

UNIVERSITY OF CAPE TOWN

FACULTY OF EDUCATION

EXTRA-MURAL PROGRAMMES AND ADULT EDUCATION

AT THE UNIVERSITY OF CAPE TOWN:

AN ANALYSIS OF POLICY

A dissertation
presented in fulfilment
of the requirements for the Degree of

MASTER OF EDUCATION

by

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APRIL 1984

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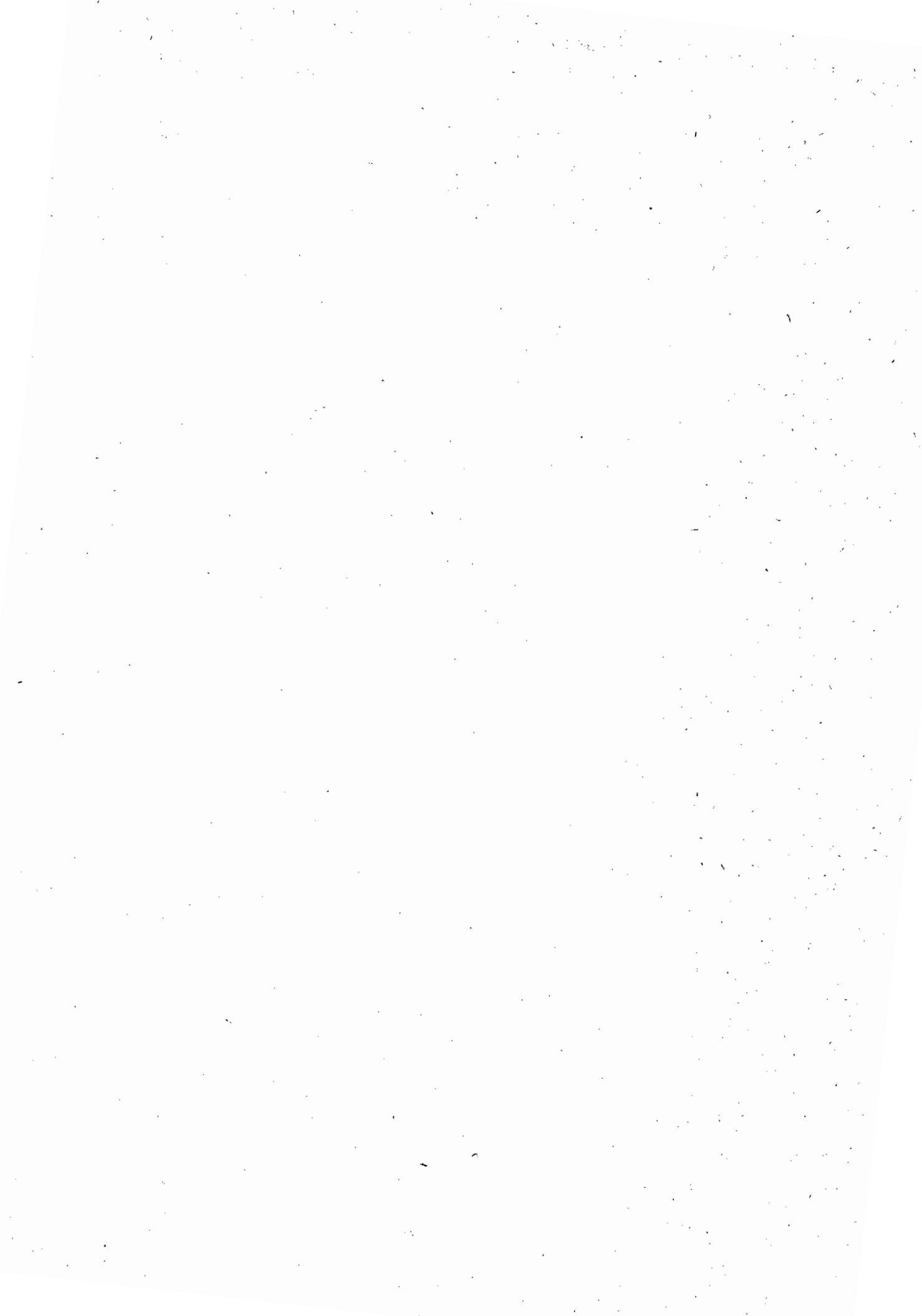


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ABSTRACT

This study examines and analyses the events associated with, and development of policy in, the Centre for Extra-Mural Studies at the University of Cape Town. Three phases of task, role and associated policy can be discerned.

From the earliest days of extra-mural activities at the University in the mid-nineteenth century until the present, the most visible of the Centre's activities has been the presentation of university-level courses and lectures to the public. This has been a phase of liberal, non-vocational tradition, aiming at personal fulfilment and enlightened discussion.

Despite open access to these programmes, low fees and efforts to encourage a wider support, there has been very little response from the working class, African or "Coloured" communities. Following consultation with community groups and strenuous fund-raising efforts, the Centre launched a series of community education projects in the mid-1970's, some of which were managed initially by the Centre.

In 1979 the University established a Chair of Adult Education and the first Diploma Course for the Educators of Adults was launched in 1980. From this point the Centre saw its community function as part of a broad programme of providing University-based professional education and

support for adult educators and community workers in an indirect mode.

The study has attempted first, to show how each of these phases, acquired in an historical sequence, is rooted in a previous phase; is reactive to previous phases or is a critique of them. Secondly, the study examines the problem of a proper balance between the more traditional task of extra-mural programmes and the more recently acquired adult education role. The University's own examination of this question of balance is highlighted together with the constitutional changes that were deemed appropriate in order to promote development of adult education while protecting the older tradition against radical change or diminution.

Thirdly, the study shows that the staff of the Centre have to maintain an uneasy equilibrium between the academic acceptability of their programmes to the University on the one hand, and the relevance of those programmes to communities in a fractured society on the other. Finally, the study concludes that while the major constitutional and policy changes of 1903, 1949 and 1982 were appropriate responses to changes of circumstance, there was not the same degree of recognition of the need for adequate resources to meet the challenges of the vast and unmapped area of adult education in South Africa.

ACKNOWLEDGEMENTS

In the preparation of this thesis I have been fortunate in having the assistance of two very special people; it is a pleasure to be able to thank them.

The reader will see from the latter pages of this study that Professor Clive Millar has had to deal with a sometimes uncomfortable duality in his functions as both Professor of Adult Education and Director of the Centre for Extra-Mural Studies. I have added another duality over the past year as he has been both supervisor and colleague-respondent to me in this piece of research. My sincere thanks go to him: first, for sharing his acute perceptions of a situation unique in South African university experience; and also for his skill in bringing order and logic to my work. His gentle criticism, a steely insistence on precise expression and his encouragement have been invaluable.

My wife Megan has typed this thesis through many drafts to its final form, putting up with the rapidly dis-integrating handwriting and temper of her researcher-husband. Her remarkable gifts as typist are obvious; less obvious are the many insights into form, order and content which she quietly brought to bear on the work. She and my two sons, Andrew and Christopher, have my love and gratitude for the many months of toil to which I committed us all.

PREFACE

PERSONAL BACKGROUND TO THE STUDY

During 1978 and 1979 I spent an extended sabbatical leave from the University of Natal in New Zealand where for much of the time I worked at Massey University, Palmerston North in their Department of Education. It was there that I first came into professional contact with a lively, well-ordered Extra-Mural Studies department which performed an extensive correspondence tuition function for the whole of New Zealand. I had to prepare correspondence learning materials, coordinate evaluation of students' written work and conduct intensive week-end tuition sessions in my teaching subjects. I became aware of the drive and urgency of many adult learners who wished to improve their qualifications, catch up on lost opportunities or who had earlier been denied access to learning in some way. Events thereafter conspired to bring me to the University of Cape Town in January 1980. A new chair of Adult Education had been established in 1979 and a new Professor/Director had been appointed to head the already well-known Centre for Extra-Mural Studies. I joined the Centre as Senior Tutor.

From the outset it seemed important for me to understand the history, traditions and methods of the work of which I was now part. I found reading through minute books, memoranda and files the best way of gaining such insights. This led me to embark on a far more detailed study of policy in the Centre, and finally, I registered for the degree of Master of Education.

THE RESEARCH FOCUS: ANALYSIS OF POLICY

The initial stages of interest had been a selective browsing - fixing on topics and themes that seemed important from my perspective at the most recent point in the Centre story. I soon abandoned this dabbling and with it the temptation to cast around for a theme to submit to some form of quantitative analysis. The data suggested rather that there were issues which could only be grasped and revealed by an historical approach and by an analysis of developing policy. Policy as devised by successive Boards and Directors of Extra-Mural Studies at the University has had a number of forms and applications.

° In its simplest form it has been a course of action adopted by the Board. It has also become more refined and codified, either as a justification of established practice or as a blueprint for future action. These forms are true of much of the administrative oversight of an extensive extra-mural programme.

° Policy has sometimes developed as a theory-in-use, to refer to Argyris's and Schön's term (1977: 6), an aspect that is particularly true of the community education project phase, 1968 - 1979.

° More recently, policy has shown elements of realpolitik, the art of the possible, as the Director and staff have juggled with the sometimes conflicting claims of the University and of the community.

My involvement in the institution is a real one; and policy debate in the Centre is as much alive in 1984 as it had been in 1952 when the first Director was appointed. My own attempts to understand the policy issues and the development of institutional practice seemed, therefore, best ordered as a case study involving critical analysis. The substantive focus of the study is on the participants' grasp of policy and process but this has been placed within a wider institutional and social context (Ruddock 1981: 40,41).

METHODOLOGY

I adopted the following as principles of method:
an accurate chronology of policy development and practice;
followed by a progressive focusing on the key issues.

Initially I sifted the data - thousands of pages of minutes, reports and memoranda - in order to record and present the case as interestingly and clearly as

possible. I took particular care to record the perceptions through the years of the key people, of what they took to be the central issues and concerns. In some instances, this material was provided by written records; in some cases I was able to interview the "actors" personally (eg D H Thomson, R M Tobias, C J Millar, A W Sloan) as well as read their reports and letters. I found some problems in reflecting the period from 1980 onward, largely because I myself was so much involved in the events as a member of staff. The first draft of this period was spare, detached and remote. My training as an historian was at war with my role as a participant observer. Later I found this role eased by encouragement from my supervisor, Professor C J Millar (himself a participant, of course), by the frankness of the other participants whom I had been able to consult and by the cooperation of colleagues who were often pestered for opinions and reflections. The dissertation which follows is both a tribute to my colleagues past and present and an account to be contested by them. Many have already had the opportunity of doing so in the draft form and their comments and suggestions have been gratefully and, I trust, honestly reflected in the final version.

Certain key issues emerged from close study of the data. Some of these I had anticipated and looked for in my early browsing; some which were unperceived emerged with

clarity when I drew up three-column lists headed "Events", "Key Issues" and "Key Processes" respectively.

I was then able to write a chronological account of what happened and how it happened using as chapter divisions the time sequences signalled by the Centre's changes of status and of personnel. After each chapter the account was then subjected to further analysis directed at uncovering the broad processes of policy development.

DATA AND LITERATURE

The data are almost all primary sources - Board Minutes, Senate records, Principal's Circulars, letters in the Centre's files, memoranda, Annual Reports and statistical returns. Further sources are Douglas Thomson's valuable unpublished history of the Centre which ends at 1950; Ritchie's and Walker's histories of the University of Cape Town published in 1918 and 1929 respectively; and Professor H M Robertson's up-dated history of the University which remains in manuscript at present. In addition, there is a growing collection of papers published by my colleagues, Professor Clive Millar and Tony Morphet both of whom have examined aspects of adult education based on the Centre for Extra-Mural Studies. My focus, however, has been primarily on the extensive records of the Centre.

As I moved through the various phases of the history I became conscious also of outside influences and ideas, especially of British origin, not always contained in what, from 1930 on, is an extraordinarily detailed set of documents. In order to understand and interpret this record it has been necessary to read widely in the literature on adult education in Britain; on community education in Britain and the United States; and on educational development in South Africa.

Most useful in the first-mentioned category has been Derek Legge The education of adults in Britain (1982) which provides a succinct account of development as well as a remarkable grasp of underlying issues right up to the present. Bernard Jennings Adult education in Britain: Its organisation and structure (1981) is a thorough survey which goes beyond the limits suggested by the title and is particularly authoritative on the origins and ethos of the Workers' Educational Association. Thomas Kelly Adult Education in Britain (1970) is encyclopaedic - the narrative extends from the Middle Ages to the twentieth century - but is necessarily limited in its cover of the more recent period in community education. So too is Robert Peers Adult Education (1966). Here it is important to mention "Bruce Truscot" (nom de plume for Peers) for his Red Brick University (1943) had a profound effect on the Senate of the University of Cape Town when Professor Batson presented extracts to that body

as a plea for an expanded extra-mural department. Various official reports and documents have yielded valuable insights and information - in particular, the Adult Education Report of 1919 (the Smith Report), Learning to Be (the Faure Report, 1972), Adult Education: A Plan for Development (the Russell Report, 1973).

The literature in community education presents one with an array of contemporary sources including numerous papers by Tom Lovett, Bob Ashcroft and Keith Jackson, J K P Watson, Hywel Griffiths, L Bidwell and C McConnell, and A H Halsey in the United Kingdom (see Bibliography for titles). For information on North America, papers by Ross D Waller, Ralph M Kramer and Harry Sprecht in their Readings in Community Organisation Practice (1969) gave useful insights into the close relationship between adult education and community development. Both United Kingdom and United States writers exhibit the distinction between the reformist/liberal and revolutionary/radical approaches to adult education, social change and community education noted also by J E Thomas and G Harris-Jenkins in Adult Education and Social Change (1975). Jane L Thompson's edited Adult Education for a Change (1980) is an examination of some radical variations on the prevailing orthodoxy in British adult education philosophy and practice. For an examination of the development of community education philosophy and practice at the University of Cape Town, Robert Tobias

The University, Adult Education and the Urban Poor (1976) is a key document, exhibiting evidence of the influence on Tobias of his studies in Liverpool and in Chicago (see page 127).

For further information relating specifically to South Africa I consulted E G Malherbe Education in South Africa (1977), a substantial work written in the reformist/liberal tradition. Works consulted with a revolutionary/radical approach included Herbstein White man, we want to talk to you (1978) a first-hand account of events in the townships, police stations, courts and in parliament in the 1976 disturbances. Also in the radical tradition are Frank Molteno's paper The evolution of educational policy in South Africa (1981) and Peter Kallaway's recently published Apartheid and education (1984). Alan Paton Hofmeyr (1964) yielded information on some of the first practitioners of adult education in South Africa - Hofmeyr himself, E G Malherbe and Leo Marquard. For general historical background and social context I used Marquard Peoples and policies of South Africa (1962) and Thompson and Wilson The Oxford History of South Africa (1975). Of government documents and reports the most significant is the Report of the Main Committee of the HSRC Investigation into Education, Provision of education in the RSA (1981).

In the area of South African university/community relationships there is a considerable body of papers and books

including van der Merwe and Welsh The future of the university in South Africa (1977) and the Philosophical Papers (1980) No. 2 edited by James Moulder entitled University and community. The latter includes important papers by Professors M W Murphree and John Turner. The above writings as well as those by Yesufu (1973) and Wandira (1981) are striking for their complex and contrasting views on the subject of university/community relationships. These have been competently summarised and highlighted in Shirley Walters The role of the University of the Western Cape in adult education (1982).

