

Report of the BATAT Human Resource Development Design Team

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1. SUMMARY

1.1 INTRODUCTION

Since the changes from apartheid to a democratic society, the need to redesign public as well as private Human Resource Development Programmes (HRDP) and to make them inclusive assumed a great significance. This is because in the past HRD services were designed to make apartheid work. The Department of Agriculture is now committed to correct these past wrongs and make its HRD services consistent with the democratic principles enshrined in the Bill of Rights and in Section 126 of the Constitution, the Reconstruction and Development Programme (RDP), as well as the draft White Paper on Agriculture of 1994 (AWP, 94). The new HRD design, therefore, is intended to broaden access to education and training services to social groups which were disadvantaged and/or excluded under apartheid and to provide a balanced service for all farmers.

The Department engaged a human resource development specialist to assist in this process. The first stage of this process culminated with the production of a new HRD design. The objective of producing a new HRD design was to enable the Department to facilitate, integrate, co-ordinate and standardise the national HRD agriculture services. Although the new HRD design provides general principles, policy guidelines and strategies which enable the national Department of Agriculture to do the more generic work referred to above, it also responds to particular provincial needs and priorities. The new design is dynamic as it responds to constructive criticism and to the ongoing constitutional and other changes.

The HRD specialist referred to above, was twinned with the Chief Director for Training to form the national Human Resource Development Design Team (HRDDT). The national HRDDT is an integral part of four other similarly constituted teams which are responsible for producing designs on four differently focused areas, namely, marketing, finance, delivery, research and technology. The five national design teams function within a wider structure which was established to implement the Department's strategy for Broadening Access to Agriculture Trust (BATAT). These national teams also participate in the BATAT Core Team which consists of the Department's division line managers.

The national design team members were asked to contribute to the designing work for their expertise rather than their representativeness. There are provincial design teams, on the other hand, whose members were democratically elected. Each provincial design team is an

integral part of five similarly organised but differently focused teams. The provincial design teams were set up during the BATAT launch in each province. Each design team (national and provincial) is responsible for developing a new design in one of the five BATAT areas of focus mentioned with respect to the national teams, for their respective province.

Although the national designs have been drawn up by the National Design Team (NDT), note must be taken, that they are produced from data inputs made by role players in the provinces through their democratically elected DTs, that is where the Department's strategy for Broadening Access to Agriculture Thrust (BATAT) has been launched.

Since each of the five areas of focus of the BATAT strategy have an HRD component, the HRD design is perceived as crucial to the success of the BATAT strategy. In other words the success of the BATAT strategy depends on the appropriateness and efficiency of the HRD design in facilitating, co-ordinating, integrating and standardising these services nationally. Now that the HRDDT has been introduced, it is essential that the terms of reference of the HRDDT are shared. This is done in the following section.

1.2 TERMS OF REFERENCE

The Department of Agriculture established the Human Resource Development Design Team (HRDDT) to assist in determining how it may facilitate, co-ordinate, integrate and standardise the reconstruction and development of education and training services in agriculture. The work of the HRDDT was to culminate with production of a new HRD Design. The new HRD Design suggests the following:

- 1) How to prioritise the groups that were either marginalised or excluded from participating fully in HRD during the previous apartheid dispensation, in such a way that the large-scale farmers are also assisted.
- 2) New policy guidelines principles and strategies for broadening the Department's HRD thrust to include groups which were previously excluded and marginalised from these services.
- 3) Strategies for reorientation of the old civil service to shift from the old agriculture perspective which saw farming as a large-scale commercial undertaking to a new perspective whereby all farming is seen as a commercial undertaking, regardless of size, as long as it is done in order to earn a living as indicated in the AWP, 94.
- 4) Ways for correcting the imbalances in the representation of the various racial, ethnic and gender segments of the population in decision-making positions in agriculture because of previous policies which denied or undermined the participation of these groups in education and training programmes.
- 5) How the work of the Department of Education, which is responsible for designing school and tertiary programmes for basic education and training of potential agriculturalists, may be integrated and co-ordinated with the work of the Department of Agriculture.
- 6) How development of sustainable low-cost and efficient education and training programmes may be facilitated especially for the underdeveloped segments of the farming population.

1.3 ACTIVITIES

Before commencing the design work, the HRDDT involved itself in a series of national and provincial activities. The most important of these were the following:

- i) the meetings of the Reconstruction and Development Programme/Human Resource Development/Interdepartmental Task Team (RDP/HRD/IDTT);
- ii) the meetings and workshops of the national and provincial BATAT;
- iii) the Interdepartmental Syllabus Committee: Agricultural Education and Training;
- iv) the meeting of the Principals of colleges of agriculture and technikons (APEC). The chairpersons of the Certification Council for Technikon Education (SERTEC) and the Southern African Board for Training in Agriculture (SABTA) are members of the APEC.
- v) the visit to Zimbabwe to meet and discuss their own HRDP in AGRITEX and to learn from their experience.

The BATAT workshops and meetings discussed how best the HRD services of the Department of Agriculture may be redesigned in order to Broaden Access to Agriculture Thrust (BATAT) and to meet the provisions of Section 126 of the new National Constitution, the Reconstruction and Development Programme as well as the Agriculture White Paper, 1994. The following discussion is a summary of these activities, while the other meetings discussed project proposals for new syllabuses which may meet the needs of youth out of school and upgrading performance of students from the historically black universities.

The first BATAT workshop was held at national level in the Department of Engineering, Silverton, Pretoria on the 8 to 9th of November, 1994. The workshop brought together experts and civil servants who were co-opted by the Deputy Minister, the Director-General and by the members of the BATAT Core Team. Although the co-optees were not representing specific interest or social groups, organisations and/or institutions, measures were undertaken to make the composition reflective of the general population. Workshop participants voluntarily joined group sessions based on their areas of interest and expertise.

