) Technical Qualification	7	
(iv) No qualifications	8	

1) Extracted from Annual Report: Department of Bantu Education, 1970

2) Hansard: 1971.

TABLE 2

TRANSKEIAN PUBLIC SERVICE: FIXED ESTABLISHMENT

1963-1970¹⁾

Year	Fixed Estab-lish-ment	No. New Posts	Vacancy Rate % of Col. 1.	No.White Seconded Officials	Seconded Rate: % of Col. 1.	Wastage Rate: % of Col. 1.
1963	2,446	-	25	455	18.6	-
1964	2,475	29	9	427	17.2	3
1965	2,821	346	14	382	13.5	4.3
1966	2,920	99	10	359	12.3	3.6
1967	3,393	473	12.9	365	10.7	3.9
1968	3,460	67	12.3	377	10.8	7.0
1969	3,576	116	13.50	349	9.8	8.4
1970	3,673	97	10.5	339	9.2	6.8

TABLE 3.

TRANSKEIAN PUBLIC SERVICE: FULL-TIME BURSARY HOLDERS¹⁾

Year	FORT HARE			WITWATERSRAND	MMADIKOTA TECH.COLL.
	Law	Surveying	Agriculture	Engineering	Engineering Technicians
1967	5	-	-	-	-
1968	11	-	-	3	4
1969	10	-	-	3	9
1970	9	2	3	3	14
1971	9	2	5	3	19
TOTAL	44	4	8	12	46

1) Derived from Annual Reports, Transkeian Public Service Commission: 1964-1970

TABLE 4 (a)

PROFESSIONAL MEN IN PRIVATE PRACTICE OR PRIVATE EMPLOYMENT IN
FOURTEEN MAGISTERIAL AREAS OF TRANSKEI: JAN/FEB.1971

<u>Profession</u>	<u>Black</u>	<u>Coloured</u>	<u>White</u>
Legal	20 ⁺	1	12
Medical	17	-	25
Dental	-	-	2
Pharmaceutical	-	-	6
Occulist	-	-	1
Accounting	1 [*]	-	4
Architecture	-	-	3
Engineering	-	-	1
Land Surveying	-	-	1
Quantity Surveying	-	-	3
Journalism	5	-	-
TOTAL	43	1	58

* In training

+ Include article clerks

These figures were collected by means of a business to business census undertaken in January and February 1971. Only members of the medical profession were not personally contacted; their names were extracted from the telephone directory for 1971.

TABLE 4 (b)

PERSONNEL EMPLOYED BY MAIN CHURCH DENOMINATIONS IN TRANSKEI:
JANUARY/FEBRUARY 1971*

<u>Classification of Employees</u>	<u>Black</u>	<u>Coloured</u>	<u>White</u>
Priests/Ministers	104	1	51
Catechists/Evangelists	117	-	-
Lay Workers	14	-	10
Religious Orders	46	-	129
Managerial/Executive	1	-	1
Clerical	6	-	3
Transport	2	-	-
Semi-skilled	1	-	-
Unskilled	1	-	-
Sales	3	-	-
TOTAL	295	1	194

* These figures are an underestimate as two important denominations have not replied

Required within 5 years - 36 Priests/Ministers
20 Catechists
5 Skilled artisans

TABLE 4 (c)

PERSONNEL - MISSION HOSPITALS¹¹⁾

	Medical		Nursing		Administrative and Clerical		Other	
	W	B	W	B	W	B	W	B
All Saints	4	-	3	111	3	7	2	85
Bambisana	2	-	2	40	1	3	2	51
Cala	1	-	4	26	1	-	3	31
Canzibe	1	-	1	39	1	4	1	48
Ethembeni	1	-	1	16	2	-	2	23
Greenville	3	-	4	62	2	6	-	106
Holy Cross	4	1	1	122	2	6	5	145
Isilimela	2	-	2	29	1	4	-	61
Madwaleni	3	-	1	71	1	5	4	75
Mary Terese	3	1	3	44	2	-	2	34
Mount Ayliff	2	-	-	19	-	3	1	46
Nessie Knight	3	-	-	97	2	5	-	143
Rietvlei	3	-	1	104	1	6	2	75
Sipetu	1	-	2	39	1	-	-	41
St. Barnabas'	3	-	4	133	1	7	3	93
St. Elizabeth's	4	-	3	55	1	3	1	28
St. Lucy's	6	-	-	156	3	11	3	167
St. Margaret's	1	-	2	19	1	1	-	23
St. Patrick's	3	1	6	62	1	2	3	44
Thafalofefe	2	-	2	6	2	1	3	3
Zithulele	1	-	1	38	1	2	2	56
	53	3	43	1,288	30	76	39	1,378

TABLE 4 (d)

PERSONNEL - DEPARTMENTAL HOSPITALS¹¹⁾

	Medical		Nursing		Administrative and Clerical		Other	
	W	B	W	B	W	B	W	B
Mkambati Institution	1	-	1	16	2	-	5	73
Butterworth Hospital	11	-	13	130	5	4	16	72
Mjanyana	2	-	1	32	3	1	9	136
Umtata Hosp.	17	-	38	312	18	1	39	229
Taylor Bequest Hospital	2	-	1	37	1	1	4	38
	33	-	54	527	29	7	73	548

W = Whites
B = Blacks

TABLE 5

VACANCIES IN COMMERCIAL, SERVICE, INDUSTRIAL AND
PROFESSIONAL CONCERNS IN 14 URBAN AREAS
OF THE TRANSKEI: JANUARY/FEBRUARY
1971

<u>Type of Post</u>	<u>Number of vacancies</u>
Sales Personnel	25
Clerical Personnel	9
Professional Personnel	21
Service (Hotels, Cafes etc.)	Numbers unspecified. A few at one establishment only
Tradesmen ⁺)	64
Operatives [*]	11
Transport Workers (drivers and conductors)	8 +

+) These included electricians, draughtsmen, mechanics, building artisans, blockmen and panel beaters.