In writing as in practice, there has been relatively little published in the field of university adult education in South Africa. Ms Walters's mimeographed survey has already been mentioned. There are also the papers presented at the two conferences organised by the Centre for Extra-Mural Studies in 1973 and 1980 respectively. Both sets of proceedings have been published by the Centre.

My colleagues Professor Clive Millar and Tony Morphet have published important papers, among which Millar's The university and continuing education: an analysis of institutional context and policy (1984) has provided several important themes which this dissertation has attempted to discuss and deploy. This is true also of Millar and Morphet Continuing education through adulthood (1981).

For advice on research methods I found most useful the standard source, Kate L Turabian Manual for writers of research papers, theses and dissertations (1982) in its first British edition; Cohen and Manion Research methods in education (1980); Ruddock Evaluation: a consideration of principles and methods (1981) and Steinberg Research methods for higher degrees (1983).

However, it needs to be emphasised again that the main source of data on the University and on its Centre for Extra-Mural Studies has been the huge volume of Minutes, Annual Reports, Senate and other official records already mentioned. I am grateful to the University Library staff and the Centre's secretarial staff for making these available to me for extended periods of research. One must pay tribute here to the Centre's secretaries through the years and most particularly to Mrs Rita de Kock and Mrs Pam Campbell. The latter has assembled the Board papers for many years and continues to do so with a sense of their importance.

A NOTE ON CERTAIN TERMS AND REFERENCING

To the reader familiar with other systems it might be necessary to point out that I have used descriptive titles in the way they are understood at the University of Cape Town. Hence "extra-mural studies" (or "programmes") refer to the direct provision to the public of the traditional, liberal non-vocational programmes which had their origins in Britain and at the University of Cape Town in the nineteenth century; "university extension" is meant to indicate the same activity. Teaching and research in "adult education" refers to that side of the Centre's activities leading towards the formal qualification of a diploma for the educators of adults as well as the indirect engagement in the development of adult education through research, consultancy, support and evaluation services, and in-service programmes for adult educators.

The Harvard reference system has been used in this study. The attention of readers is drawn to the fact that the early Minute Books, completed before the Board of Extra-Mural Studies took office in May 1949, had no page numbers. Reference to these Minutes is, therefore, by the date of the meeting under discussion. From May 1949 the page numbers of the Minute Books themselves are used. These have been maintained in sequence to the present date.

CHAPTER ITHE GENESIS OF EXTRA-MURAL ACTIVITY AT
THE UNIVERSITY OF CAPE TOWN 1854 - 1943Origins of the College:
First ventures in Extension

The Commercial Advertiser of 3 October 1829 contained a report of the opening of the South African College in Cape Town on the previous Thursday, noting that their account of the event appeared on the first publishing day of the second year of the Liberty of the Press in the Colony and commending the zeal with which the new South African College had been launched "altogether by the People" for the public education of a rising generation of colonists. The newspaper solemnly recorded its hope that the students' minds would be prepared by the discipline of knowledge and virtue "to improve the advantages of their new situation and privileges, and to discharge, creditably to themselves and beneficially to the public, the important duties which the possession of Liberty imposes on all" (Ritchie 1918: 48-51).

The new College, located in the old Orphan House (the worthy Mrs Moller's Weeshuis) was funded by donations, subscriptions and 262 shares of £10 each, had three professors, Rev. Dr James Adamson, Rev. A Faure and Rev. E Judge and various assistants (Ritchie 1918: 52). The students were, for the most part, under-prepared schoolboys. The College was still some way from being

an institution of higher learning, despite the encyclopaedic scope of the published curriculum of English, Dutch, French, Latin, Greek and Hebrew languages; Rhetoric, Logic, Metaphysics, and Universal History; Algebra, Geometry, Trigonometry, the Differential and Integral Calculus; the principles of Astronomy and Geography and the use of Globes; Natural Philosophy, Physical Science, Botany, Zoology, Minerology and Chemistry (Walker 1929: 13). Corporal punishment was forbidden but the staff sat in judgement of student offenders who were sentenced to varying terms of imprisonment in the College's places of confinement - in the "upper" or "lower" prison or even the infamous "Black Hole" (Ritchie 1918: 68). The College, like so many other public institutions in Southern Africa at the time, was a public company controlled by a Council of Directors and Managers and harassed by a constantly changing body of shareholders. For nearly 50 years economic and educational realities demanded that the College function as an elementary and a secondary school with a small university superstructure (Walker 1929: 1,2).

In 1854 an advertisement appeared in the Commercial Advertiser advising that a lecture on Chemistry would be delivered at the South African College every Tuesday, Thursday and Saturday from 2 p.m. to 3 p.m. "By thus attending a single hour for three days in a week any person may acquire a taste for this science, and obtain

directions for the prosecution of its study" (Thomson 1979a:9). The abrupt departure of the lecturer, Professor George Eveleigh at the end of that year put paid to this first recorded venture in extra-mural study and it is not noted how many of the public made use of the opportunity to acquire a "taste" for Chemistry. Professor Eveleigh seems not to have been entirely accepted at the College and had incurred the wrath of the authorities for expending £237 on apparatus and chemicals. Parliament's help had to be sought to meet the bill (Ritchie 1918: 155).

The following year, 1855, Roderick Noble was appointed in Eveleigh's stead. He appears to have been one of those talented and versatile Scots who were to make such an impact on educational and church development in South Africa. In addition to his Chair in Physical Science he was appointed Professor of English Literature in 1859 and thus carried the astonishing burden of teaching Chemistry, Astronomy, Constitutional History, Logic and Philosophy, not to mention the study of Light and Heat (Thomson 1979a: 9). He felt a particular responsibility to contribute to the community outside the lecture room. He therefore attempted to disseminate the results of current research and thinking in science and literature in numerous articles in the Cape Monthly Magazine and by arranging popular lectures in the Cape Town area and beyond. So far as is known the first of these, Geology and its relation to Scripture was delivered at the newly-established Mechanics' Institute

in 1857 (Thomson 1979a: 10). He was later to be drawn to Stellenbosch (no mean journey at that time) to repeat his popular lectures.

In 1875 Roderick Noble died; "... he had done the work of two years in one, and the wheels of his life were worn out". So records his obituarist in the Cape Monthly Magazine (Thomson 1979a: 10). He went on to remark that it would have been difficult to find in all the country a man who "combined the two talents, research and delivery, in such felicitous proportions". With his passing the extra-collegiate work seems to have gone into a decline for nearly 25 years. Yet Roderick Noble had laid foundations of, and some patterns of procedure in, extra-mural studies in South Africa (see page 20).

Public interest in Extension lectures

1899 appears to have been a watershed year in the history of the South African College, as indeed it was for the whole country, "when the harsh snap of Mauser rifles at Kraaipan announced the outbreak of war between Boer and Briton" (Thomson 1979b: 101). At the end of that academic year (June 1899) the junior matriculation class was discontinued as a College responsibility and the senior class followed suit a year later. Henceforth College and School remained separate institutions, to the enormous benefit of both. The immediate effect on the College professional staff was to release them

from what they felt to be onerous and irksome duties and they were able to concentrate on more advanced work (Ritchie 1918: 392). Freed from junior classes and in response to public interest in a new-fangled form of energy, Dr James Carruthers Beattie agreed to present a series of evening lectures on Electricity for railway and post office officials. Thomson (1979a: 13) records that an electric train had first clanked its way from Adderley Street to Mowbray Hill in the mid-1890's and that there was a solitary electric light atop the Fountain in Rondebosch. The success of Professor Beattie's series encouraged other staff and Professor George Costorphine organised a course on geology, a subject very much of interest in a country whose fortune was so bound to that of the new mines on the Reef and in Kimberley.

But it was in May 1901 that a request came from the public to the Senate for the establishment of Extension Lectures. The deputation of public-spirited, but unnamed persons asked for the systematic organisation of public lectures and courses in the mother city (Thomson 1979a: 13). This was clearly an important moment; for the first time we have evidence of the College authorities (as distinct from individual lecturers) taking responsibility for a systematic programme of courses and Council authorised the first of these, The Elements of Politics, delivered

by Professor Henry Fremantle. The series, 10 lectures in all, took place on Friday afternoons. Despite an auspicious opening lecture, chaired by the Governor of the Colony, Sir Walter Hely-Hutchison, the attendance dwindled rapidly. Senate appeared discouraged; the more so when Professor Fremantle himself entered politics, taking his seat as a Member of the Legislative Assembly. The consequent differences between the professor and Council on his party-political activities led to his resigning his Chair in English and Philosophy. Nevertheless, 80 years later, the same policy of mounting "public events" and opening up discussion on political issues, remains something of a cornerstone of the activities of the present Centre for Extra-Mural Studies. In 1903 the first inaugural lecture was delivered by the newly appointed Arderne Professor of English Language and Literature, Professor John Clark.

"After this it was back to basics for the next venture - a course in Chemistry offered by Professors Hahn and Brown for members of the Sanitary Institute" (Millar 1979: 7). Parliament passed a special Bill granting a subsidy of £150 per annum for the duration of the series - the first and, so far, the last time Government has subsidised university continuing education in this country.

The Joint Committee of Professors

In 1905 two large new buildings to house Natural Science

and Engineering were erected on the Orange Street site and in the same year, given these additional facilities, Senate reconsidered the evening classes which by this time had become extremely popular. It appointed a Committee of Professors to organise the programme for external students in Mathematics, Applied Mathematics, Chemistry, Physics, Mineralogy, Geology, Engineering, Dutch, French and German. Certificates were issued to those who attended regularly and obtained the required standard in the examination. Subjects were expanded in the years following and a special prize of £5 for an essay in Architecture was awarded to J M Solomon, the future architect of the new university buildings at Groote Schuur. By 1907 these external classes had proved so successful that staff found the burden of teaching so extensive a programme of evening, as well as normal day classes intolerable. Senate then decreed that the external classes be limited to three subjects, Architecture, Pure Mathematics and Engineering. At the same time the Cape School Board was approached to assume total responsibility for the evening classes. This body's interest in technical education led to their agreeing to the proposal but the courses in many cases continued to be staffed by College members, notably Professor Bohle (Electrotechnics). However, Senate made it clear to Council that the classes could not be carried on indefinitely with the existing staff and facilities. (Thomson 1979a: 16).

By 1917 the exigencies imposed by the Great War and the approaching change in status from College to that of University, brought matters to a head. The College severed all connection with the evening classes which henceforth came under the control of the new Cape Technical College which took occupation of premises in Caledon Square in 1922. The South African College, therefore, in a very real sense gave birth to the Cape Technical College through these evening classes.

The Extension Lectures Committee
1909 - 1914

Despite the experience with the strenuous external evening classes Senate and Council were convinced of the value of extra-mural classes. They resolved that these be encouraged and, more important, brought under the control of a Joint Committee instead of being dependent on the sporadic organisation and personal enthusiasm of individual lecturers. In 1909 the Joint Committee proposed that professors should be asked to intimate what lectures or courses of lectures they were prepared to give; these lectures and courses should be announced to the public; and that local committees should be formed in any centre where lectures were desired. Further, these local committees should be responsible for places of meeting and expenses and no fixed fee should be charged but any surplus revenue from admission fees, after expenses had been met, should go to the

lecturers (Thomson 1979a: 18).

Professor Bender of the Department of Hebrew was appointed Chairman and was active in making arrangements for the 1910 academic year in this new venture. Response from the academic staff was encouraging and a 40-lecture programme was offered under eight headings: Literature and Drama, Fine Art, Languages and Phonetics, History, Philosophy, Botany, Physics and Engineering and Psychical Research.

Considerable public interest was stimulated and, in addition to the original 40 lectures, 30 lectures were delivered in Wynberg, Simonstown, Paarl, Fransch Hoek, Worcester, Riversdale and even as far as Graaff Reinet. Senate was encouraged to continue the exercise. In 1911 the first recorded contribution to the professional continuing education of teachers took place when Professor Fred Clarke devised a course for 60 teachers in collaboration with the Extension Lectures Committee (this title had by then become established).

However, the history of extra-mural studies for the next 30 years is one of fits and starts. Any impetus had to be provided by the chairman; if he were energetic then the programme ran well. Further, the public could not always be relied on to support the lectures. On at least one occasion the Joint Secretaries had to meet a deficit of £22-10-0 out of their own pockets. Whether

the fault lay with the lecturers or their audiences or with both, the fact remains that, after the first enthusiasm of 1910, the demand for such lectures "grew small by degrees and beautifully less till it perished of inanition in the year of the Great War" (Walker 1929: 82). Walker suggests (1929: 73) that South Africa "fresh from training in the Closer Union Societies and the like, had temporarily developed the assembly habit" and that this habit had sustained the Extension Lecture programme for a season. By contrast he notes that the external evening classes were almost the only department of College life which did not flag distressingly during the lean years between 1905 and 1917 (Walker 1929: 81).

University status and a new campus

"Whereas it is desirable that the South African College shall become a University for the residence, teaching and training of students, and the promotion and advancement of learning, with its seat upon the Groote Schuur Estate Be it enacted upon a date to be fixed by the Governor-General (hereinafter referred to as 'the appointed day') the South African College, Cape Town, shall become an University" (Union Government Act No. 14 of 1916).

The "appointed day" was 2 April 1918 and J M Solomon was already hard at work preparing the drawings for the splendid new buildings. Eleven years of struggle were to follow as Senate coped with the post-war economic slump and government-dictated stringency measures. In February 1929 the University moved from its old site in Cape Town,

leaving behind some of the students, in some cases permanently, for example those at the Michaelis School of Fine Art. "But the great majority passed over into the promised land on the mountain slopes to possess it, flooding the two great Residences and the vast tutorial blocks and laboratories behind them" (Walker 1929: 124). It had been an even longer journey from the front rooms of the Long Street Weeshuis (see page 1).

Mindful of the need to keep the public aware of higher education the Senate organised a series of lectures explaining the nature and functions of a university. These were later published, together with messages from the Chancellor (the Prince of Wales) and the Visitor (the Governor-General, Viscount Buxton), as an appeal for funds to establish a university in which the coming generation could prepare to "restore and rebuild the world" (University of Cape Town: Development Scheme, 1919: 8). One of the lectures, delivered by Professor H A Reyburn entitled University Education and the Working Class is of special interest. Writing of the working class he reflected a demand for education in quarters formerly neglected, traced the development of the university tutorial classes under the aegis of the Workers' Educational Association in England and pleaded impressively for the extension of university facilities:

"It is one of the greatest mistakes in our civilisation that the bulk of people imagine that education does and ought to finish at a

definite age, and that it is proper only to the young. The university is a natural place for a young man, but it partly misses its aim if older men are not associated with it also." (Reyburn 1919: 54).

Possibly imbued by this spirit but equally aware of the need to have a university presence outside of the new walls of Groote Schuur, the Senate directed in 1920 that the Extension Lectures Committee be revived (Thomson 1979a: 26). This committee proposed: that public lectures and courses (particularly the latter) should be reinstated as a University responsibility; and that the University Council should make a special grant towards travelling expenses for lecturers who were going to bring the name of the University to seven towns in the Cape Province.