The workshop was organised according to the five areas of focus, marketing, finance, human resource development, research and technology, as well as delivery systems. The BATAT Core Team facilitated the workshop. The main aim of the workshop was to enable the participants to assist the Department in clarifying its role of reconstruction and development of agricultural services. Participants in the HRD workshop suggested ways through which the Department's HRD Programme could be redesigned to make it efficient, cost effective, democratic and inclusive. It was after this workshop, that the Department decided to enlist the assistance of outsiders to work on the new HRD design and to drive the process of the BATAT/HRD from there on. The BATAT Core Team recommended that a HRD specialist be seconded for three months on a consultative base and be twinned with the Chief Director for Training in the Department. These two persons constituted the national HRDDT. It was also suggested that BATAT workshops be held in each of the nine provinces and facilitate setting up provincial design teams.

Subsequently, the National BATAT Core Team began launching BATAT by invitation from the provinces, using the provincial workshops referred to above. The first launch took place in the Province of the Eastern Cape on the 1st to 2nd of December, 1994 at the University of Fort Hare. This was followed by two workshops in the North-West Province on 8 to 9th December, 1994 in Buffelspoort Centre in Rustenburg and on 24 to 25th of January, 1995 in Mmabatho. The third provincial workshop was held at the Lowveld College of Agriculture in the Eastern Transvaal Province on the 2nd and 3rd of March, 1995.

In each of the provincial launching workshops 1 000 to 1 500 participants attended to discuss the BATAT strategy and to pose questions. Although all role players attended, the majority of the participants were small-scale farmers. In each case, the general meeting was subdivided into five groups, representing the five legs of BATAT (referred to above as areas of expertise) and held their own workshops. The objectives of the subgroups was to discuss the current status of services in their respective areas, to compile data on the priority concerns of the respective provinces and to suggest ways by which to broaden access and to democratise services. This activity was followed by the election of the Provincial HRDDTs and their executive. It was envisaged that the provincial design teams would support and carry on the work of broadening and improving services in their respective provinces and areas of focus during the second stage of BATAT. The two-day-workshops also produced the criteria for selection of farmers to be included in study tours of other countries, as these were on the BATAT programme.

Although the workshops were facilitated for by the national design team leaders, democratically elected provincial representatives controlled the process and determined the outcome. In addition to national and provincial workshops, the national HRDDT has held several meetings on its own as well as participating in the BATAT Core Group meetings. In its meetings the data compiled was discussed, analysed and formulated into principles, policy guidelines and strategies. HRDDT participation in the RDP/HRD/IDDT, the Interdepartmental Syllabus Committee on Agricultural Education, the APEC as well as visits to some of the Colleges of Agriculture and the Department's own section for training provided a broad picture of the status of agriculture HRD services and raised fundamental questions regarding necessary changes be suggested. The highlights of the these meetings are:

- a. The RDP/HRD/IDDT meeting highlighted interdepartmental need for sharing experiences, exchanging information and networking. The definition of HRD was discussed. Some of the suggestions were the establishment of a National Education Forum and various task teams to consult with stakeholders and advising government on policy, needs of employers, research, RDP and Rural Development.
- b. The Interdepartmental Syllabus Committee, on the other hand, was more concerned about the plight of out of schoolchildren and young people in the rural areas, especially in the commercial farms and in the Bantustans. The Committee's involvement is directed towards producing syllabuses for courses which the Boskop Training Centre is offering to these and other target groups. This Committee is keen to bring into line with these courses regular school certificates in terms of levels of knowledge and standard of achievement acquired. Although their recommended courses are not reciprocal with respect to the type of knowledge school achievers from the pregrade seven to grade ten level get, the Committee hopes that these courses meet the norms and standards set for entry into tertiary.

The syllabuses of the recommended courses are also designed in such a way that each level, ie N1, or N2, or N3, as these courses are known, qualifies its graduates for employment in its own right. Therefore, NI graduates would obtain a certificate which can give them access into N2 or a job in his subject area of study, where a job or funds are available. There are problems, however, which are bound to face the graduates before and after they have completed their courses and these are shared by graduates from regular schools and colleges. These include inability to secure financial assistance as the target group comes from the poorest section and employment as no job guarantees are possible.

c. The APEC Meeting took place on the 3rd of April, 1995 and it received a report from a survey carried out by some of the members from the Pretoria and the Republic of South Africa Technikon. This report highlighted the severe limitations of the historically African Colleges of Agriculture in terms of poor facilities and shortage of teachers, shortage and poor maintenance of equipment, limited facilities for practicals and for apprenticeship training, poor library services, and other.

The debate that followed, concentrated on short-term support programmes which are to be offered by the historically white tertiary institutions in the historically African colleges. The members were keen to "keep the black students where they are and the rationale was that this would save them travel expenses. The programmes consist of bridging courses which can help students of these colleges to gain entry into tertiary institutions. No long-term plans were considered regarding the new dispensation and broadening of access to education and training. I am not aware that issues such as reconstruction and development, integration and standardisation of services offered in all the colleges in respect of the new dispensation were considered. Students from the historically African colleges and high schools were perceived as objects of change instead of the institutions. The students, therefore, were to be accommodated in the present institutions, rather than changing the institutions to make them suitable for all students regardless of race, ethnicity or gender. The need to make black students part of the historically European institutions, when they are accepted in them, was not considered.

The main problem which was correctly identified and considered for improvement was the low standard of performance of high school graduates from the historically black colleges when compared to their counterparts from the historically European schools. Most disconcerting was the general idea observed, that there was no need to consider a reconstruction and development programme because the colleges are not threatened by the current upsurge experienced by the rest of the education system.

Lastly, the visit to Zimbabwe was undertaken during the 14 to 16th of March 1995 and it was illuminating as AGRITEX, the Training Section of the Department of Agriculture, there has undergone the changes which we also desire. During this visit discussions were focused on the HRD strategies which AGRITEC adopted in order to broaden access to agricultural services primarily to small-farmers who were marginalised during the colonial era. The role of extension workers in small scale farmer training and the separation of this role from the role of Government control agents was highlighted as one of the success strategies in small- scale farmer development. Requiring extension workers as well as farmers to focus on self-identified programmes is used as an effective monitoring and evaluation strategy. This is effective because the extension workers and the farmers tend to be more realistic about their own strengths and weaknesses in relation to their expectations. Consequently, they do not overload themselves. The AGRITEX

officials also saw short-term crash courses as a useful short-term strategy for developing the severely limited capacity of the farmers and extension workers. This strategy, however, was seen as complementary to a long-term programme that is aimed at increasing the numbers of participants involved in regular full-time courses. Further details of lessons from this visit are incorporated in the following discussion of the products generated from the activities already discussed.