* Including laundry operatives and seamstresses

TABLE 6

COMMERCIAL, SERVICE, INDUSTRIAL AND FINANCIAL CONCERNS
INVESTIGATED IN 14 URBAN AREAS IN TRANSKEI IN JANUARY 1971

Sector	Blacks	X.D.C. or B.I.C.	Owned by		Not Contacted	Total
			Coloured	White		
<u>Commercial</u>	56	20	2	147	6	231
% Total Sector	24%	9%	1%	63%	2%	
<u>Service</u>						
Garages	3	14	6	19	1	43
% Total Sector	7%	33%	14%	44%	2%	
Transport	21	2	6	10	-	39
% Total Sector	54%	5%	15%	26%	-	
Hotels, Cafes	26	4	-	29	-	59
% Total Sector	44%	7%	-	49%	-	
Other	13	1	1	9	1	25
<u>Financial</u>	1	1	-	8	-	10
% Sector	10%	10%	-	80%	-	-
<u>Industrial*</u>	4	21	2	24	8	59
% Sector	7%	35%	3%	41%	13%	

* Building, Electrical, Construction and Plumbers included

TABLE 7

EMPLOYMENT PATTERNS IN COMMERCIAL, SERVICE, INDUSTRIAL,
FINANCIAL AND PROFESSIONAL SECTORS IN 14 URBAN AREAS
OF THE TRANSKIE: JANUARY/FEBRUARY 1971

Category of Employment	NUMBER OF EMPLOYEES									
	BLACK			COLOURED			WHITE			TOTAL
	No.	% Black	% Category of Emp.	No.	% Color.	% Category of Emp.	No.	% White	% Category of Emp.	Total
Owner/Man.	113	2	39	15	3	5	165	18	55	293
Manager	43	1	25	8	2	5	122	11	70	173
Professional	43	1	42	1	-	1	58	6	58	102
Clerical	291	5	43	28	5	4	355	33	53	674
Sales	602	11	64	132	30	14	207	19	22	941
Transport	435	8	94	24	5	5	2	-	1	461
Service	374	7	93	14	3	3	13	1	3	401
Trades	257	3	42	210	45	35	135	11	22	602
Semi-skilled	604	11	97	11	3	2	2	-	-	617
Unskilled	2,904	50	99	18	2	1	-	-	-	2,922
TOTAL	5,666			461			1,059			7,186

TABLE 8 (a)

PERSONNEL EMPLOYED IN TRADING DIVISION OF THE
XHOSA DEVELOPMENT CORPORATION

<u>Category of</u> <u>Employment</u>	<u>Number of Employees</u>	
	<u>Black</u>	<u>White</u>
Managers	230)	
Clerks	60)	44
Salesmen	4)	
Transport	2	
Labourers	<u>30</u>	
	<u>326</u>	<u>44</u>

(b) PERSONNEL EMPLOYED IN INDUSTRIAL DIVISION

Managers	5	16
Clerical	30	6
Operatives	80	21
Transport	42	
Labourers	<u>1,014</u>	
	<u>1,171</u>	<u>37</u>

(c) ADMINISTRATIVE AND TRAINING STAFF *

Managerial/Exec.	-	3
Professional	11	5
Clerical	29	7
Operatives	-	17
Labourers	303	-

* Includes Agricultural Division with 1 Executive and 302 labourers

Figures furnished by Training Division
Xhosa Development Corporation

NOTES:

- 1) The Transkei Constitution Act, No.48 of 1963, as amended.
- 2) Annual Report: Transkeian Department of Education: 1968
- 3) Annual Report: Department of Bantu Education: 1970
- 4) Annual Report: Public Service Commission: 1970 (Transkeian Government)
- 5) Communication from Regional Director: Eastern Cape, Department of Posts and Telegraphs dated April, 1971.
- 6) Figures extracted from the 1971 Telephone Directory.
- 7) Hansard: 1970.
- 8) Figures released by the Department of Census and Statistics are as follows:

Population of the Transkei - 1960-70

Year	White	Coloured	Asian	Black
1960	11,972	9,506	24	1,376,616
1970	9,556	7,645	10	1,734,116
% Inc.				26%
% Dec.	20	20	58	

To calculate the ratio of doctors to population 1,734,116 was divided by 141 known doctors in the territory, plus an estimated 9 for Matatiele, Kokstad and Umzimkulu.

- 9) Communication from the Chairman of Transkeian Townships Board.
- 10) Information furnished by the Personnel Division of the Xhosa Development Corporation, Umtata.
- 11) Communication from Department of Health: No 6/8/4/211 dated 27.7.71.
- 12) Bantu: July 1970.

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