The 1921 programme proposed visits to Caledon, Kimberley, Mossel Bay, Oudtshoorn, Robertson, Stanford and Worcester. Council voted £30 towards travelling expenses and the programme was launched. Large attendances encouraged the Committee and for 1922 an equally extensive programme was arranged. Lectures were repeated in Cape Town and there was a vacation school for teachers in Afrikaans, Botany, Chemistry, Geography and History. In 1923 the Committee temporarily suspended its "missionary" endeavours in the country districts and concentrated on the Mother City. For the first time in 1924 the Committee invited prominent scholars from abroad to lecture and an interesting innovation was the invitation to the public to attend the opening formal lecture in certain under-

graduate subjects at the beginning of the academic year. Professor McMillan's long-lived series on The Motor Car ("suitable for owner-drivers and ladies") appeared yet again. As late as 1933 and as early as 1913 the records reveal McMillan's offerings on this subject. This must constitute a record of endurance as subject and lecturer together moved from vintage to veteran status.

In April 1924 a series of lectures was mounted which, from a 1984 perspective, appears truly innovative. The programme encompassed the commercial, industrial and civic life of the community in such subjects as University Education for Commercial Careers; the Work of Government Departments in relation to South African Commerce and Industry; The Administration of the South African Railways; Docks and Harbours; South African Banking and Finance; The Outlook for South African Farming. One notes that in the same year the Chair of Commerce had been filled after some years of frustrated waiting on the economic situation to improve (Walker 1929: 14). Better times and a new professor were probably factors in mounting the programme; but equally, it seems a rare University response to contemporary issues which had not been characteristic of the programmes since the turn of the century.

The Minute Books of first the Extension Lectures Committee and later the Board of Extra-Mural Studies

have been a rich source of information, and the first of these books opens with the record of a meeting called to consider the report of a Sub-Committee of the Extension Lectures Movement on 23 October 1924 at which was present the Principal, Sir Carruthers Beattie, who was not to miss a meeting of the Committee from that date to 16 October 1930. The question of a full-time organiser had arisen and while the Committee postponed consideration of such a post, Professor Radcliffe-Brown gave notice of his intention to pursue the idea. A quarter of a century had to pass before this post became a reality.

Initiatives in country districts

In the meantime, the Committee requested Professor M C Botha to make inquiries during the long vacation in towns within reach of Cape Town, where extension lectures might be welcomed. He was apparently well received but warned the Committee in his report which was considered on 4 August 1925 that while there was a keen desire for extension lectures, in every case it was pointed out that the University ought to provide competent lecturers who would offer subjects of real interest to the public. Anything very technical and without definitely appreciable relation to the life of the community would prove fatal to further attempts. Professor Botha added a final remark: "The importance for the University of members of the staff coming into contact with the people in the country can hardly be

overestimated" (Minutes: 4 August 1925). The Committee accepted the report but from later entries in the Minute Book it appears that the difficulties of long distance and the heavy cost in time and money of travelling were from the University's point of view, almost insuperable (Minutes: 16 October 1925), and there is a record of sporadic visits only to country towns between 1930 and their revival by Douglas Thomson in 1969. The Minutes for 26 March 1930 record somewhat sadly the decision to inform the Robertson Literary Society that "the University was unable to arrange lectures outside Cape Town for the present".

A second initiative designed to take the University to the people in the country trailed similarly into oblivion. The Committee had been most impressed by the case put forward at its meeting on 16 October 1925 by Dr Theodore Reunert of the Education Council of the Witwatersrand. He had for years encouraged his Council to bring prominent speakers to address the public, Walter Raleigh, N A L Fisher, Henry Balfour and J A Thomson among them (Thomson 1979a: 31), and he was firmly of the opinion that scope for a national scheme of extension lectures existed.

"He instanced Kimberley, a populous and well-educated centre, which almost completely lacked any cultural facilities. The Railway Administration, too, would probably be favourably disposed towards the Extension

Lectures Movement, in view of the isolated position of large communities of their employees" (Minutes: 16 October 1925).

He proceeded to outline the history of the development of the Extension Lectures Movement in England pointing out that it had started only fifty years before from very small beginnings. Reunert was confident that finance would be available from the Rhodes Trust. Speaking for the University, Principal Beattie responded warmly to the idea, promising the University's support and making the significant suggestion that "in view of the difficulty of supplying staff from any ordinary teaching institution, a full-time organiser - a sort of 'missioner' - was required" (Minutes: 16 October 1925).

The Committee resolved to recommend that a memorandum be drawn up setting out the aims of the movement and the lines upon which it was proposed to organise it and the probable cost of the investigation (£2 000 was the estimate). This memorandum was to be circulated among all bodies who were likely to be interested and the whole question be brought up for discussion at the forthcoming University Conference. This Conference duly took place on 10 and 11 December 1925. However, no mention of the Extension Lectures Movement can be found in the Conference minutes, nor has a search of Senate records or Minutes of the Extension Lectures Committee revealed further references to it. Possibly Professor Radcliffe-Brown's resignation

and departure for the University of Sydney destroyed any further initiative. The Committee did not meet again until 3 June 1927. Indeed between 1925 and 1930 the Minute Book records this 1927 meeting only at which discussion ensued on an application from the Juvenile Advisory Board (Coloured) which was chaired by the then Archdeacon Lavis. The application was for a series of lectures on social, political and scientific subjects treated in simple, popular style suited to the ordinary working man. The Committee's response was tentative; it suggested a programme of "one or two series of two or three lectures each to test the demand" and titles such as Our Place in History, Everyday Hygiene, Spitting, Flies etc. were suggested. There is no record of this series having been delivered.

The Committee debates policy

On 26 March 1930 the Extension Lectures Committee was revived and in the year that followed tackled three policy issues.

The first of these was the old problem of visits to the smaller towns. The 1930 committee set its face firmly against these visits as it had earlier to the request from the Robertson Literary Society. One can only conjecture whether the heavy cost in time and money of travelling was still the major obstacle or whether

there were other undisclosed factors. The records are too thin to reveal more.

On the subject of the second policy issue, however, there is succinct information. The same meeting "resolved to submit to the Senate for consideration a proposal to institute short courses of extension lectures and to issue diplomas at the end of such courses" (Minutes: 26 March 1930). Before Senate had discussed this revolutionary notion the Faculty Boards got wind of it and sent strongly worded protests to Senate (Thomson 1979a: 35). The Minutes of 16 October 1930 show that the Extension Lectures Committee unanimously accepted the Faculty Boards' recommendation that "the principle be not approved". This policy decision has been honoured to date (1984). (The Diploma for the Educators of Adults, first offered in 1980, is taught in the Faculty of Education and the Diploma is awarded by the University, not by its Centre for Extra-Mural Studies).

The third policy debate was that on fees and lecturers' honoraria. For the first time, a standard honorarium of three guineas per lecture was established and a fee of 7/6d per course of four lectures, or 2/6d for a single lecture was to be the charge to the public. A 1937 proposal to make free lectures the rule rather than the exception was rejected; but special reductions were offered to students and teachers. It is still customary to

offer reductions to bona fide students and staff of all tertiary institutions in the Cape.

It seems the period 1930 - 1943 was not remarkable for its contribution to the cause of extra-mural activities at the University. One searches in vain through the rather sparse lists of courses and lectures offered for a response to the developing catastrophe which overwhelmed the world on the outbreak of war in 1939. In 1942 Princess Maria Bonaparte offered three lectures on Freudian psycho-analysis. This is the last series recorded for the period; in 1943 it was resolved that, owing to the temporary loss of the Commerce Lecture Theatre (in which the lectures had for the most part been offered since 1930) "and other difficulties arising from the war" (Minutes: 20 May 1943), the lectures should be discontinued.

To complete the record of the 1930 - 1943 period it is necessary to note the Committee's work in arranging the annual Phelps-Stokes Lectures and its collaboration with the South African Universities' Lectureship Committee founded in 1927 to bring a visiting lecturer from overseas each year. The latter body was abandoned in 1939 when the University of Stellenbosch withdrew its support as one of the five member organisations.

ANALYSIS OF PERIOD 1854 - 1943

A survey of this earliest period of university adult education in South Africa reveals very clearly the influence, if not always the implementation, of developments in Britain. This should not be surprising, for as Marquard points out (1962:221), until the early 1920's the majority of the teaching staff of South African universities came from overseas, chiefly from Britain. It is interesting to note that Noble's activities in the Cape from the late 1850's until his death in 1875 accompanied, and were clearly influenced by, the two major adult education movements of the time in Britain: the creation of Mechanics' Institutes, one of the roots of vocational adult education, and the University Extension Movement centred on the liberal education of adults. Noble's first extra-mural lecture was delivered at the Mechanics' Institute in Cape Town and by the time he had firmly established a pattern of extension lecture procedure, the affinities are even clearer. Single public lectures as well as courses were part of the extra-mural programme; a printed syllabus and lecture notes were frequently provided; classes were open to all regardless of sex, race, colour or creed and all were encouraged to participate in discussion

following the lecture; many of the lectures were published in the Cape Monthly Magazine for a wider public to enjoy (Thomson 1979a: 11, 12). The "missionary" extension endeavours of Stuart of the University of Cambridge had led him to develop very similar techniques. What was markedly different, however, was the adoption in 1873 by the University of Cambridge of formal responsibility for the provision of adult education for men and women outside the walls. Stuart had appealed successfully to the social conscience as well as the self-interest of his university (Jennings 1981: 26). The South African College did not take a corporate decision to share its benefits more widely until 1901 and the success of extra-mural adult education depended on the zeal of individual lecturers, with the public bearing the costs. Despite the sporadic nature of these efforts the author's surveys of the admittedly incomplete statistics show that over 500 extra-mural meetings took place before the College's incorporation into the University of Cape Town on 2 April 1918. Even before this date and certainly frequently thereafter, justifiably plaintive requests for a full-time organiser were made. The pleas were for a "missioner" - the term almost always appeared in quotation marks - and while the Committee considered the question in 1924, the decision was postponed indefinitely. The vision of Dr Reunert (see page 15) for a national system of extension lectures was also shelved. Without

the drive and leadership that a full-time official could have provided, these initiatives must have faltered. Although after 1901 the Senate saw it as a University responsibility to offer lectures to the community, it provided only modest funding. Until the late 1940's the Extension Lecture Committee's work was honorary, unpaid, unsupported by secretarial or administrative assistance. There were, too, other factors: the University's move to the Groote Schuur site and the consequent draining of funds and energies; and the world economic crisis. It is, perhaps, not surprising that meetings were irregular and statistics and details went unreported until 1930.

In Britain after 1907 an increasingly prominent aspect of the universities' contribution to adult education was the intensive tutorial class, in the establishment and development of which the Workers' Educational Association played a leading part. The 1919 Report of the Adult Education Committee of the Ministry of Reconstruction was, in effect, a citation to the ideals and achievements of the WEA and the tutorial class movement. Liberal adult education was declared to be a universal need, in contrast to technical education which had only instrumental value. "Adult Education is a permanent national necessity, an inseparable aspect of citizenship and should therefore be both universal and lifelong" (1919 Report: 4,5). The Report specifically recommended: a much larger expenditure of public funds

on adult education; that each university should establish a department of extra-mural adult education; and that University Extension courses should be eligible for government grant. The 'thirties saw the establishment of such departments with full-time directors in many universities and in nearly every university area the WEA and the university set up a Joint Committee for Tutorial Classes to direct the development of adult education for citizenship.

No such evolution occurred at any stage in South Africa. The University of Cape Town, alone of the South African institutions of higher education, took the modest steps described earlier to implement liberal adult education. As has been described, the University hastened away from technical, vocational education after the early sorties into the Sanitary Institute and into evening certificate classes which finally resulted in the founding of the Cape Technical College. The sharp response of the Faculty Boards to the 1930 proposal to issue diplomas established the principle of "no scraps of paper" (Thomson 1979a: 35) and there has been no such formal University recognition of extra-mural classes since. Extra-mural adult education under the Extension Lectures Committee settled into a format of lectures, or short courses which, in the period 1924 - 1929, were sponsoring pioneer attempts, first with the smaller towns of the Western Province in view and later in Cape Town itself. Between 1930 and 1943

the Committee built up an organisation of short courses of popular and authoritative lectures given for the most part to well-educated audiences under conditions similar to those of ordinary University lectures (Annual Report 1945: 9).

The values and assumptions underlying the University's extra-mural activities in this period were the nineteenth century concepts of liberal, non-vocational education. Subjects such as history, philosophy, religion, economics, psychology, appreciation of literature, music and the arts, some human sciences such as biology, were deemed those which enabled an adult to develop values and judgement, formulate principles and solve problems. It was a curriculum of personal cultivation. There was no notion yet of Mansbridge's dialogue between learning and labour.

From 1930, because of the careful record-keeping, it is possible to provide a near complete record of the extension work carried out by the Committee. An examination of some of the lecture titles reveals, for example, that not until 1936, several years after the great economic collapse, is there any offering on economic theory (Dr H M Robertson's series on Recent Economic History). In 1939 at the outbreak of the Second World War the two series offered were Professor Drennan's Science and Art of Human Anatomy and Sir Sarvapalli Radhakrishnan's

Relation between Eastern and Western Thought. Dr J Jackson offered Historic Eclipses in 1940 which certainly had nothing to do with the fall of Holland, Belgium and France that year. Indeed the only response to World War II conditions to be found in the Minute Book occurs in 1943 when the Committee notes that "owing to the dim-out difficulties" and the temporary loss of the Commerce Lecture Theatre, no extension lectures could be held in 1943 (Minutes: 20 May 1943).

It seems, first, that while practice in Britain provided much of the model for extra-mural activities at the University of Cape Town, development was stunted by the University's reluctance to take formal responsibility for it and, in the absence of state or local government grants, to fund the work adequately. While there was commitment to constituencies other than those within its walls, such as had been expressed by Professor Reyburn (see page 11) in relation to the working class and by Professor Botha whose concern was the country districts (see page 14), there was an inadequate grasp of the demands such commitment made on finance and staffing.

Secondly, and more substantially, the programmes themselves were the missionary endeavours of a University which saw itself as the bastion of cultural and intellectual life with a duty to widen the circle of beneficiaries. Though the courses were "open" and the fees low, this extra-mural

curriculum imposed a distance from less well-educated groups and a remoteness from the issues of the day, which made them the preserve of a middle class elite.

CHAPTER IITHE ESTABLISHMENT OF A DEPARTMENT
OF EXTRA-MURAL STUDIES 1943 - 1951Extension work revived:
Rapid development of policy

On 6 September 1943 Professor Edward Batson chaired a meeting of the Extension Lectures Committee. Senate, "reluctant to see the movement which it had fostered become inert" (Thomson 1979a: 43), had asked him to revive the extension work of the University. That he tackled his task with energy and vision is shown by the fact that in the 12 months following this appointment, the Committee met on seven occasions - more meetings than had been held during the preceding five years. More important, the Committee attempted careful planning as a whole of the University's extension lecture programme, and spoke of designing it to cater for the needs of the average man in the community which the University served (Thomson 1979a: 44).

To avoid the "dim-out" problems of war-time, an earlier lecture time was instituted and a more central venue sought. To this end the Electricity House theatre in Strand Street was booked every Tuesday evening from

5.00 p.m. Advertising was arranged through the press and the University's Little Theatre mailing list. Some thought was given to appropriate lecture techniques for a lay audience. The Committee had the impression that those lectures at which exposition had been combined with some form of demonstration were the most popular with the general public (Minutes: 11 May 1943). Senate approved the Committee's suggestion that Government be approached with a view to the provision of facilities for broadcast talks of University extension interest (Minutes: 28 September 1943). This idea was apparently taken no further at the time.