2.0 OUTPUTS

The activities discussed above produced two instruments. One is the new HRD Design and the other is the lead projects. Firstly the new HRD Design is discussed. The lead projects follow and are accompanied by annexures of three matrixes which are designed to assist stakeholders in producing HRD programme frameworks and proposals. Both the HRD Design and the suggested lead projects are intended for facilitating, integrating, co-ordinating and standardising human resources development nationally. They are, therefore, useful as instruments for the Provincial HRDDTs to consult when drafting their own HRD Programmes.

2.1 THE NEW HRD DESIGN

The new HRD Design is seen as the cornerstone of the BATAT strategy because it overlaps the other four designs as each of them have an HRD component in them. More over, without well educated and trained farmers, extension workers and other farmer support staff, the services provided by the other designs would not be functional.

The first part of this HRD design is, as already mentioned in the introduction, a set of general strategies, principles and policy guidelines that are applicable nationally, on how the Department may best mobilise, facilitate, integrate and standardise the agricultural education and training services. The strategies, principles and policy guidelines are designed to promote the adoption of democratic, inclusive, scientific, efficient and cost effective education and training services. The services are intended to increase capacity of farmers to practise sustainable and profitable production. The designing process relied heavily on the dynamic insights shared in the various BATAT workshops held in the provinces and at the national level. The HRDDT used the data collected to construct the design. The second part is a list of suggested lead projects.

Specifically, both parts of the design suggest how the structures, processes and programmes of education and training of farmers, extension and farm workers, scientists, researchers and civil servants in general may be changed so that the graduates thereof may acquire and apply the ideals incorporated in the new constitution, the RDP and the Agriculture White Paper. It also suggests how the way the Department's HRD division works, can be changed, ie to make it accessible, transparent, and accountable to both its old and new clients. The structures, processes, and programmes of education and training referred to are intended to produce farmers, extension workers and other civil servants with a perspective of farming that is farmer as well as consumer centred. The farmer and consumer-centred perspective is one of employing the most affordable ways of agricultural production in order for the farmer to earn a profit while providing a source of affordable products to consumers. This means that except for making profit, and contributing to national food sufficiency (like the farmer of the past) the farmer who has the new perspective will be educated and trained in the use of farming

systems which contribute to the food security needs of the total population across the nation, especially the lower economic groups.

The design also offers annexures, including three schematic charts, one for developing education and training programmes, another for networking with organisations, institutions and countries which offer various education and training opportunities nationally and in other countries, and lastly, a chart for drafting a framework for a proposed education or training project. The design is an instrument for producing HRD programmes and it has been produced with a view to increasing the capacity of African, Coloured, and Indian role-players who were previously excluded. This can be done without excluding the groups which were previously favoured from participating in the HRD programmes. This correctional selection process (regstellende aksie) is intended for balancing the composition of role-players to reflect the population groups in the society at large.

The HRD Design can also be used to enable information and experience sharing between established commercial farmers and the emerging and/or potential farmers; the old and the new civil service and other networks, applying the BATAT strategy of twinning. It also facilitates sharing of experiences between the provinces, and lastly between South Africa and other countries in the rest of Africa, Asia, the Americas and Europe, by proposing study visits and exchange projects.

2.2 VISION OF THE HRD DESIGN

The vision guiding the new HRD Design process is broadening of access to education and training services to population groups previously excluded, development of the capacity of farmers, especially those with smallholdings, and enabling them to increase their income and contribute to the national household food security through offering a cost effective and sustainable crop package.

2.3 DEFINITION OF THE TERM HRD

In order to clarify the discussion of this design, it is necessary to say what is meant by HRD. HRD refers to the integrated use of education and training to develop the productive capacity of individuals, groups, organisations and institutions. It is a service of which the main objective is to provide a learning environment by designing structures which are suitable for reproducing the creative capacity of its participants. HRD also provides its clients with exposure and access to knowledge, information, skills and experiences using education and training systems. Its main objective is to provide people with the capacity to produce commodities, services and new knowledge. Its development objective is to contribute to a sustainable process of self-development of communities and the economy of the country. This understanding of the meaning of HRD is incomplete without a shared meaning and a distinction between the terms education and schooling.

The term education refers to the processes of legitimation, acquisition and use of knowledge by people to enable themselves to engage in production creatively and efficiently. In a democratic society groups mandate their own legitimating authorities. They decide what knowledge and skills they require in order to produce for their own needs. Educationists formulate strategies for legitimation and acquisition of knowledge. This democratic process prevents conflict which arises in schools and tertiary institutions where role-players do not own the process of legitimating the knowledge they are required to obtain and use. For

example, education and training programmes where some of the stakeholders, ie students and their communities have not been involved in legitimating processes may not meet their needs. Equitable systems of education are those where legitimation, control and creation of knowledge and skills is seen as a democratic right. Legitimation of education and training services is an underlying student demand and it exceeds the justly popularised demand for fair distribution of financial and other resources. It is fundamental to broadening of access to learning institutions.

Schooling, on the other hand, has a history of providing its clients with prepackaged education and training programmes. Different groups of people receive different kinds of knowledge. Each programme is intended to direct a specified group to a specific type of work (ie division of labour according nationality, class, race and gender lines). Natives are trained to do "native's work", Europeans to do "European's work", lower-class people to do manual work and upper-class people to do scientific and managerial work, black people to do black people's work and white people to do white people's work, women to do women's work and men to do men's work.