By 11 May 1945 the Committee was able to report on the success of their policy. Attendances at lectures were up from an average of 44,5 per lecture in 1944 to 151,7 in 1945. Once wartime restrictions on suburban transport were removed it was possible to revert to after-dinner lectures at Electricity House. The Committee revived the custom of inaugural lectures by newly-appointed professors and at the same meeting (8 October 1945) recommended that as far as possible the programme of all public lectures under the auspices of the University should be planned as a whole. They indicated their willingness to undertake this in addition to the organisation of "extension proper" (Minutes: 8 October 1945).

The Minutes also record over the following five years the Committee's contacts with other groups involved in adult education. At the University itself contact was

maintained with the Little Theatre, the Library and the Editorial Board. Outside the University there was consultation with the Athenaeum Club, the South African Public Library, the Adult Education Section in the (then) Union Department of Education, the Cape Technical College, the Institute of Citizenship and the South African Council for Educational, Scientific and Cultural Cooperation. Collaboration with the last-named council brought to the University's extension audiences in one month (March 1948) the following luminaries: Lord Eustace Percy, Sir Richard Paget, Sir Raymond Priestley and Sir John Dover Wilson. Later in the same year, the Committee responded to an invitation from UNESCO and forwarded material for an entry in that body's proposed handbook on adult education. The Committee's responses make interesting reading for the researcher in policy (Minutes: 26 October 1948). We read, for example (Form II, item 5) that Extension Lecture activities "have no separate constitution of their own neither have their aims ever been stated formally. They have been carried on as one natural expression of the functions of a University and its duties to the community".

The final response (item 12) reads: "The University is considering plans for greatly expanding the work of the Extension Lectures under a Board of Extra-Mural Studies".

This latter was not an apologetic, face-saving remark but one grounded in the reality of the expansion for which Batson and his Committee were responsible. All this

activity led Batson to note on several occasions between 1946 and 1949 that the existing scale of the Extension Lectures was probably uneconomic and that they should either revert to a simpler and more domestic programme, adopt a bold policy of expansion or relinquish the programme altogether. Later he was to write in a Memorandum dated 30 April 1949:

".... In my opinion, the success of the Board's work must depend greatly upon the choice, and early appointment of a Director of Extra-Mural Studies ... (and) the provision of adequate secretarial assistance".

Batson convinced Senate and Council of the wisdom of expansion and a record of past policy decisions was drawn up by Mr V G Pons (Honorary Secretary of the Committee) as a basis for future development. On 11 June 1946 a Memorandum by Dr H Sandon (a member of the Extension Lectures Committee) was approved by Senate as a basis for policy (Senate Minutes, 11 June 1946: 10). The memorandum mentioned the following aims for the Committee: to stimulate and develop the general intellectual life of the district; to promote closer mutual contacts between the University and the public; and in view of the fact that no scheme for adult cultural education can fulfil its purposes unless led and inspired by the University, to provide a basis of activity capable of expansion in the event of the introduction of any general system of adult education.

In fulfilment of these purposes the memorandum recommended that the Committee undertake the direct organisation of lectures, or short courses of lectures, by members of

the staff of the University which would: give authoritative factual information or a critical examination of current theories and beliefs about matters of general and topical interest; stimulate greater interest in, and appreciation of, academic studies carried on at the University but whose significance is not obvious to the general public.

Sandon's memorandum recommended also the arranging of lectures by distinguished visitors to Cape Town. It was not the function of the Committee at that stage to provide: courses of more than four lectures on any single topic; courses of direct professional or vocational instruction; refresher courses; or regular itinerant or extra-mural lectures.

An imported manifesto
and its effect on Senate

At the same meeting Senate resolved to agree to the Committee's expressed sympathy with the goals for the extension lecture policy suggested in Red Brick University by Bruce Truscot (1943), pages 184 - 187 of which were forwarded to Senate as a convenient test of opinion. Senate responded enthusiastically to the heady rhetoric of Truscot:

"This ideal envisages a university with its doors flung open, its lights blazing and its great halls filled on well-nigh every night of the week - yes, and sometimes even on Sundays ...

"I want the streets leading to Redbrick University to be crowded, night after night, with men and women, boys and girls of all classes and types, drawn to it as to a magnet ...".

(See Appendix A for full version)

At the Senate Meeting of 18 March 1947, Professor Batson reported that he had attended as a representative of the University a meeting four days earlier at which Dr G W Eybers had inaugurated the Cape Town branch of the new Adult Education Organisation. The Senate noted that Professor Batson had been empowered to present, on behalf of the Committee, a memorandum strongly urging that the University should play its full part in the proposed organisation and suggesting that steps be taken to that end (Senate Minutes, 18 March 1947: 15).

At the Senate Meeting of 15 April 1947 it was resolved that the General Purposes Committee consider whether the University should confine its "extra-mural work within the present scope or extend it, to embrace work of the kind done in England by the Workers' Education Association and in America by, for instance, the Extension Division of Columbia University". The University opted for the former proposition (Senate Minutes, 15 April 1947).

At the Senate Meeting of 13 May 1947 a letter from Professor Batson (dated 25 April 1947) was considered. This letter pointed out that the establishment of an Adult Education section in the Union Department of Education seemed to reopen the question as to whether the University's extra-mural work should continue more or less along the lines referred to above, or should

widen its scope. Batson pointed out that local bodies engaged in adult education could apply to Government for a grant-in-aid to appoint an officer to organise extension work on a large scale. If such a step were to be contemplated there were three further options for a University Department of Extra-Mural Studies. It could: operate as a separate organisation for extension work, confining itself to subjects of an advanced nature; operate as a separate organisation, but cover the whole field of extension work including elementary instruction (subjects covered by university extension organisations in other countries include elementary instruction not only in languages, law, commerce, music and fine art, but also subjects like journalism, domestic science, and office administration); become a member of a local joint board for Extension Work, in collaboration with the Technical College and other interested bodies. Batson also raised the possibility of collaborating with the University of Stellenbosch and Huguenot University College. After consideration Senate resolved to recommend the first option but added that this would not exclude close co-operation with any other bodies in the field. Further they recommended that Government be asked for a grant of £1 000 per annum to be utilised as follows: £800 as the salary for a full-time extension lectures officer and £200 p.a. for printing and publicity expenses (Senate Minutes: 13 May 1947). This received Council approval (Senate Minutes: 10 June 1947).

Proposal for a new constitution

Thus encouraged by Senate the Extension Lectures Committee turned its attention to drawing up a constitution for a Board of Extra-Mural Studies very much along the lines of similar bodies in Great Britain. Professor T W Price in consultation with the Chairman drew up the following Memorandum (dated 4 November 1948) which Senate duly approved:

PROPOSALS FOR INTERIM BOARD OF EXTRA-MURAL STUDIES

1. That a University of Cape Town Board of Extra-Mural Studies be established to take the place of the present Extension Lectures Committee as from a date to be determined.
2. That initially the Board be composed of:
 - The Principal,
 - Two members elected by Council,
 - Six members elected by Senate,
 - The University Librarian,
 - Two persons not members of the Council or Senate appointed by Council by reason of their interest in public affairs in general and in adult education in particular,
 - Two persons similarly appointed by Senate.
3. That the Board shall elect a Chairman from among those of its members who are members of Senate.

4. That the Board shall report all its recommendations and submit all its progress reports to Senate.

5. That the functions of the Board shall be to organise and supervise extra-mural studies for the University, particularly in the fields of extension lectures, other public lectures, workers' education classes, study groups, and vacation courses, along such lines and at such expenditure as may be approved by Senate and Council.

The Extension Lecture Committee was discharged, and the first Board of Extra-Mural Studies commenced to function from 1 May 1949.

The first Board of Extra-Mural Studies (1949 - 1951)

On 9 May 1949 the Board of Extra-Mural Studies met for the first time; in the absence of the Principal, Professor T B Davie, Batson took the chair and read a letter from the Principal outlining some of his views on the future of extra-mural studies at the University of Cape Town. He had clearly been impressed by Truscot's concept and noted:

"We should go out into the highways and byeways and find out what the public wants and needs and then take steps to provide it ... Once we are assured of the need for our additional activities it will be necessary

to consider the appointment of an active experienced worker in this field as organiser or director. The administrative and organisational work necessary will be far more than can be expected from any member of our full-time University staff." (Minutes: 1).

Some time was to pass before the appointment of the first full-time Director on 1 January 1952. The 129 pages of the Minute Book recording the activities of the Board and its sub-committees between its first meeting in May 1949 and December 1951, are notable for the energy and perception displayed by Professor Batson, the Chairman, and his Board members as they tackled, among others, the tasks of publicising the new moves; going out into the "highways and byeways", canvassing opinions from a variety of bodies including welfare and housing authorities, trade unions, the professions; and requesting the Minister of Education to approve the establishment of the post of Director at a salary of £800 x £40 - £1 000 p.a., with the usual privileges and conditions attaching to University posts. Thomson (1979a: 63) notes that many of the decisions taken in that year (1950) have since become standard practice in the Centre for Extra-Mural Studies. One of these decisions was that of mounting a Vacation Refresher Course in Management Problems for Senior Executives in Industry from 1 - 14 February 1950 coordinated by Professor H Greenwood. This initial event was not only a success, it was also the forerunner of what was to become the University's annual Summer School.

Important administrative and organisational innovations were introduced. For example, the University opened its residences for up-country visitors thus breaking "the parochial and provincial circumscriptions of over 50 years and placing its extra-mural activity on a national plane" (Thomson 1979a: 64). Council and Senate placed University library facilities at the disposal of extra-mural course students and the Board acted on the suggestion of the late Mr Arthur Jayes of Rondebosch Boys' High School and mounted a refresher course for senior science teachers.

At the second meeting of the Board (6 June 1949) the General Policy Sub-committee recommended that the Board should assume responsibility for extension lectures in town and country, vacation courses, weekend conferences, courses corresponding to those given for courses in citizenship and other current topics. In this connection the Board noted that it should not concern itself with assisting candidates in obtaining degrees or diplomas. At the same meeting (6 June 1949) the Board determined the immediate duties of the Director (when appointed) would be: publicising of the Board's work by making known its existence and functions to people living in Cape Town and in the country; considering the sources of teaching available, other than University lecturers; establishing sub-committees in the town and country; investigating the possibility

of using the Hiddingh Hall and other accommodation in the old University buildings, Orange Street.

There followed statements to introduce the Board's plans to the public. On 15 June 1949 the Cape Times published a report (See Appendix B) heralding the new scheme with the headlines AMBITIOUS PLAN FOR ADULT EDUCATION - FIRST VENTURE OF ITS KIND IN UNION.

On 28 September 1949, Principal Davie addressed the Cape Town Adult Education Council on The University's Part in Further Education. He mentioned as the proper functions of a Department of Extra-Mural Studies the mounting of special courses of post-matriculation instruction in fundamental and some professional subjects for students unable to become full members of the university; refresher courses for professional groups; regular lectures for the intellectually developed public in science, letters and philosophy. He went on to remark that in South Africa "the climate and the social and economic setting are actually antagonistic to all natural educational and cultural urges The weakest little urge has to be fostered and nurtured". He concluded his remarks with a long term view of development in the University which included planning an educational block for evening classes and extra-mural studies.

Professor Batson took this idea further. In a letter to the Board (5 September 1949) he wrote that the rapid development of the work of the Board raised the question of the organisation and status of its activities within the constitution of the University and of its progress towards the standing of a separate Faculty. Later that year the Board debated his suggestion (Minutes: 72) and resolved to recommend the organisation of a School of Extra-Mural Studies outside the existing ten Faculties, with a constitution and budget of its own, and governed as at present by the Board of Extra-Mural Studies. The Board did not favour the alternative proposal for a School of Extra-Mural Studies as a teaching department within one of the Faculties. In the event, neither Davies' nor Batson's visions for a purpose-built adult education block nor for a "School" were to be realised; the title of Department was accorded in 1952 but unattached to any Faculty.

Professor Batson had been Chairman, first of the Extension Lectures Committee and then of the first Board of Extra-Mural Studies for seven years. He had seen the new main lines of policy laid down, its finances on a sound basis and the appointment of an executive officer authorised. On 11 April 1951 he resigned, to the great regret of his colleagues and was replaced in the chair by Professor T W Price.

ANALYSIS OF PERIOD 1943 - 1951

In analysing this period of development one is aware of great change both in administration and in the codifying of policy. For it was at this time that the University formalised and sharpened a commitment to its extra-mural role. Implicit in these actions is the fact that the University (as distinct from individual lecturers or enthusiastic chairmen) took an educational responsibility for its "outer constituency". It is instructive to examine first, the impulses which influenced and were mobilised in this process and secondly, the nature of the formalising structuring process itself.

The most powerful university extra-mural tradition at work in shaping the University of Cape Town policy was that of Britain where, as has been shown previously the 1919 Report strongly recommended the "establishment at each university of a department of extra-mural adult education with an academic head" (Report 1919: para. 333f). Many of the English universities, following the advice of the Adult Education Committee and the example set by Nottingham in 1920, established a special Department of Extra-Mural Studies with a full-time head of senior academic standing. Other universities did not go to the length of creating a

full department but appointed a full-time director or similar official to coordinate the work. By 1939 the only English universities which had not either an extra-mural department or a director were Leeds, Sheffield and Reading (Kelly 1970: 269).

These practices were important models available to planners at the University of Cape Town and certainly well known at the time when Batson was asked to revive the Extension Lecturers Committee.

Members of the first Board were also aware of the relationship between United Kingdom departments of extra-mural studies and the Workers' Educational Association and wished to mount "courses corresponding to those given for the Workers' Educational Association" (Minutes: 6 June 1949). However, Principal Davie's speech to the Cape Town Adult Education Council (see page 38) on the proper functions of a department of extra-mural studies omits any such recommendations. He uses, instead, terms such as "post-matriculation instruction", refresher courses for "professional" groups, lectures for the "intellectually developed public". Davie wanted no confusion of aims; "openness" was not to imply "unacademic". Rather, he was anxious to provide for "those who seek higher education but are not privileged to attend the universities" (from his Opening Remarks to the first meeting of the Board: 9 May 1949).

It is clear that the most concrete influence on policy development in 1949 took the form of an imported educational manifesto which Batson laid before the Senate with such effect on 11 June 1946 (see page 31). These extracts from Red Brick University (1943) by 'Bruce Truscot' (a non-de-plume for Professor Robert Peers, the first United Kingdom professor of adult education, Nottingham 1922) are reproduced in the form seen by the Senate as an Appendix to this study.

However, in 1947, when faced with a choice of options for immediate planning, the Senate of the University seemed to turn away from the egalitarian rhetoric of Truscot and quite unequivocally recommended that the new Department of Extra-Mural Studies should confine itself to subjects of an advanced nature (see page 33). Perhaps something of this mood was conveyed to the Cape Times leader writer (see Appendix B) who stated (erroneously, as some Board member later noted on the margin of the Minute Book) that "... a matriculation standard of education will, however, be required of applicants [for any of the courses offered by the Department of Extra-Mural Studies] ". Indeed it is difficult to detect any difference in the character or level of the programmes offered after 1949; they were, in the main, as before - strong emphasis on liberal arts, advanced thought and critical debate aimed at a small well-educated constituency. There is little evidence

of programmes for the "average man" and there is the occasional gesture only to professional training or retraining (for example, the oft-repeated Summer School on Management).

What can be clearly traced to Truscot's influence is the insistence on the University taking responsibility for extra-mural activities. Batson insisted on Senate and Council expressing commitment. This he obtained most directly through Principal Davie's interest and most obviously in the appointment of a director and secretarial staff.

Yet another shaping influence was that associated with the post World War II reconstruction, its concomitant idealism and the concept of citizenship.

"One of the striking characteristics of wartime South Africa was an upsurge of idealism. Men and women discovered that the old world was not good enough and they were determined to build a new one. This idealism affected many, even men and women not usually given to it, and it was remarkably strong in the armed forces ..."
(Paton 1964: 345).

The South African armed forces consisted of 334 000 volunteers of whom 120 000 were not classified white. Early in the war an unofficial committee under Professor Alfred Hoernlé (the others were Leo Marquard, H. J. Rousseau and E. G. Malherbe) submitted to General Smuts a memorandum in which they urged that soldiers should

be taught

"not only what they were fighting against, but also what they were fighting for ... to be made aware of their country's cultural, political and economic assets for the preservation of which they were prepared to sacrifice their lives" (Malherbe: 1977, 405).

So in February 1941 the Army Education Service was founded, under Malherbe as major, later colonel, and Marquard as second in command. Hoernlé organised the lectures for the troops still in the Union. Malherbe records the calibre of the men he recruited as staff and Paton claims in his biography of Hofmeyr that "... Malherbe and his men took the blinkers off white men's eyes, and stayed with them until they became more used to the strong light of reality and could bear to look at the facts of life ... many saw non-white people as men and women for the first time" (1964: 345). To balance this type of idealism and internationalism, there was the National Party clamour for a separate peace, for a Republic, for a break with Britain and the Commonwealth. Apartheid became the slogan and Smuts and Hofmeyr the bogeymen who would sink white South Africa in the rising tide of colour (Hancock 1967: 499-50).

In 1945 a committee under Dr G W Eybers published a report which recommended that all adult education be controlled by the central government. The Army Education Service Information officers could have provided the basis of a national system of adult education. In 1948 the National Party (which had been

opposed to South Africa's war effort) came to power and consequently both the men and their experience in the Army Education Service were ignored (Malherbe: 413). However, at least two of these men, Geoffrey Sargeant and Leo Marquard, were to be immediately involved in the University's newly-structured extra-mural initiatives, the former as the first Director and the latter as a Board member appointed by Senate by reason of his interest in public affairs in general and in adult education in particular (Minutes: 9 May 1949).

Some of the post-war idealism and vision of men like Malherbe and Marquard of education for a better South Africa in which active, democratic citizens could help shape a new society, was severely clouded by the triumph of Afrikaner Nationalism in 1948. The vision of education for enlightened citizenship remained alive in small organisations like the Institute for Citizenship.

When we turn to the formalising, structuring process itself it becomes clear from the record of extension work at the University that there were pressures to devise: a constitution that would satisfy the Department's need for support by the University as well as the University's demands for standards and accountability; an administrative structure capable of promoting and sustaining an expanded programme; a general policy which would cope with the demands for

decisions on procedures, relationships with other organisations (particularly those with whom the new Department proposed to associate in mounting courses), relationships with the community outside of the University; a policy on staffing so that professional staff could implement all of the above effectively.

In analysing the process whereby these requirements were realised, the following phases emerge:

mobilisation of vision;

sponsorship;

formalisation;

administrative innovation and codification;

and development of an adult education network.

Brief discussion of each of these phases follows:

Batson mobilised the Truscot vision and made it real for his committee and the University Senate. In practice it suffered diminution, but it did serve to focus the attention of Senate on the need for commitment.

The University through Senate and Council then took formal responsibility for its "outer constituency" and expressed this commitment by meeting modest expense and professional staff salary requirements for the new Department and by supporting its programmes.

First a record of past policy decisions was drawn up (see page 30) as a basis for future policy development.

This was followed by Dr Sandon's Memorandum (see page 30) and Professor Price's draft constitution (see page 34). All of these documents were accepted by Senate and form part of the record of development leading to the formal constitution of the first Board and its sub-committees. Of great interest are Batson's repeated recommendations that the Board consider the future of extra-mural studies and move towards the standing of a separate Faculty or a School of Extra-Mural Studies (see page 39). Batson's strong interest was in the administration of the service. Principal Davie spoke of his future plans for the University which included an educational block for evening classes and extra-mural studies (see page 38). For this, State assistance would be sought - in vain as it turned out.

The administrative and organisational work necessary for expansion would prove far too much for the Board members alone; thus it became necessary to appoint a Director and secretarial staff. Before this appointment, however, considerable codification of practice relating to advertising, honoraria, fees, venues and times, advice to lecturers, as well as administrative innovations such as Summer Schools and students in residence had occurred. On his appointment

the Director would find a clear brief relating to his immediate tasks and duties (see page 37). He would be an administrator directed by academics.

The contacts with other groups involved in adult education have been mentioned (see page 29) as have the opinions canvassed from a variety of organisations (see page 36). However, it is interesting to note that whatever network developed (and it was an extremely limited one) it did not at this stage include bonds with Black, "Coloured", trade union or professional groups. It was restricted to other University of Cape Town units and bodies such as the Cape Technical College, the S A Public Library and the Institute of Citizenship. There was a lack of policy relating to negotiation with outside bodies, a lack of policy which affected also the old and thorny issue of servicing the country districts within reach of Cape Town.

In discussing the University's relationship to state activities in adult education, it is as well to recall Malherbe's comment (1977: 413) that at no stage in the years 1945 - 1965 did the State education department devote more than 1.3% of its budget to adult education. Further,

over 90% of this budget went to subsidising mainly Afrikaans voluntary organisations. Despite frequent requests, state subsidy for university-based adult education has always been refused to the present time.

It was a period of idealism and of reorganisation; a putting of the house in order so that expansion and innovation became possible. The strength of the period lay principally in administrative foundation building and this has benefitted the University's Centre for Extra-Mural Studies to this day - in contrast to similar departments at other South African universities.

However, there was also a striking confusion of voices on exactly who would be served: an intellectually developed public only; an audience, in Principal Davie's words "with the weakest little urge to be fostered and nurtured most carefully" (see page 38); a working class movement; or those who needed vocational education?

Such confusion was heightened by an emerging University rhetoric used by powerful and respected men like Davie which, for example, asserted that the Director and staff should create the demand for more adult education particularly in South Africa with its "antagonistic" climate, social and economic setting (see page 38).

With the rhetoric of expanded democracy and openness a substitute for clear educational commitments the

University remained aloof from trade unions, industry, political parties or leaders in the Black and "Coloured" communities. It had imported "liberal adult education" but could not reinterpret it for the South African context. Courses with titles such as French Art and Thought (1946), Modern Problems in the Ancient World (1947), Precious Stones (1947) must have seemed like academic games to working class men and women struggling with the reality of living in post-war conditions. "Citizenship" was too risky a concept to take seriously to the urban poor as a means of helping them break the cycle of their poverty. A great gulf was fixed between what was still a colonial institution and the working class (be it Afrikaner, Black or "Coloured").

The values on which the new policies in extra-mural studies rested were still those of the past, guarded by the watchwords of "academic standards". The University concentrated on an energetic administrative re-organisation with no real intention of expanding its constituencies or changing its tasks. Alongside this was the loss, after 1948, of a congenial political climate for such change and, together with it, any chance of a national institutional framework for adult education. Hereafter the political climate would be increasingly antagonistic towards a liberal educational philosophy of expanding democracy through enlightened citizenship.

CHAPTER IIIYEARS OF STRESS 1952 - 1968A Period of Initiation

On 1 January 1952 the Department of Extra-Mural Studies was created with Mr Geoffrey Sargeant B.A. (Cape Town), M.A. (Cantab) as the first Director. He and a clerical assistant, Miss E M Appleyard, were housed in an ex-army prefabricated hut sandwiched between the old Ballet School and the then Registrar's office in Lovers' Walk, Rondebosch.

Following his demobilisation from the Army Education Service Geoffrey Sargeant had worked with the Institute of Citizenship in Cape Town. From May 1950 until December 1951 he had studied adult education in Britain, the United States, Canada and Denmark. During this visit he was appointed to the University of Cape Town post and returned in time to attend to arrangements for the Summer School of Management for Senior Business Executives in February 1952. It was a fiery baptism: no clearly demarcated spheres of responsibility had previously been arranged with the National Development Foundation and Sargeant's first Notes for the Agenda of the Board Meeting of 9 April 1952 report feelingly

on the rushed organisation and lack of proper consultation with the University. Prior to Sargeant's appointment the Board had agreed to sponsor one or two performances, in country towns, of successful plays performed at the University's Little Theatre (Minutes: 120). In February 1952 the Director found himself faced with a request from Professor Chisholm, Director of the College of Music, for the new Department to be associated with the College in sponsoring periodical opera tours to the country districts. Professor Chisholm sought an advance of £200 for scenery and a guarantee of £100 against losses. The Board agreed to this but insisted that these sums be repaid out of any profits made on the tour. Fortunately success attended Professor Chisholm and the Board enjoyed a handsome return on its investment.

Sargeant, as recipient of these Summer School and Opera tour negotiations, was clearly uneasy about such ad hoc arrangements. He wrote in his Notes for the Agenda 9 April 1952:

"It does seem clear that until we have agreed at least upon priorities we shall have no means of responding other than empirically to the various proposals which are being made. ... The Board would be very well advised to give considerable thought at this stage to its general policy for say, the next five years" (Minutes: 137).

Accordingly, Sargeant (Minutes: 137) directed the Board's attention towards defining: the type of student aimed at

("those with good general education ... the semi-educated potential leaders among the Coloured and Native populations ... the illiterates?"); the subjects to be covered; the standards of instruction ("should we not begin intensive, long-term courses, e.g. tutorial classes?"); geographical limits of operation; finance and support from state and local government; and publicity.

For the following Board meeting (19 May 1952) Sargeant prepared an eight-page summary of past references to general policy and an analysis of activities arranged by the Board since its inception. He proposed under the heading Director's Suggestions for the Future that the Board consider (Minutes: 143): the priorities in adult education no matter how provided, for the various occupational and racial groups in South Africa; the University's specific contribution; what work, even if not characteristically University Extra-Mural Studies should be undertaken simply because no one else was doing it; a defined geographical area.

"Regarding our specific contribution, I personally feel that the distinguishing mark of any University's part in adult education should be in terms of high standards and the scholar's attitude of mind. If the Board agrees, then surely it behoves us to concentrate on forms of work in which we have reasonable hope of approximating to these" (Minutes: 143).

He then went on to suggest the best ways of approximating these high standards and scholarly attitudes: lecture-

discussions and reflective studies of the humanities for the better understanding of people and their relationships; an emphasis on philosophy, literature, drama, law, economics, psychology, religion "and 'politics' in the Greek sense" (Minutes: 143); small classes of fairly long duration with a permanent tutor.

Laying down an institutional framework

These suggestions were discussed at the Board meeting of 2 June 1952 and the Minutes (154) record that the Board reaffirmed its general policy as reflected in past references to it, especially in Sargeant's summary and analysis. Further, it was decided that within this general framework, the Director should be given wide discretion to act; that the Director should prepare a panel of persons able and willing to lecture; that Vacation Courses should have high priority; that, although concentrating first on the Cape Peninsula, he should actively seek to extend the Board's work to country towns; that he should encourage the formation of local Committees - possibly called University of Cape Town Extension Societies; that successful lectures should be repeated in various centres; and that, when he judged the time to be ripe, the Director should prepare a General Prospectus (Minutes: 154).

In addition to this concentration on policy the Director

occupied himself with seeking lecturers, by means of a circular to staff (12 of the 409 staff responded); arranging for Oxford University Press to publish Inaugural Lectures as an addition to their University of Cape Town Lecture Series (Leo Marquard, the OUP Publisher, was a Board member); organising an extensive programme of lectures for the general public as well as for specialised groups (architects, accountants, science teachers, business executives); and preparing address lists for advertising by post in an attempt to increase coverage and reduce costs. Financial matters clearly vexed the Director and in his comments on the first financial statement (Minutes: 144) he raised the question of whether the Department's activities were expected to show a profit when the work had other, and deeper justification. To this the Principal replied unequivocally (Minutes: 164) that it had been decided by Council that the Board was not expected to make its overall activities "pay"; that some of its work was "missionary", some designed to meet an existing demand; and that, in the light of this, the Board was to be left free to determine which of its activities should be subject to an admission fee. The Principal emphasised that financially the Department of Extra-Mural Studies was in the same position as any other University department: it had to function without extravagance and within its budget, but that the Council was expected to pay for the Department's work.

Before the end of 1952 a decision had been taken on the University's protracted negotiations with the Institute of Citizenship on the possibility of amalgamation. Instead of being taken over by the Department, the Institute was urged to continue its work and maintain its identity and independence. The Board felt that the Institute was doing very good work, especially of a popular kind (for example, its lunch hour lectures) and that this would suffer if associated with the allegedly "academic" atmosphere of the University (Minutes: 165).

In February 1953 the Department presented the first Summer School with a broad, popular bias as distinct from the specialist appeal of the earlier Summer Schools for business executives. Sargeant centred his organisation on the theme of Southern Africa in Perspective. There were two lecture series; the first on the African states, the then High Commission Territories and South West Africa; the second on South Africa itself. Within this framework emphasis was placed on natural features, anthropology and demography, the past - an historical outline, the present - a religious, political, social and economic survey, the future - a study of party political programmes. 126 people enrolled, some of whom were accommodated in Smuts and Fuller Halls; many more paid to attend individual lectures and some 500 people packed the Science Lecture Theatre for the final

session. Board members took the chair at various times and the Principal gave a cocktail party. The 38 sessions were widely reported in the press and many who attended requested notes, summaries or even the full proceedings. There is no doubt of the success of this enterprise and some of the procedures and traditions established then have become a part of succeeding Summer Schools up to the present.

A terse entry (Minutes: 179) records that a Summer School on Sales Management was held at the same time in association with the National Development Foundation who handled all executive and financial arrangements. From 1955 the N D F arranged their own programmes at a different venue and the Board thereafter set its face against sponsoring public courses jointly with other organisations unless the Department retained control of lecture and administrative arrangements (Minutes: 212).

Sargeant's early theorising:
Media-based Schemes

Immediately Summer School 1953 had ended Sargeant tackled the question of the decentralisation of extra-mural activities. He selected Worcester for the introduction of a new series of extension lectures and over two hundred people gathered in the Good Hope Cafe on 8 June 1953 to hear Dr Vera Grover of the University

of Cape Town and Dr J G Meiring of the University of Stellenbosch lecture on The Psychology of the Young Child and The Psychology of the Adolescent. The local arrangements had been handled by the Worcester Adult Education Council. This momentum was maintained for a limited period only during which Sargeant busied himself establishing links which led to occasional lectures in Bellville, Langa, Worcester, Elgin, Montagu, Paarl, Robertson, Somerset West and Strand and the Westlake Tuberculosis Hospital. In his Notes for the Agenda of the Board Meeting 30 March 1954, Sargeant wrote under the heading Courses for small and isolated groups that there seemed a serious danger that resources of organisational effort and of money would be expended in the Cape Town area, in minor efforts in Worcester and perhaps some of the larger towns in the Western Province (Minutes: 209). He went on to indicate that a questionnaire to graduates and other past students of the University brought an encouraging response to the idea of extending educational services to small groups in small towns. Sargeant felt that the British pattern of resident lecturers in country districts was not realistic given the sparse population. He looked to Canada as a closer parallel where radio had been used to link lecturer and students. The Board encouraged him to pursue the idea of approaching the SABC to broadcast a University of Cape Town Lecture Series

at weekly intervals. Listening groups would be organised in advance; books and notes would be supplied; and the lecturer would visit groups on a tour of the platteland. Should the SABC not cooperate Sargeant suggested producing recordings on disc for groups to listen to and discuss (Minutes: 209).^a In the event, the latter suggestion was tried and Mr Gunter Pulvermacher (An Introduction to the Art of Enjoying Music) and Dr S H Skaife (Social Insects) devised, recorded and monitored the programmes for this early experiment in distance education in venues as varied as a Presbyterian church hall in Langa, a hotel lounge in Montagu and private homes in Paarl.