The second important feature is that the culture of schools corresponds to the culture of the workplace, and therefore, the culture of the employer. The norms and standards governing black schools differ from those of students. This is because employers and educationists exclude the black students and their parents from participating in the legitimating process. This means that black students are at a disadvantage as they have to strive to acquire a European culture in order to be acceptable in the job market. This type of schooling was referred to as cultural imperialism and it is the way schooling has been in South Africa.

The third feature of schooling is what Bowles and Gintis referred to as the corresponding principle between employment and certification in the United States of America. This is observed in schooling in South Africa. Bowles and Gintis argued that this principle necessarily promotes the production of a small elite class of scientists and managerial staff at a high cost to all taxpayers. In this setup, the majority of scholars drop out and constitute a source of cheap surplus labour for employers. Because schooling produces diplomates for predetermined jobs, in the majority of cases where these are not successful in finding the intended jobs, they become helpless and cannot employ themselves.

Although schooling may benefit the few educated elite who manage to find jobs, and the few employers who employ them for their complex skills, it leaves all its clients without life skills and as such, unable to produce for their own needs. School leavers, therefore, are forced to go out to the urban areas and the large-scale farms in search of jobs. The majority of scholars drop out of school early for various reasons beyond their control, and they have no alternatives but to seek jobs as manual labourers. The employers make do with these barely trained workers with neither practical nor intellectual skills (not to mention capacity to become innovators) because this allows employers to pay these employees wages below the bread line. By so doing, employers can keep their production costs low and profits high. It has been argued by (Althusser, 1971, p. 163; Gramsci, A. 1967; Carnoy, M. 1974. pp. 1-30; Illich, 1971.) that schooling has not contributed to the development of the human resources of the majority of people, especially under colonialism. The development of the communities of the population groups referred to has, as a consequence, been delayed. This has led to inability of the unemployed to employ themselves; the number of those who cannot find employment consequently exceeds that of those who can.

Schools teach subjects such as counting, reading, writing, and communicating in the languages of the workplace (ie European languages), the Christian religion, handwork, domestic science for girls and gardening for boys. Those who opt for certificates and diplomas in Agriculture become government officers in the Bantustans and serve as control agents. On their own these skills are not sufficient to enable the graduates to engage independently in any specific productive processes. This is one of the main reasons why school leavers as well as graduates of tertiary institutions are forced to leave home and go out in search of jobs. In South Africa, it is the African and coloured (especially female) segments of the society, especially in the Bantustans, townships and shanty towns who have benefited least if at all, from schooling. These areas are the most undeveloped in our society. These segments of the South African society are continuously underdeveloped as they invest in schooling of their youth but end up losing their educated elite and able-bodied workers to the industrialised areas and to large farms.

It can also be argued, therefore, that schooling trains its students to contribute to the development of the already developed communities who own the industries and large farms, instead of serving the development needs of their communities. Schooling has perpetuated this underdevelopment and dependency of the rural communities by drawing the educated away from home to seek work.

Apparently the continuation of schooling in South Africa so far cannot be justified as a development strategy, especially because lately, in our days, the rate of unemployment has passed the 50-% mark. There are not enough jobs as in the past when shortage of labour was one of the main problems. In view of the issues mentioned, the new HRD strategy has to change the strategy of schooling for employment as explained. A new strategy needs to be developed to replace schooling for employment with education and training for development of the students' capacity to produce, which provides graduates with the capacity to develop themselves and their own communities. The following discussion explores the kinds of strategies making this possible.

2.4 RECOMMENDED HRD STRATEGIES

2.4.1 General HRD strategies

It was suggested in the introduction of this document, that the strategy of education for employment could no longer meet the development needs of the majority of the population of this country. Moreover, schooling for employment has contributed to the influx of people who migrate in search of jobs and contributes to the rise of the large shanty towns which have surrounded our cities and urban areas since the 1970s. It is also argued that the continued flow of labour in search of nonexistent jobs has directly contributed to the underdevelopment of the rural areas. It is against this historical backdrop, that a new strategy needs to be formulated.

The new strategy involves education and training to develop both the practical as well as the technical capacity of graduates to engage in productive activity scientifically, efficiently and cost effectively. According to this strategy, the education and training should be focused on developing the capacity of farmers and their supporting staff and civil servants in harnessing human and natural resources and as well as the environment by using scientific methods. The new strategy consists of the following principles:

a. The first principle is the democratisation of the structures and programmes in order to involve participation by all stake holders in the legitimisation, control, use and standardisation of knowledge and skills.

b. The second principle is discontinuation of the correspondence principle between accreditation/certification and the market structures which was observed by Bowles and Gintis in their critique of what they termed the 'correspondence principle between education and employment' in the United States of America. This principle is also observed here in South Africa. It was introduced at the outset of the colonies to meet the needs of the Dutch East India Company, and the needs of the British South Africa Company. It remained useful to the colonies, especially with rapid industrialisation during the nineteenth and the early part of the twentieth century because of shortage of labour. This principle should have been changed as soon as the increase of surplus labour and increase in unemployment was observed in the new Union of South Africa at the turn of the century.

The new strategy suggests that the correspondence principle between education and employment be replaced by one in which education and training corresponds with the development needs of the students. Accreditation, will then be based on recognition of the candidates' capacity to produce, and the certificate, diploma or degree will be issued in recognition of the candidate's knowledge and skill to engage in given processes of production of commodities and/or services which meet the needs of communities. This means a shift of the education and training paradigm from preoccupation with employment capacity to developing productive capacity; that is engaging the learner in practical and theoretical knowledge acquisition, critical application of the knowledge acquired as well as creation of knowledge during the production process. Whether the producer will be working for an employer or be self employed will not be determined by the curriculum. People will work in their own areas, or in industry or in large-scale farms depending on their interests and on who the main investors in their education and training are.

This means that the presently pernicious diploma disease, ie memorisation and regurgitation of text book contents in order to get certificates and diplomas to ultimately get jobs will no longer be necessary. The diploma disease is a feature of schooling for employment. It is discussed by Dommer, a specialist in third-world education, and Duminy, who is a specialist in didactics at the University of Fort Hare. Students will be guided more towards knowing how to produce commodities or provide services to a market or to consumers and will not be needing passports to jobs. Credibility will be based on capacity to do something instead of on whether one has a certain certificate or diploma.