This activity placed considerable strain on the two members of staff and once the novelty of recorded lectures had worn off the number of attendances dropped to a point which no longer justified the continuation of the scheme. Future Minutes continue to reveal Sargeant's fascination with a media-based approach and on several occasions he attempted to revive, without success these experimental country initiatives (Minutes: 348). He often quoted to the Board the success of Mr Pulvermacher, and of Dr Skaife of whom E G Malherbe said, in an earlier context, that he "could keep 1 000 soldiers fascinated with a lecture on the history of the various kinds of lice - a topic very close to them on troopships in those days" (Malherbe 1977: 411). But this media experiment appeared to have run its course in the Department's programmes.

By the meeting of 1 November 1955 the greatly expanded programme caused both Board and Director to be seriously concerned by the stress on staff and by the Department's financial position, despite frequent references to Principal Davie's earlier assurance that the Board was not expected to make its overall activities "pay" (see page 55). The Board approved the Director's suggestion that the 1956 programme be designed to avoid heavy expenditure and overmuch organisation (Minutes: 254). Further the Board agreed to a proposal for a revision of the arrangements by which the work was financed. This involved applying the same principles by which the internal departments of the University were financed - through the Priorities Committee and the Departmental Grants Committee of Senate. The change implied that the University's Extra-Mural work had grown beyond its preliminary stages (Minutes: 257).

After considerable discussion and pressure the University agreed to the appointment of a part-time Assistant Director who took office on 1 January 1957. He was Mr H T Crouch M.A. (Cape), formerly Headmaster of Dale College, Kingwilliamstown and at the time of his appointment, temporary lecturer in Psychology of Education at the University. Like Sargeant he had served as an officer in the Army Education Service and was one of the relatively few South Africans to have had such experience of adult education. The terms of his appointment included

that of deputising as full-time Acting Director when Sargeant went on long leave and from the outset Crouch proved to be not only creative but steady and business-like in his duties. He would do much to relieve a situation frequently referred to by Sargeant in desperate terms, such as that he had "again been strongly warned by doctors, friends and family that he cannot and must not continue to drive himself as he has done in recent years" (Minutes: 258).

Problems for the Board

As the Director and Board prepared for the 1957 Summer School they were conscious of some criticism that they had in the past been biased towards the arts and the humanities. Accordingly they proposed a Summer School "whose character should relate to Science and Engineering with a minor course in arts or humanities" (Minutes: 266). There was to be a specialised course on Nuclear Power aimed at a professional group of engineers and students led by Professor B F Goodlet from Britain's Harwell atomic research establishment.

Despite wide publicity the 1957 Summer School drew so few registrations that it had to be cancelled. The emphasis on science was blamed (Minutes: 285). Instead, a Winter School was arranged in July 1957 using some of the courses proposed for the cancelled Summer School and, in addition, a Refresher Course for Teachers of Science

was organised. The venture under the direction of the newly-appointed Crouch was a considerable success and enjoyed the support of the provincial and state departments of education. The only serious public criticism noted from a survey of questionnaires was that a policy of strict segregation should be followed as far as residence was concerned if the attendance of many teachers, especially Afrikaners, were desired in future (Minutes: 293).

The ad hoc appointment of Crouch as part-time Assistant Director was clearly a temporary solution only and in April 1957 Professor Price renewed his appeal to the University to make the post permanent, citing among his reasons those of stress on the Director and, as a result, hand-to-mouth planning, insufficient time for reading, inadequate periods of leave. He drew attention to the fact that the Board, wishing to deal only with general questions of policy, had chosen to give the Director considerable discretion and authority.

A Report for the Six Year period, 1952 to 1958, was published which consolidated earlier reports. It showed continued growth in the urban activities of the Department but no further lectures in country districts since those noted in the earlier report published in 1956. There is no statement of policy on this occasion other than a description of the staffing, admission, venues and financing arrangements

(Report 1952 - 1959: 2-4). Nor are there any references to the events of 1958 and 1959 by which the "open" universities were made the targets of attack by the Nationalist government anxious to challenge their right to admit as students or staff whom they wished.

In the Minutes of the Board Meeting 25 February 1958 the Director drew attention to the difficulties experienced in country towns in regard to attendance by those of different racial groups. It was agreed to recommend the postponement of further lectures in such centres "until the Apartheid issue on the University campus itself had been further resolved" (Minutes: 319). There is only one further reference in the papers of the Department and Board to the events surrounding the Extension of University Act and culminating in the solemn dedication in the Jameson Hall on 29 July 1959 when the University pledged itself to the cause of academic freedom. This was in connection with the proposed publication of a Consolidated Report 1949 -1967 where the Board decided that "the Dedication on Academic Freedom may be included but not in a challenging position or context" (Minutes: 592).

Sargeant went on his planned furlough and study tour from April 1958 to January 1959; he subsequently had to take sick leave from April to July 1959. During this time Crouch, then 67 years of age, took over as full-time Acting Director. On 6 June 1959 Ministerial approval was obtained for the

creation of the post of Assistant Director (Minutes: 328) and Crouch as the incumbent accepted the post on the understanding that he intended retiring at the end of 1959 (Minutes: 335).

Because of the delay caused by the difficulty of finding a suitable applicant for the post of Assistant Director, Crouch was to hold this post until 30 June 1961 and for much of this extended stay he acted as Director during Sargeant's further absences on sick leave. The Board in the interim had been unable to persuade the University to raise the status of the post advertised from that of Junior Lecturer to Lecturer. Consequently very few candidates applied, one of whom, Professor Rand, withdrew hearing of the low salary and none of the others was deemed suitable until Mr Robert Tobias applied and was appointed from July 1961. His post, originally temporary, was not upgraded to that of Lecturer until 1 January 1964, by which time he too had acted as Director on several occasions.

More theorising

On his return from furlough Sargeant had presented a memorandum in March 1959 entitled General Policy and Future Work: Possible New Lines. This reveals something of the reinforcement of previous ideas now experienced anew on leave in Britain and North America in regard to

small group learning; the use of media (this time, his proposal involved filming lectures for distribution to other centres); and his concern for "attendance by Coloured and Bantu persons" (Minutes: 346). In the latter context he proposed "lectures and classes deliberately intended for persons whose previous education has been less than that presupposed by our lectures as held hitherto"; but concluded his memorandum with the intriguing suggestion that the Board might consider its responsibilities in the training of adult educators in techniques of adult basic education (Minutes: 350). The first course for the educators of adults was, however, not mounted until January 1980, more than 20 years later.

On 18 August 1959 the Board, in response to yet another suggestion that, in addition to the regular programme of evening lectures, attempts should be made to hold longer courses of a more tutorial, intensive nature, once again left the decision to the discretion of the Director (Minutes: 364). It was to be 1964 before these longer, more intensive tutorial classes for the general public would be offered.

The "outer constituency"

In the meantime the routine work of the Department continued with Crouch concentrating "mainly on the Board's established field of work" and the Director

on "centres outside Cape Town and on other possible developments" (Minutes: 366). The "established field of work" included the growing numbers of evening classes, public and inaugural lectures, Winter Schools (including refresher courses for professional groups such as teachers) and Summer Schools. An examination of the annual reports issued from 1960 onwards reveals that Mr Gunter Pulvermacher delivered two lectures on Modern Music, Past and Present in each of ten centres outside of Cape Town between September and December 1959, temporarily reviving the country work which had languished since 1955 (Annual Report 1959: 12). In the 1961 Annual Report no reference is made to lectures outside Cape Town (for much of that year Sargeant was again away on sick leave) and no further lectures were offered outside of the city area until May 1969.

However, in 1960 Geoffrey Sargeant had suggested that the University College of Zululand might make use of some of the Departments' recordings to "broaden the education available at Ngoya" (Minutes: 385). Further, he reported that students at the University College of the Western Cape wished to benefit as far as possible from facilities available through the Department (Minutes: 386). No further reference to these suggestions can be found in either Minutes or Annual Reports apart from the fact that the Department established a library of recorded lectures which could be borrowed by interested members of the University and the general

public.

An expanding extra-mural programme

The Summer School in February 1961 was noted by Board as having been an "unprecedented success" (Minutes: 400) despite the absence of the Director on indefinite sick leave. In March 1961 the Department moved its offices to the Orange Street campus where they were to remain until July 1963 when they were installed in a bungalow in Lover's Walk near the administration block.

Geoffrey Sargeant was again away on sick leave for the 1962 Summer School and, as in 1961, Mrs Sheila Lloyd was seconded to help the Acting Director, Robert Tobias, organise Summer School (Annual Report 1961-62: 3).

This annual event was clearly gaining impetus - seven courses were offered and there were 10 496 attendances: 697 people registered, 76 students were resident in Fuller Hall. The Acting Director's very detailed report (Minutes: 422) notes that fifty percent of those attending were newcomers apparently hearing of Summer School for the first time. Approximately half of these came from beyond Cape Town. This improvement in numbers in residence went some way toward answering the strongly-worded letter from the Registrar on behalf of the Residences Committees, advising the Director that "the small numbers of Summer School students do not warrant

the trouble and expense entailed" for the wardens and staff. (Letter from Registrar 20 September 1961, recorded in Minutes: 414). In addition, it was made clear to the 1962 residents that they could not expect "hotel service" or the serving of mid-morning teas. However, the 1962 residents were glowing in their praise of the residential arrangements, with the exception of one plaintive response that "married couples might perhaps be allowed to share a room" (Minutes: 426).

On 20 November 1963 the Board approved a plan to offer evening classes in 1964 for which registration for the whole course of lectures would be required. Similar courses had been held previously; the difference was that henceforth these courses would be a regular feature of the Board's activities. In recent years, with the exception of public and inaugural lectures, all extramural classes require registration and commitment to the whole course, rather than casual, sporadic attendance. Those registering could be expected to do a certain amount of reading and preparation and the group would be small enough to allow a degree of individual participation and tuition. The intensive, long-term tutorial classes first mentioned in 1951 had finally been launched as a permanent feature of the Department's programmes. It was recognised that fees would have to be calculated on a different basis particularly when laboratory and demonstrator's costs were involved and calculation of

fees would be left to the discretion of staff. The Board further recommended that UCT staff and students should pay the same fee as the general public, should the Director deem it appropriate (Minutes: 40). The Annual Report for 1964-1965 records the enthusiastic response to this initiative which henceforth was to be a feature of extra-mural studies at the University.

The Department further developed continuing professional education when they added to the teachers' refresher courses a programme in Basic Medical Sciences. This was a five-month course launched in November 1965 and offered in association with the Faculty of Medicine, following discussions with the College of Physicians, Surgeons and Gynaecologists of South Africa. The course drew 43 registrations from doctors, many of whom were preparing for higher qualifications. The course was repeated the following year with 26 registrations (Annual Reports, 1965-1966 and 1966-1967) and incurred a small loss. In time, the Medical School founded its own centre for continuing medical education.

Teachers' refresher courses in science, mathematics and music continued on a regular basis as Winter Schools throughout this period. There are frequent references in the Minutes to the importance of the support of the provincial education department who agreed to subsidise teachers' fees, travelling expenses and subsistence allowances. Without this support the course would not

have been possible. A successful Refresher Course for Trained Nurses was offered in July 1968 drawing 183 registrations.

On 10 May 1966 Professor J K Mallory delivered the first professorial inaugural lecture held since 1956. General dissatisfaction with the arrangements was expressed by a number of people who felt that the importance of the occasion had been insufficiently stressed. The Assistant Director, Robert Tobias, reported to the Board that although Council had requested the Department to arrange inaugural lectures, no instructions had been received and that of the four new appointments in 1966 only Professor Mallory had accepted the invitation to lecture. Tobias reported that it was his firm impression that unless the University were prepared to regard professorial inaugural lectures as important special occasions the series would never establish itself (Minutes: 598). He proposed that the timing, the type of lecture, the ceremony and the printing of the lectures needed careful arrangement. Further, informal pressure should be brought to bear on any newly appointed professor to undertake such a lecture, and this could only be done if his colleagues believed in the importance of the occasion (Minutes: 599). The Board Minutes reflect that the next inaugural lecture (by Professor M F Kaplan) had been arranged by the University Liaison Officer and treated as a University

occasion which was well supported (Minutes: 621).

In recent years inaugural lectures (numbering between ten and twelve a year) have been arranged by the Centre for Extra-Mural Studies with some catering assistance from the Public Relations Office.

In July 1966 Professor T W Price who had been Chairman since 1951 suddenly died. He was succeeded by Professor A W Sloan who was to occupy the chair until 1980.

The growing number of programmes and activities presented the Board with a healthy credit balance and in October 1966 consideration was given to ways of using some of this money (Minutes: 559). Projection and sound equipment was purchased and a start made on accumulating books for an internal Departmental library of texts on adult education. Both equipment and library, now considerably expanded, are significant resources for the present work of the Centre. In addition, plans were discussed to use accumulated funds to invite prominent, overseas speakers.

In May 1967 (Minutes: 585) the Board established a sub-committee to consider the production of a Consolidated Report for the years 1949-1967.

Considerable energy was expended by a Mr R A Strange in analysing statistically the work of the Board in its first 15 years; graphs and tables were produced showing

numbers of lectures offered and average attendance, relative popularity of subjects, lecture attendance on different days of the week and even lecture attendance according to the academic style of the lecturer (Professor, Doctor, Mister, or Not Counted). Tobias's comments (Minutes: 623) on the draft reflected his feeling that the programmes were too small and unplanned to warrant such detailed statistical analysis. Further, the almost inevitable emphasis was on attendance figures and this emphasis on a single criterion could be misleading. Many of the courses were intended for small numbers of students and the figures for one particular year could be grossly inflated by one exceptionally popular course (for example over 1 000 attended Sir Julian Huxley's lecture in July 1960). Strange was paid R50 for his efforts and no further references to the Consolidated Report can be found after 17 October 1967 (Minutes: 623).

Staff changes

Robert Tobias requested and received permission to spend a year from September 1967 at the University of Chicago studying for an M.A. in the administration of adult education. His leave substitute was Mr George Irvine M.A. former vice-principal of the South African College School, who filled the gap with distinction in very difficult circumstances. After many periods of sick leave, the

Director himself resigned in July 1967 on grounds of ill-health and Mr Irvine had to take over as Acting Director with secretarial staff assistance only.

During his absence in Chicago Robert Tobias was appointed Director, returning to take up his post on 21 September 1968. In the following month the newly appointed Assistant Director, Mr D H Thomson M.A. (Rhodes) took up his duties, Mr Irvine relinquished his post as Acting Director "and the Board thanked him for having given it a trouble free year" (Minutes: 671).

ANALYSIS OF PERIOD 1952 - 1968

A feature of the written records of the activities of the newly-fledged Department of Extra-Mural Studies in the years 1952 - 1968 is the extraordinary plenitude of the Director's Notes for the agenda of each Board meeting. On many occasions these run into a dozen pages or more dealing, in the early months at least, with policy; later, with proposed programmes, financial problems, staffing and rather poignantly, sick leave requests. The Notes are frequently written in a style of Olympian circumlocution (see pages 61 & 65). There is a marked absence of documents aimed at the public outside of the Board, Senate and Council, outlining aims, criteria and decided policy. The accounts of the Department's activities, other than Board papers and Minutes, took the form of two Consolidated Reports: one issued in 1956 covering the first four and a half years; the second, published in 1958 covered the first six years. Thereafter Annual Reports were issued, but none of these Reports, Consolidated or Annual, contains a public statement of aims and policy beyond that of comment on staffing and, occasionally, financing of the Board's programmes.

Very careful sifting of the 700 pages of the Minute Books for this period has therefore been necessary to discern and analyse policy during these years.

An analysis of the development of policy for the period 1952-1968 reveals three interlocking processes: first, Sargeant's early theorising and experimentation and its relative lack of outcome; secondly, the laying down of an institutional foundation or departmental procedure, largely the work of Sargeant, Crouch and later Tobias; thirdly, the development of a new role for the Board following the appointment of a Director charged with implementing the Board's programmes.

The period of initiation was difficult for the Director, his clerical assistant and the Board. Sargeant had unwillingly inherited several programmes in 1952 (the NDF Summer School, the Opera Tours) as well as the challenge of an entirely new Department with minimal staffing and resources. Accordingly, he felt the need to establish agreed priorities for assessing proposals as well as a forward-looking general policy (see page 53). The Minutes (137) reflect his concern to provide for people other than those with a good general education (see page 53). He proposed in the same meeting long-term, intensive tutorial classes and sought the Board's support for a decentralised (i.e. country districts) programme. To provide more adequately for the latter, he launched a media-based scheme (the Pulvermacher and Skaife recorded lectures) which was an interesting and

exciting early venture in South African distance education. (In Britain it was the era of Harold Wilson's "white hot technological revolution" which had its outcome in the Open University.) Even more prescient was Sargeant's suggestion in 1959 that the Department had a responsibility to help in the training of adult educators (see page 65). As we have seen he frequently returned to the themes of decentralisation and media use.

Close examination of Sargeant's vision for the work at the University reveals how much his thinking had been influenced by developments abroad. He had been particularly inspired by the liberal studies tradition of British university extra-mural work. Legge (1982: 119) draws attention to the fact that in Britain the term "liberal education" has never been very clearly defined and the spectrum has been widened to include some of the sciences; nevertheless, provision of such courses has been linked to the "social conscience" drive, to "good citizenship", to the development of perspective and the cultivation of intellectual freedom. Peers (1966: 353) uses, as a closing remark in his study on adult education, Lord Haldane's reflection on the early years of university adult education that "our common principle was one of faith in the effect of higher education on democracy". Much of this spirit is contained in Sargeant's Director's Suggestions for the Future (see page 54)

with its references to the value in a difficult world of a study of the humanities and "politics in the Greek sense". This phrase taken in conjunction with the discussion in Chapter II (see page 50) on the efficacy of liberal education in extra-mural studies, is a comment on the limited involvement in the issues of a highly-charged and deeply divided South African society that the Department - in the context of an "open" university tradition - came to reserve for itself. Further, in contrast to the full-time undergraduate student society of the 60's, the adult English speaking community was, in the main, highly conservative; and South African circumstances seem to have dictated that there be bounds to controversial discussion (Welsh: 25). Therefore, as an example, the Board on 19 June 1956 decided not to ask the visiting Earl of Home to speak on the constitutional aspects of republicanism "in view of his holding office as a cabinet minister and it would therefore be undesirable for him to speak on constitutional problems" (Minutes: 276). As has been shown (see page 63) the only response from the Board to the academic freedom question was that the Dedication on Academic Freedom had a place in the proposed Consolidated Report, but not in a challenging position or context (Minutes: 592). In 1961, the year of South Africa's withdrawal from the Commonwealth, the Board offered a single related lecture - on the economic

consequences of withdrawal. Between 1962 and 1967 only 11 lectures on African and Southern African affairs were offered: the majority of these were of the "Cape Dutch architecture, African music, Geology of South Africa" genre. In 1965 a notable exception was a series on Labour in South Africa chaired by Professor H M Robertson. The Minutes (521) reflect that trade unionists were particularly well represented. It has to be said of Sargeant's period as Director that, although he wrote voluminously on a theory of adult education, very few programmes based on these relatively advanced theories appear to have taken hold.

Nevertheless it is important to add here the second interlocking process: the laying down of institutional foundations. We note from the Minutes: 336 that Sargeant concentrated on centres outside Cape Town and on other possible developments, and Crouch mainly on the Board's established extra-mural programmes. It is in the latter area, devised and managed by Crouch and later by Tobias, that much that became standard policy in the Centre for Extra-Mural Studies was established. Administrative procedures and relationships with the University authorities (executive officers, academic and residence staff) were established and the notion of a significant extra-mural studies department with a growing programme was firmly rooted in the University and public minds. This programme, with its antecedents in the British

liberal arts tradition, pioneered the extra-mural class and the residential Summer School in this country. Both these activities aim at enrichment and enlightened discussion rather than credit toward a qualification; and again they owe much to practice in Britain. The features of these programmes were and still are: open access to most programmes; low admission and registration fees; honoraria based on lecturer commitment rather than status; and a standard of instruction of at least first-year university level. In addition, the Board set its face firmly against sponsoring programmes such as those offered by the National Development Foundation or acting as an impresario on behalf of bodies anxious for financial guarantees. The figures for activities in 1958 show a total of 128 lectures with an attendance of 10 664. The Annual Report for 1968 ten years later, shows a total of 276 public meetings. Total attendance was 33 754 spread over lectures and excursions in: evening courses; a Winter School in Music; a Science Teachers' Refresher course; a Junior Science Congress; September Vacation courses in Biological Sciences, Civil Engineering, Speech and Drama; and the February Summer School. This represents remarkable growth, devised and managed by substantially unchanged numbers of staff: a Director, an Assistant Director; a full-time clerical assistant and a messenger. It also shows an increasing sense of

balance between Snow's "two cultures" following the failure of the science-based 1957 Summer School. Courses in science and technology, as well as in-service courses for professionals were thereafter mounted as regular aspects of the Department's activities.

The third process discernible is that of the changes in the functioning of the Board. We have seen how the Extension Lectures Committee devised and managed the programmes up to the inauguration of the Board of Extra-Mural Studies in May 1949. This was still the function of the Board until the Director took office in January 1952. In both situations, (the eras of the Extension Lectures Committee and of the early Board), the drive was provided by energetic chairmen. When Sargeant took office the Board delegated the functions of management entirely to him, giving him wide discretion to act and wishing themselves to deal only with general questions of policy (see page 62). One of these general questions included the early and very important issue of whether the Department's activities were expected to "pay". The Principal decided in August 1952 (Minutes: 164) that the Department was financially in the same position as any other university department: it had to function without extravagance and within its budget, but the Council was expected to pay for its work. This support from the Principal was an important statement in itself as well as one on the status of the new Department.

Regrettably it seems that the Board could not count on such whole-hearted support from other University officers and committees. The long struggle for the additional staff required to maintain and extend the programme, the refusal to upgrade posts, the low maintenance grant which was increased only once (from R2 040 to R3 500 per annum) between 1952 and 1969, all suggested a fragile status against which the Principal's support was only partly effective. Nevertheless the Board continued to work extremely hard for better recognition of the Department's staff and their activities.

Further examples of their concern for matters of general policy can be found in the decision to discourage joint sponsorship of programmes (see page 57); their refusal, after considerable discussion, to mount support courses for correspondence students of the University of South Africa (Minutes: 554); their vigorous promotion of professional continuing education initiatives such as the courses in Basic Medical Science (see page 69). They also seriously considered a suggestion from Dr E Nash of the Department of Medicine, that a course or conference on university teaching methods be held in 1968 under the aegis of the Department. The Board decided not to run it but to refer the matter to the Academic Staff Association (Minutes: 607) for its consideration.

This seems to have been a difficult period in the history

of adult education at the University. One senses the dilemma of the Board placed as it was between a Director frequently on the edge of breakdown and University authorities who, in the main, expected a prestigious undertaking but were prepared to extend only modest resources to support it. We have seen that much of Sargeant's advanced theorising remained untested or failed to take root and his frequent and extended periods of sick leave disturbed the continuity of effort and put the other staff and the Board under considerable stress. It seems, under the circumstances, that the Board could have involved itself more in planning; and should, at the least, have devised criteria for judging proposals. Sargeant had clearly ventured far beyond the staff resources of his Department. Where many of the British university departments of extra-mural studies had resident regional staff tutors aided by part-time tutors, the whole often interlinked with the WEA network, Sargeant attempted a similar programme almost single-handed. The Russell Report (1973: para. 381) itself comments on adult education leadership problems:

"Over the years many adult education principals have carried a quite unjustifiable load of routine clerical work which, ultimately, is undertaken at the expense of the educational supervision of the courses for which they are responsible".

This was even more true of Sargeant than of the British counterparts to whom the extract refers.

CHAPTER IVNEW INITIATIVES AND RADICAL THEORIES 1968 - 1979

This ten-year period starting with the appointment of Robert Tobias as Director and ending with his resignation and departure to New Zealand was marked by enormous growth in the existing programmes, the development of entirely new initiatives based on a theory of community education and the acceptance of adult education as a field of teaching and research at the University. It was a period of very significant achievement, including a change in the nature and function of the Centre. The post of Director would, in 1979, be advertised as a Chair in Adult Education. The "administrator directed by academics" (see page 48) would be replaced by an academic Director with professorial status and considerably increased influence in the University.

Tobias returned as Director from his study leave in Chicago on 21 September 1968 and was joined by Mr D H Thomson, the newly-appointed Assistant Director, who took up his duties on 10 October 1968. They immediately made certain requests to the Board: for a

second permanent post of full-time clerical assistant in the expectation of considerable expansion of programmes; and for the replacement of the antiquated and ill-designed furnishings of the Department (Minutes: 677). The Board welcomed the new senior staff at the meeting of 17 October 1968 and supported these requests. In addition the Chairman recalled that the Board had unanimously accepted his earlier Notice of Motion (Minutes: 660, 14 May 1968) that the Director be appointed ex-officio to a Faculty. He now proposed that the Faculty of Education be requested to accept the Director's post as an ex-officio post in the Faculty; he further suggested that the Director should be a member of Senate. The latter suggestion was, unfortunately, implemented only months before Tobias' departure to New Zealand ten years later in 1978. The Faculty of Education seemed similarly reluctant before accepting the proposal relating to the Director's position within the Faculty.

The 1969 Memorandum

The Annual Report for 1968 (issued early in 1969) noted that such a report should serve three purposes: first, it should provide an accurate record of activities; secondly, it should place this record in the context of previous years and thirdly, it should give some indications of the Board's and the Director's hopes or expectations

for the future (Annual Report 1968: 1). In this latter regard Tobias and Thomson had already moved very rapidly in planning to diversify and expand the range of activities, to decentralise programmes, to assist departments to arrange specialist and professional programmes and to initiate and develop a programme of problem-centred conferences. In order to discuss these fully a sub-committee of the Board chaired by Professor Schaffer, met in the first half of 1969 and produced a Report on the aims, future activities, finance and staffing of the Department. The Schaffer Report (see Appendix C) was amended and approved by the Board following lengthy discussions (Board Meetings 13 August, 15 October 1969) and formed the basis of the Department's activities for some years. The substance of the Report was sent in a circular letter to University staff to inform them of the newer initiatives together with the news that, following an increase of R1 500 per annum in the Council grant, lecturers' honoraria would be doubled to R20 a lecture (Minutes: 685).

The recommendations contained in the Report were wide-ranging. Broadly it was proposed that the work of the Department should be developed along five main fronts:

- 1) The extension of the adult education function through the establishment of extra-mural classes and discussion groups and through the development of lecture programmes and other extra-mural work

in various centres of the Western Cape, on the Cape Flats, and in other areas where there was a demand. It was also the plan gradually to extend the scope and duration of the Summer School.

- 2) The extension of the services offered to staff, students and potential students through the initiation and organisation of more inter-departmental and inter-university conferences, seminars and symposia, by offering special courses for senior school pupils and by initiating and organising University orientation classes in January - February for prospective new students.
- 3) The extension of the continuing professional and vocational education function through the initiation and organisation of more professional refresher courses, training programmes, conferences.
- 4) The extension of the leadership function in the field of adult education by establishing, in cooperation with the Faculties of Education and Social Science, a research and training programme in adult education.
- 5) Ultimately it was envisaged that an extra-mural centre or conference centre for continuing education would be necessary to accommodate the

increased activity and to serve as a symbol of the importance of the link between the University and the community.

Before the Report appeared Douglas Thomson had initiated two very successful lecture programmes in Paarl and Milnerton and further extensions to Langa, Somerset West and George were planned for 1970; an extended Summer School of three weeks' duration was planned for January - February 1970. A total of 30 videotaped viewings of the Apollo 11 space flight and moonwalk were arranged as soon after the event as could be managed and over 14 000 people attended the showings (Minutes: 701 - 710). Following Tobias' initiative, a committee was formed consisting of concerned citizens (including Cape Town's Mayor) and staffs of the Cape universities to consider the problem of cultural deprivation; in-service courses on school administration, geography teaching, the development and education of the young child were planned. In the Annual Report for 1970 - 1971 it was noted that the total programme had almost doubled.

A rapidly expanding programme:
The need for specialist staff

This considerable and very rapid expansion of the programme placed great strain on the staff which despite the growth preceding the period under review, as well as that

noted above, had remained at the same numbers for over ten years. Accordingly the Board agreed that if the work of the Department were to be successfully maintained staffing relief was a matter of the greatest urgency (Minutes: 717). Executive posts of Organiser (Senior Tutor) and a part-time Regional Organiser were pressing needs, both to expand the programme and to avoid cut-backs to the existing activities. The Board urged the Director on 13 March 1970 to renew applications for the increase in staff necessary (Minutes: 726).

The University delayed its response to the request for additional staff but did raise the salary of the Director to the equivalent of Associate Professor (May 1970). The Board then agreed to the employment of two additional temporary full-time clerical assistants at its own expense. In September 1970 Douglas Thomson had to undergo aortic surgery followed by a long period of sick leave. Finally in December 1970 the University agreed to the additional post of Organiser (Senior Tutor) and applications were invited for this post which was advertised as an academic-administrative one, involving administration and research with possibly some teaching duties. Applicants were expected to have high academic qualifications and experience of teaching and administration (Minutes: 747). Mr J A Polley B.A. (Hons), B.A. S.T.M., was appointed from a large field of applicants.

The discussion at Board level surrounding this appointment had raised interesting points of view on the status and functions of the Department's staff. Professor Cumpsty tabled a Memorandum at the meeting on 13 October 1971 in which he examined two alternatives: the first suggested that Extra-Mural staff not only administer the University's programme but also teach much of it in a Department which would become a separate entity run in association with the University; the second alternative suggested that staff remain administrators only with the major exception that they could be expected to offer courses in adult education itself (Minutes: 769). The Board then established a sub-committee to examine the conditions of appointment of all future members of the executive staff of the Department of Extra-Mural Studies (Minutes: 769).