In the past the communities said to be underdeveloped invested in their children's development as a human resource through several education taxes levied by the government on them, (see Malherbe, 1977, p.171; Dalimore, 1927; Rose, B. & Tunmer, R. 1975, pp 202, 231 and 242; Huss & Gerald, 1927, pp.13-14; Whitelaw & Burnstal, 1926; Loram, 1928; Njobe, 1994, p.216.). But it was the employers in industry and large-scale farms who tapped this ready-made labour resource. The parents did not benefit from this investment. The new Government is in a position to facilitate that employers, as the taxpayers, take up the responsibility of investment in the youth, so that both can get educated. Graduates, on the other hand, need to be free to take up employment depending on whether their own development needs are met to some degree.

The implications are that the communities which presently bear the burden of investing in education and training of the young will benefit from the skills of the graduates because they will be in a position to enter into employer and employee agreements as the traditional employers do. Competition for skilled graduates will ultimately generate investment into the development of the human resources of able-bodied labour across the country. It will also lead to an overdue recognition of the value society places on each person, ie having a potential to be a skilled person in the near future or in the future generation of this society.

c. The third principle of this strategy is the linking of curriculum selection priorities and skills acquisition to the development needs of the surrounding localities. Since all the localities (ie district or village) invest in education and training through paying taxes to the Government, it is fair that they benefit directly from the product. This means developing a curriculum to best meet the production and communication skills necessary for them to learn to become an employer and/or employee between themselves instead of learning to communicate and work in other remote areas. Graduates should be free to choose where and for whom to work as that will be based on their interests and on who has invested in them. They will also choose the cultural medium in which they wish to be educated or trained.

This strategy will provide education and training services which direct the energies of participants to acquisition and critical application of available knowledge (theoretical and practical), in the first instance and in the second instance to creation of knowledge. The ultimate objective is to improve the production process. Apprenticeship methods are recommended to achieve this.

Previously, agricultural training programmes responded to the perceived needs of the large-scale farmers and the large agri-industries. Although this process was based on profit making, it was separated from the market and did not show consideration of consumer needs and capacity to buy.

The most illusive and yet vital part of this strategy is that technical education and training is located within the context of indigenous knowledge. In this case, the culture of the students is linked to and integrated with the international culture in which South Africans exist. This will mean that African, Asian and coloured students can study and undergo training without feeling alienated in their country of origin.

2.4.2 Specific HRD Strategies

There are specific HRD problems which present obstacles to the broadening of access to agricultural services. Each problem is posed and the HRD strategy suggested is also stated followed by the project required to rectify the problem. Each project will need to have its own guidelines, set of time frames, education and training content as well as clearly stated objectives or the desired end products. The projects suggested should be seen as transitional, and as such, their phasing out stages as well as their integration into the regular agricultural programmes should be considered before starting. Various types of projects, including short crash courses, workshops, study visits and/or exchange projects, symposia, seminars, workshops, internships or apprenticeships are suggested.

The approach suggested is to first identify the problem. For example, state the deficit in HRD knowledge and/or skill in a given specialisation and then identify the target group(s) whose capacity is to be developed. Thereafter, quantify and qualify the need in terms of numbers of

people affected and the severity of the effects, using annexure III. The following list of problems was identified by the provincial design teams in the workshops. They are coupled with the specific strategy suggested and the specific project that can be proposed. The discussion starts with field HRD work problems and discusses college education thereafter:

A. Specific adult education strategies

a. One of the most endemic problems of the present generation is shortage of skilled farmers among the groups, the majority of which were previously excluded from regular education and training: There are various reasons why farmers among the population groups mentioned remain illiterate and unskilled and not educated in terms of formal schooling and/or practical training on the farm. In this case, the recommended strategy is the introduction of crash courses in the specific skills needed by the given individual and/or group of farmers having clearly identified the type of farming they are engaged in. Consideration of the HRD projects to be proposed is guided by this. Note that the feasibility of the graduates' career as a farmer depends on this. For example, if the group of farmers concerned consists of illiterate members, and is unable to acquire needed technical information regarding various kinds of skills and services, a literacy project is suggested. This project needs to be prioritised to a short crash course on the production of the particular crop(s) which the particular group of farmers are producing.

In the case where a crash course is suggested, however, the curriculum content of the course should be selected carefully to provide the knowledge and skills required in the specific case. For example, that the literacy project suggested uses the vocabulary which these particular farmers need for the type of farming they are involved with. In addition to providing literacy skills, the planners of the farmers' short courses also need to capitalise on certain times of the year, when the farmers are relatively free from their more intensive farming activities. The cultural background and knowledge base which already exists among the group as well as other factors which may contribute to the success of the course should also be taken into consideration.

b. Shortage of extension workers: This could also be rectified by providing crash courses. It will be necessary to work out approximately how many graduates are needed per province and per given district based on the number of farmers per extension worker (see annexure III). This calculation has to be guided by the budget limitations. The strategy also requires change of the curriculum to provide skills in critical appraisal and discerning information provided, placing emphasis on practical knowledge and skills as well as apprenticeship methods, notwithstanding the needs bases. The other important factor is presenting the crash course training in a medium of instruction which is consistent with the target group, who is likely to be predominantly female with an African cultural background (especially if the graduates are to work with such groups).

c. Additional to their training as farmer support staff, existing extension workers, were also trained as controllers and messengers of the Government. This made them unpopular in the Bantustans where government policies undermined the efforts of the farmers. In-service short courses should be provided to reorient extension workers to the new smallholder farmer and consumer centred perspective so that they support farmers and leave control issues for Government control agencies to do. Also suggested is a strategy of short in-service training

workshops to remould their orientation from one of government agent to one of trainers and advisers for farmers.

d. Both extension workers and farmers should be reorientated so that they can change their perspective that agricultural production is purely a business to that of seeing it as a means for making the nation self sufficient as far as food is concerned (ie promoting the smallholder farmer and a small economic input, consumer oriented as well as a gender sensitive perspective of farming). It is necessary, therefore to provide in-service short courses which are intended to change the present outlook. It will be necessary to produce new materials and engage consultants who have the knowledge to teach these courses.

e. Shortage of black graduates from African, coloured and Indian groups with necessary qualifications and experience to take up senior professional, research and management roles in the civil service is inhibiting the Departments programme to take meaningful steps towards 'regstellende aksie' (corrective action) which it must undertake in order to be consistent with the new constitution, the RDP and the Agriculture White Paper of 1994. The existing imbalance in the representation of the various population groups in the civil service, agri-business and agricultural areas of work is inconsistent with the new democratic principles incorporated in the Reconstruction and Development Programme and the Agriculture White Paper of 1994.

The strategy is two-pronged. Firstly, a baseline survey of existing black graduates who are trained in agriculture is suggested. This survey would look at the numbers, gender, area of specialisation, present employment and whether their agricultural skills are fully utilised. The second aspect is to identify areas of deficit; set up an interdisciplinary task team of educators including some from the Department of Education and commission them to submit proposals.

f. The old civil service training programmes lacked skills and perspectives for the provision of services for farmers who are predominantly culturally black (African, coloured, Asian) with a low income, as well as for the majority (female farmers) with smallholdings. The programmes have tended to be strongly biased in favour of farmers with large holdings who are predominantly male and culturally European. These biases place constraints on the old civil service which is required to provide these services for small-scale non-European clients. The in-service workshop strategy may be used. Education material would have to be developed and produced for this purpose.

g. Highly qualified black professionals are leaving the public sector because the private sector offers attractive packages. The strategy to deal with this is to increase the number of trainees in the crash courses instead of bonding the professionals in order to force them to work for the Department. The professionals will make contributions to the national economy while employed in the private sector as well.

h. Agriculture has a bad image among the communities that were previously excluded or marginalised from its services. Apart from the older people, the attitude of the youth and their parents is that agriculture is hard and intensive work with poor returns and products of a poor quality. Agricultural policies and institutions need to undergo restructuring in order to open their doors and to illustrate to potential agricultural participants that agriculture is in fact a viable option for making a living and that they can make profit or earn reasonable wages from it. This negative attitude towards hard work and the production of low quality

commodities among civil servants and farmers may be addressed by using comprehensive methods of assessing and publicising performance of farmers.

B. Specific strategies for colleges of agriculture

Since the colleges of agriculture were constructed on grounds of ethnicity, race, class and gender, in keeping with the ideals and objectives of apartheid, it follows that they have to undergo reconstruction because this is no longer constitutional. It is necessary to integrate, standardise and co-ordinate the environment, the infrastructure and the services of these institutions to provide equitable access and to make them relevant to the needs of the broader clientele.

This can best be done if the suggested strategies for broadening access to the colleges are based on the BATAT strategies, for example, twinning and joint participation of the providers and clients at departmental and college level. Firstly, the Department and the colleges will need to be brought much closer to each other by sitting a senior management person from the department in the heads of colleges meetings, such as the APEC, SERTEC, SABTA, etcetera. Although the colleges of agriculture are not yet experiencing the turmoil seen in the technikons and universities, this is not a sign that they have plans and systems in place for managing change and the reconstruction and development process.

It can be argued, that like the others, the wait and see strategy has been adopted, if one judges by the responses received when the question was posed to the APEC meeting of the 3rd of April 1994 (discussed in the Activities section of this document). As long as the numbers of black students in the historically white colleges remain limited and no attempt is made to reconstruct and broaden access, student frustrations will simmer underneath and remain unknown. As the numbers of black students in the white colleges and deficiencies in the black colleges will inevitably increase, eruptions will occur. At a later stage pressure for representativeness, control, legitimation, financial assistance and access will be mounted by disadvantaged groups of students. Since this is a management problem, blaming the students, and even sharing the blame between students and management will not be of help. The suggested strategy is one of managing the change process and by reconstructing the colleges, giving access to all students regardless of ethnicity, class, race and gender. The following projects are suggested:

a. Mounting workshops and seminars for all role- players. The workshops should aim to inform and familiarise interest groups with each other, past policies and the disparity they caused as well as the policies of the present Government of National Unity. The workshops should have to discuss strategies which can mediate change and prevent conflict. The workshops would also train college management staff in BATAT strategies for change. For example, the twinning strategy could be used effectively for both staff and students. It will be necessary to produce education materials in packages suggesting specific procedures, content and delivery mechanisms. It may, for instance, to start with be suggested that the specific content of these materials be targeted for specific groups and be delivered to each group separately.

Subsequently, it may be suggested that groups be twinned both at group and at individual levels with their counterparts, ie black and white students, black and white educationists, student and educationist and management representatives, etcetera. Groups need the time and space to be on their own as well as to be together. This should be recognised by all

stakeholders. It must be remembered that these groups do not know each other, and as a result, they are suspicious of each other and they perceive change differently because they come from different backgrounds. Consequently they organise to accept or not accept change and they decide on a course of action to defend their interests.

This strategy assumes that management has a responsibility to facilitate the change process and to direct the actions of the student population. This strategy differs from that referred to as wait and see where the different groups are put together without a programme to facilitate their interaction and to direct it. This has resulted in destructive behaviour on the part of students and with accusations from the side of educationists and management.

b. The curriculum selected for education and training programmes in the historically black colleges of agriculture is limited in many respects. There are no farmer training programmes, subjects such as mathematics, smallholder farming and others are not included in the curriculum. Appropriate and low-cost technology which is gender sensitive and cost effective, as well as the cultural medium and indigenous knowledge are not selected. Practicals and training by apprenticeship is non-existent or limited to the extent that students have to fend for themselves to acquire practical courses from other institutions at a high cost. Many fail and those who pass are of lower standard than required.

The fact that none of these colleges train farmers as their historically European counterparts do, means that the students are not intended to be farmers in their own right, but to become government employees or large-scale farmers who are of European descent. In other words, they are trained for employment by Government or by organisations serving the large-scale farmers. The white colleges, on the other hand, produce farmers and scientists who will ultimately choose to be self-employed or to provide support services to the large-scale white farmers. This is why getting a diploma is more important to the students than the actual knowledge which they acquire. It is also the reason why the Government did not provide farms for the students to acquire practical skills. Students are not expected to do practical work and yet they are doomed without acquiring the prescribed practicals because they cannot get their certificates or diplomas. The diploma disease is so rife that students in some of the colleges have mounted protests and expelled their principals over the issue of practicals. The point is that the expectations are not realistic and appear to be contradictory. Students cannot be expected to pass practicals when adequate provision for in-college practical training is not available.

This difference in the kinds of knowledge provided and the adequacy of college practical training facilities has implications for development. Development is evident in the white rural agricultural communities and there is hardly any development in the predominantly black rural communities. Integration, standardisation and co-ordination of the colleges is needed to correct these imbalances, democratise the process of legitimation of knowledge and curriculum selection, and provide access to services for all students regardless of ethnicity, race, class and gender.

The projects suggested in this case are either short term or long term. The short-term projects would entail establishment of curriculum specialists teams including members from outside the existing structures of the department and colleges to join the insiders on a twinning basis to reconcile the existing curriculum with the goals of the RDP, the Bill of Rights and Section 26 of the constitution and the White Paper on Agriculture.

It is also suggested that the task of this group should be to develop short-term crash courses for college dropouts and failed students with the view to bridge or supplement their course work with units necessary to obtain descent passes and reorientation. This work will need to be individualised to some extent as students will be starting at different levels. The graduates of these courses should be selected on the basis of expressed needs for additional farmer, extension and other farmer support staff. The farmer training courses may be administered by the farmer training colleges to provide space for integration of farmers from various backgrounds.

Each college should be urgently considered for full status in its own right and should be urgently provided with a practical farm for daily student apprenticeship training. This farm should be large enough to produce for the college's own food needs. The cost effective farming systems which employ the appropriate technology to produce indigenous food crops to sell locally should be demonstrated to students on the college farm. There should also be a number of farms which may not be at the college site as the college farm, but are available by arrangement with the colleges, to provide field exposure to hardcore farming with all the trials students would encounter when in the field. A third category of farms should also be made accessible to colleges to expose students to the widest possible range of farming types during their stay at the college.

The next short-term strategy is an improvement of the proposals for bridging courses by the Pretoria Technikon, Technikon Republic of South Africa and the Interdepartmental Syllabus Committee discussed in the Activities section of this document. The Syllabus Committee courses are highly focused and subject based. The knowledge capacity of these courses is calculated to be equivalent but not reciprocal to levels of schooling ranging from below grade seven up to college entry level. These courses are offered by the Boskop Training Centre in Potchefstroom on an annual basis.

The improvement would be designing bridging courses for students who wish to further their careers, ie mature entry age into regular high school and/or university. This would mean extending the syllabus to include basic high school subjects such as mathematics, general science, languages, as well as appropriate general practical technology, indigenous knowledge, etcetera.

Long-term needs of graduates from disadvantaged backgrounds may not be well served by these short-term measures because they do not address reconstruction of the learning institutions themselves in order to meet, in the long term, the needs of their new clients, not to mention development needs of the historically black institutions. These needs may best be met by using the strategy suggested in (a).

The major problems experienced by students in some of the black colleges have been discussed briefly, ie lack of and/or poor state of the experiment farms and student farms needed for practicals for the duration of the courses. General exposure to large, medium and small farms is also limited. Research, technology and library facilities, computers, and in some cases typewriters, fax machines, telephone and E-mail services taken for granted in the historically white colleges. These are non-existent or broken in the case of the black colleges, according to the APEC investigation. These problems are the main cause of poor performance of black students. If these problems are not solved, no amount of bridging or crash courses will have any effect. Since budgetary constraints may not allow greater spending to upgrade these or build new colleges, the answer lies in maximisation of use of

the resources in the privileged colleges. Each college will need to recruit from the surrounding ethnic and racial groups as black students can no longer be kept out of the colleges.

2.5 PRINCIPLES AND POLICY GUIDELINES

2.5.1 Principles

The following principles are suggested:

- a. Human resource development emphasises the fundamental right of an individual according to which each person is of equal value to society, regardless of ethnic, race, class, gender, religion, and region of origin. The Government is responsible, therefore, to establish and make accessible an integrated infrastructure and various services for human resource development, in this case in agriculture.
- b. Individuals as well as groups have a responsibility, firstly to seek access to available services and secondly, to make inputs so that they can also legitimate and benefit from the established services.
- c. That all HRD programmes operate within the democratic and development guidelines laid down by the new constitution, the RDP and the Agriculture White Paper of 1994.
- d. That entities, be it families, villages, districts, provinces and or various interest groups share their resources so as to maximise inputs into the development of their human resources, ie potential and talent using the education and training services offered.
- e. That HRD is racially and ethnically integrated and that equal opportunities are guaranteed as stated in the constitution.
- f. That the democratisation of control, legitimation and accreditation of education and training is maintained and incorporated into the constitution.

2.5.2 Policy Guidelines

The national Department of Agriculture, is responsible to facilitate, co-ordinate, integrate and standardise education and training services to ensure efficiency of services.

Syllabus selection to reflect the consumer needs of specific known markets, should be biased in favour of products that are not produced by the large-scale farmers, and products that are cheaper to produce. For example, indigenous food products.

Legitimate and standardise knowledge acquired from the home and community of the student and make it a complementary component of knowledge and skills acquired from the primary, secondary and high school. This will give all graduates a sound foundation to take up specialised careers in agriculture.

Adult dropouts of the previous agricultural system of education and training to be allowed to resume their career studies and work themselves up to their desired level of education and skills acquisition. This should be after they have been evaluated and their entry points determined on the basis of the new system of agriculture.

Agricultural knowledge should be evaluated, legitimated and accredited using the same scientific methods as other science subjects and prohibit the use of bad performance in school as a basis for recommending options for agricultural careers.

The agricultural programmes should include subjects such as mathematics, physics, chemistry and appropriate technology.

The curriculum should allow for horizontal and vertical career mobility without limiting the vertical movement or forcing graduates who may want to continue to higher levels in same career instead of being forced to develop horizontally.

Students who want to change from one career to another should not have to forfeit the knowledge and skills gained in the previous career. Career guidance needs to be offered early at school to reduce the need for these changes.

Agricultural knowledge that is specific to each of the African, Asian and European cultural heritages of the various ethnic groups of South Africa should also be selected into the curriculum, legitimated and given equal recognition and validity as knowledge acquired from schooling. Teachers who wish to teach agriculture should take up special training in the theory and practice of agricultural education and training. The selection criteria of both teachers and graduates who want to specialise in agricultural careers should include the development perspective. That means interest in and recognition of the role of agriculture in the upgrading of the quality of life of the lower economic groups and in particular, eg household food security instead of food sufficiency.

Agricultural education should broaden its emphasis and bias from large to middle and small-scale farming systems with a view to becoming neutral in the long term.

Agricultural HRD should be integrated with that of other related departments such as Education, Land Affairs, Water Affairs and Forestry, Environment Affairs and Tourism, and others.

3.0 LEAD PROJECTS

The above principles and policy guideline give a clear indication that HRD services in general and in agriculture in particular need fundamental reconstruction and improvement if they are to meet the demands of the new dispensation. The most fundamental and foremost priority for reconstruction is that of public servants. The start of the reconstruction of HRD services presupposes availability of capable people who believe in and can effectively implement the policies regarding correction of past wrongs (regstellende aksie), broadening access and investing in people.

3.1 RECONSTRUCTION OF THE DEPARTMENT'S TRAINING DIVISION

The first requirement, therefore, is the establishment of a national team of HRD specialists within the national HRD Division of the Department of Agriculture and provincial HRD teams in each of the provinces. The provincial teams are to produce HRD programmes for their respective provinces within the BATAT HRD restructuring process. The national team should take on the new line functions of the division, ie co-ordinating, integrating and standardising HRD services throughout the country, and be represented in and work under the guidance of the BATAT Core Team. These teams should be representative, specialised in HRD skills and able to co-opt other HRD specialists into task groups, and to lead them in taking up identified specialist work in accordance with the new policy guidelines. For example:

a. Establish an Agricultural Education Planning Task Group and a Curriculum Design Task Group to reconcile the HRD services in accordance with the RDP, the Agriculture White Paper and Section 126 of the constitution. These task groups are also jointly to reconstruct, restructure and democratise the standardisation of agricultural education in accordance with the new policies.

b. Establish an Interdepartmental Liaison Committee between the Department of Agriculture and the Department of Education in order to integrate the agricultural education and training system, school teacher training and other tertiary education systems.

c. Accreditation Committee previously mentioned to integrate and standardise the programmes of the colleges of agriculture.

d. Establish a task team of researchers to produce a collection of indigenous knowledge in agriculture, legitimise and define its role in HRD.

e. The national and provincial teams have a wide spectrum of organisations (governmental and non-governmental) involved in agriculture HRD. There are also international counterparts of our organisations which provide some services for South Africa. These development organisations offer training facilities or some kind of support. A database with details of these organisations is provided as Annexure III. This database needs to be developed and updated regularly. The data has to be accessible to HRD offices of the Department of Agriculture to enable them to use it. Because this function is a straightforward one (collection of information), it is suggested that the secretariat at national level takes responsibility for it with direct supervision by the HRD Division via the task team for planning and administration of services.

3.2 RECONSTRUCTION OF THE DEPARTMENT'S NATIONAL HRD SERVICES

The second requirement in this reconstruction programme is facilitation. The national team of HRD specialists is to enable the provincial teams to assist various groups, institutions and organisations which are involved in HRD work and identify their priority needs, and to propose lead projects in their own areas. The provincial teams will need to work out systems of processing their projects for funding from the Department of Agriculture and from the RDP. The national HRD team will facilitate and provide resources for this process using the logical frameworks provided in Annexures II, III and IV.

3.3 RECONSTRUCTION OF PROVINCIAL HRD SERVICES

The third requirement is the reorientation of public servants in Agricultural HRD. This process has to take place simultaneously with the establishment of the new structures, the prioritisation and the programming work because it is this process which will generate the capable and committed public servants referred to. Clarity regarding points of deviation from the past will be derived from these reorientation workshops by members of the teams and task groups

themselves in the first instance. Without the reorientation development of education materials for the restructuring process and the reorientation workshops will need to be produced as a matter of urgency, probably using World Bank, United Nations, and other international resource persons and materials which may have been generated elsewhere.

The short-term measures suggested above, as lead projects, are intended to provide the human resource (training) division of the Department with trainers of the trainers who have learnt the new perspectives. It is envisaged that the Department will deploy the participants to do the major reconstruction and development field training and produce the farmers, extension workers and other public servants with the new attitudes.

4.0 CONCLUSION

The suggestions made in these outputs are an attempt to integrate the goals and objectives expressed in the RDP, in the Interim constitution and the Draft Agriculture White Paper of 1994 with the HRD Programme of the Department of Agriculture. The main elements of the envisaged reconstruction of training services, include democratisation, broadening of access to the services, legitimisation of services, inclusiveness, representativeness, reorientation, shift from old to new management and delivery paradigms as well as perspectives. The list is long. The reconstruction process is, itself a subject matter for the crash courses and workshops because perceptions and interpretations of the constitution, for an example, also differ.

The role of national Government in this is to enable stakeholders, (ie trainees, parents and the employers who use the products as well as the role-players (ie public servants, community organisations, non-governmental organisations and other) to take part in the integration, the standardisation and the co-ordination of education and training services. This is the legitimising process. The national Government also has to facilitate access to funding and the budgeting process, and assist the provinces to develop their programmes. The provincial Government, on the other hand, is concerned more with developing programmes and their implementation.