The sub-committee reported to the Board on 15 March 1972. Their recommendations were: that the University should consider adult education a separate field of research and practice, the responsibility for which should be that of the Department of Extra-Mural Studies; that the Department's officers should have, as priority, the University's adult education programme and research in adult education and should not normally be expected to lecture; that an investigation into the demands and needs of adult education should be made in the near future; that future posts in the Department should be filled by adult educators who could make a contribution to the development

of this area through programme planning and organisation, research, and perhaps teaching in adult education (Minutes: 777).

Mr Polley was welcomed to the staff on 1 May 1972. The requests in 1969, 1970 and 1971 for further clerical assistants' posts and the post of Organiser (Senior Tutor) to promote work in the country districts, were renewed in 1972 but once again the Staffing Committee found itself unable to grant these.

The registration figures for 1971 reveal the continuing pattern of growth since 1968. 2 024 people had registered for 17 courses, conferences and lecture-series in 1968; 5 235 registered for 44 courses, conferences and lecture series in 1971. More than a hundred people had to be turned away from the enlarged programme of 16 extra-mural classes; the University's largest lecture theatres proved inadequate to cope with the numbers wanting to register for several of the Summer School courses (Annual Report 1971: 4). The demands which this situation placed on the staff made it unlikely that the developing constituencies outside of the city would continue to receive the sort of attention they deserved and continuity was bound to suffer. Nevertheless the staff persevered and there was an increase from five country programmes in 1971 to seven in 1972 with an average attendance figure of 85.

The Department worked closely with a local committee in each centre, but as the Director pointed out in the renewed appeal on 15 March 1972 to the Staffing Committee to authorise the post of Organiser, continuity in any particular centre was a crucial element and was extremely difficult to achieve working entirely through local volunteers, however enthusiastic and competent they might be (Minutes: 774). The experience of decentralisation over twenty years at the University as well as that of other universities in Australia, Canada and the USA seemed to suggest that the development of adult education in areas outside of Cape Town could not proceed effectively unless adequate staff were available. "Half-measures achieve little value", wrote Tobias (Minutes: 774). However, despite annual requests, no further academic appointments were made in the period under review.

The autonomy of the Department tested

The planning of the 1973 Summer School was not without controversy. Mr Polley had planned a course entitled Die Sestigers involving the leading "sestiger" writers for a series of workshops and lectures on the University of Cape Town campus. The first draft of the programme was presented to the Department of Afrikaans and Nederlands for comment. Following discussion, Professor H van der Merwe Scholtz replied to Mr Polley in a letter

dated 27 July 1972 that, whilst the draft programme was interesting, there was much that was controversial. "n Deel van die sestiger-literatuur is in meer as een opsig aktueel, ook politiek" (Trans. "Some of the 'sestiger' literature is, in more than one sense, topical as well as political"). The Department's commitment was to the teaching of the subject and, therefore, any controversy was undesirable because the Department would inevitably be associated with the controversy. Professor Scholtz therefore reserved the right to dissociate himself and his Department publicly from the proposed course should the organisers go ahead. The Board authorised Mr Polley to do so (Minutes: 794) and the first course on Afrikaans literature, taught by Afrikaners, added to the dimension of the 1973 Summer School with 489 registrations and a gross attendance of 5 600.

The concept of a purpose-built
Centre for Continuing Education

Office accommodation was another problem as space had to be made for Mr Polley as well as for the increasing volume of documents, equipment, printing machinery and library consequent upon the growth. In a letter to Mr L Read in the University's Administration offices on 3 May 1972 the Director wrote that he viewed "The Cottage" in Lovers' Walk as adequate only in the short term;

that whatever future moves might be planned it was desirable that the Department remain a self-contained unit.

"To move us in with the Public Relations Office, for example, would I believe, be a wrong move. It is important that the University staff and students, and the public perceive our functions as quite clearly distinct and separate from those of the PRO" (CEMS File: F8).

(This was in response to Mr Read's suggestion that the Department might at some stage share the "old" Administration Block with the PRO.) Robert Tobias wrote further:

"I should make explicit what my view is. I believe that we should aim at the ultimate establishment of a University Extra-Mural Centre or Centre for Adult and Continuing Education. I believe that it should be near to public transport, reasonably near to hotel and university residential accommodation and reasonably near to the University. It should consist of lecture, seminar and discussion rooms, some cubicles for private study with video tape links to some central video tape library, a small library and cafeteria and office accommodation for the staff of the Department. It is my firm belief that such a facility would be used fully in the mornings, afternoons and evenings and moreover that we would still continue for the majority of our programmes to use existing accommodation at the University."

The Board Meeting of 17 May 1972 approved this letter (Minutes: 785) but asked the Director to approach the Deputy Principal, Professor Kaplan, and seek his advice in this connection. At the same time guidance was sought from Professor Kaplan on the status of the Department and whether it was a Senate or a Council responsibility.

The 1972 Memorandum and new initiatives

Robert Tobias reported to the following Board Meeting (16 August 1972) that as a result of his discussions with Professor Kaplan he had been requested to prepare a memorandum on the future development of the Department. A sub-committee chaired by Professor Sloan was appointed to consider the functions of the University in the field of adult education including long range goals and shorter range priorities. A working memorandum was considered by the sub-committee on 12 October 1972. They agreed to consider it a Statement of Intent and to present a digest of the lengthy document to the Board Meeting of 14 March 1973 together with the following supporting documents: the financial implications; the recommendation that a far greater proportion of the University's continuing education resources be set aside for the development of a community education and a workers' education programme; the recommendation that a Centre for Continuing Education be built to house a School of Continuing Learning (The 1972 Memorandum is to be found as Appendix D).

A summary of goals as recommended by the sub-committee is as follows:

- (a) In order to develop a learning-oriented approach to solving problems in society,

the University should develop a more extensive programme of conferences and seminars focusing on specific economic, social, political, cultural and technological issues and problems in society. Some of these programmes should be arranged with and for specific leadership groups (e.g. parliamentarians, provincial and city councillors, professional groups, academics, etc.). A second series should be intended for interested members of the public.

- (b) In order to reach the poor and the less-privileged the University should establish a workers' education programme, and a community education programme.
- (c) In order to serve the educational needs of society's intellectual and professional leaders more effectively, the University should establish a more systematic programme of continuing education for professional groups.
- (d) In order to serve the learning needs of individuals in society and to stimulate these needs, and in order to advance the general level of cultural, scientific and international understanding, the University should continue to offer the present wide range of non-credit courses at summer and winter schools, extra-mural classes

and weekend seminars, and extension lecture series.

These should, however, be integrated within a broader programme which should include more effective educational guidance, and better use of educational technology and discussion guides to provide programmes at times and places convenient for participants. The University should also consider providing Extra-Mural programmes for which appropriate recognition may be given.

- (e) In order to provide more trained leaders in the field of adult education, the University should establish a Diploma course in Adult Education.
- (f) In order to further our knowledge and understanding of the field of adult education, the University should establish a more extensive programme of research in adult education.

These goals had implications for the organisational structure of the Department and its Board. The Board sub-committee produced recommendations on the reorganisation of adult education within the University to achieve the goals and this and the documents mentioned above were forwarded to the Registrar for submission to Council and the Senate (Minutes: 811).

In the context of, and supporting and informing the 1972 Memorandum, was a period of detailed evaluation and research on the students who attended the Department's activities between 1971 and 1973. This provided the empirical base for the Memorandum's recommendations and for several papers by the Director and James Polley (see pages 127 and 124).

On 14 March 1973 the Board recommended that the post of Assistant Director be redesignated Deputy Director on the grounds that greatly increased responsibilities now attached to the post and that the Assistant Director frequently deputised for the Director. This was sanctioned by the University. In September 1973 the Department moved to spacious new quarters in the "old" Administration Block which is still its home.

The first Southern African Universities Seminar on Adult Education was held from 24 to 26 September 1973 at the Graduate School of Business, University of Cape Town. There were delegates from all 16 South African universities as well as representation from the Universities of Rhodesia and Malawi. Robert Tobias, who had organised the Seminar, wrote in his Report that despite the valuable exchange of ideas and the establishing of common ground, the seminar was "noteworthy in that it served to highlight many differences in interpretation and understanding that existed among the delegates" (Proceedings: 1). There were differences in the understanding of the concepts

of "adult education", "university", "the nature of the community that is or should be served by the university", "the relationship between the university and social change". It was accepted that the extent to which each university should be prepared to take direct educational responsibility for helping the undereducated sections of the community

"...would depend to a considerable extent on the nature of the community it seeks to serve and on the existence or otherwise of appropriate agencies to meet the relevant needs within the community. Thus the Black universities might find it more necessary to undertake such work than the White universities" (Proceedings: 4).

The delegates accepted, however, that the resources of many of these newer universities were limited and that the existing cooperation between white and black universities might well be extended. Further, the need for considerably more research and study in tertiary and adult education in South Africa was recognised as was the need for training courses for workers in adult education.

The Board itself had, a few months before the 1973 Seminar, discussed approaches to "Coloured" and Black extension programmes and had agreed that this work should have priority (Minutes: 827). Further references to these twin themes of programmes for communities other than those traditionally catered for and further, for the need to train adult educators are to be found in Robert Tobias's report on his study-tour of the United Kingdom and the Netherlands (25 March to 5 April 1973).

".... since the 1930's and 1940's Departments of Extra-Mural Studies [in Britain] have increasingly sought to serve different sections of the community through different kinds of courses and this trend has gathered increasing momentum in recent years" (Tobias 1973: 2).

He went on to mention his observations of a wide range of educational and service agencies and of the provision of training for those engaged in the education of adults. On 17 October 1973 the Board approved Robert Tobias' plans to apply for 12 months study leave to enable him to pursue research in the field of community education. At the same meeting Professor Sloan, the Chairman, informed the Board that he had attended a meeting of the Board of the Faculty of Education which had indicated its support of the proposal in the 1972 Memorandum (and subsequent exhortations) for the development of a scheme to train adult educators.

A letter from the Registrar dated 3 January 1974, referring to the 1972 Memorandum, informed the Director that Council had approved the recommendations endorsed by Senate. The Department would be renamed the Centre for Extra-Mural Studies; the academic study of adult education would be the responsibility of a Department of Adult Education established in the Faculty of Education; the Centre for Extra-Mural Studies would be responsible for the administration of lecture programmes, "such as those which are provided at present, as a service to the community" (CEMS File F8).

The Centre's policy would be directed by a broadly based Board of Extra-Mural Studies of which the Director and the Deputy-Director would be members ex-officio. To provide a link between the Centre for Extra-Mural Studies and the proposed Department of Adult Education it was proposed that the Head of the Department of Adult Education be ex-officio a member of the Board. Finally, the Board would function as a spending committee of the University, similar to the Library Committee, and in addition to formulating general policy, it would be responsible for drawing up an annual budget for the work of the Centre and for submitting this budget to Senate. Arising from the above, items in Board reports of its meetings which required the approval of Senate would have to be referred to the Committee concerned or reported direct to the Principal's Circular (CEMS File F8).

It was 8 July 1974 before the Registrar responded to further sections of the 1972 Memorandum in a letter (CEMS File F8) to the Director noting that priorities for new programme areas and new developments raised general questions of policy and were referred, therefore, to the University Planning and Development Committee. Questions of detail remained still to be examined.

Reporting on the 1974 Summer School to the Board Meeting of 29 March 1974, the Director wrote that growth in

recent years

"...had been phenomenal it attracts people of all ages (probably about 15% are over 65 and the same percentage under 21) and diverse occupations (although housewives and professional people predominate). About 65% of this year's Summer School participants were female and 35% male. The educational level ranges from a handful with Std. 6 or less, to 16% with postgraduate degrees or diplomas. However, a majority has some form of post-matriculation qualifications" (Minutes: 841).

Funding new initiatives in
less-privileged communities

The same meeting (29 March 1974) considered and approved two proposals directed at the University of Cape Town Foundation requesting funds - the first, to extend the University's programme of conferences, professional refresher courses and seminars, the second to support an adult education programme especially designed to reach the less privileged (Minutes: 842). The appeal included the following comments:

"Recent surveys of the participants in the University's extra-mural courses strongly suggest that they consist largely of people in the middle to upper income groups who have achieved at least a Senior Certificate we believe there is a rich and fertile ground for university adult education especially among the Coloured and African poor and under-educated."

The memorandum went on to outline two possible approaches to the problem, those of workers' education and community education, and requested funds for the programme. At the same time the Board requested that the Deputy Director's

salary be adjusted both in recognition of Mr Thomson's outstanding contributions to the development of the Centre and to avoid the anomalous situation in which the Senior Tutor's salary scale (Lecturer) was higher than that of the Deputy-Director (Senior Administrative Officer). Requests for the posts of Organiser and Administrative Assistant were renewed.

Further, in view of the support of the Faculty of Education and of Council for the introduction of the academic study of adult education expressed on the basis of the 1972 Memorandum, the posts of Senior Lecturer in Adult Education and Senior Tutors in Community Education and Workers' Education were requested. The two posts of Senior Tutor appeared also as priorities in the memorandum to the UCT Foundation on adult education for the less privileged. The perennial requests for staff had thus taken a new turn and appeals for funding outside the University (and especially from overseas sources) were to become a characteristic of the period 1974 - 1978. The Minutes (852) reflect that on 7 June 1974 with the approval of the Foundation and with the Principal's support, an application for funds to support the project for the less-privileged would be submitted shortly to the Chairman's Fund of Anglo-American. On his sabbatical leave in Britain and the Netherlands, Robert Tobias made contact with a number of individuals and organisations such as the Joseph Rowntree

Charitable Trust and the Gulbenkian Foundation in Britain, the International University Exchange Fund in Geneva with no result beyond expressions of sympathetic goodwill. In August and September 1976 James Polley visited several overseas organisations such as the World Association of Christian Communication in London, the Swiss Protestant Churches Association and, again, the International University Exchange Fund - with the same negative results. Appealing to the South African Council of Churches and their division of Inter-church Aid for assistance brought no better response.

The perennial appeals for state subsidy for university adult education programmes also fell on deaf ears. Nevertheless staff of the Centre proceeded to develop further programmes for communities other than those traditionally catered for. On the Cape Flats a series on Your Rights and the Law was held in Athlone as well as a lecture on Macbeth in Heathfield. In both cases the Centre cooperated with local community organisations. A similar attempt to launch a programme in Heideveld failed to get off the ground. An attempt to establish a regular lecture programme in Langa and Guguletu also failed when permit applications to the Bantu Affairs Administration Board were turned down at the last minute for a symposium on African History which was to have been held in both centres. At the request of the Coordinating Civic Council of Langa, Guguletu and Nyanga East with whom

the Centre had been cooperating, two subsequent lectures on African History and Economics were held at the university with buses being provided from the townships (Annual Report 1976: 6). Despite the riots which so badly disrupted life on the Cape Flats during the second half of 1976 a successful ten-day Arts Workshop was held in September/October. This also had to be moved from Langa and Guguletu to the University but drew about 40 regular participants in the evenings and over weekends - and this despite the riots and protests which caused some anxiety for the safety of the University bus and its passengers. (Board Papers: 25 March 1977, Annexure N.)

Canvassing and consultation in Langa and Guguletu in 1974 to 1976 had resulted in proposals for courses and lectures in almost 25 different fields, ranging from psychology to history and from law to art.

Convinced of the value of such programmes to the communities concerned, and also as a response to the 1976 disturbances, Robert Tobias announced two initiatives at the Board meeting, 25 March 1977: the Mowbray Arts Project Trust, later to be known as the Community Arts Project; and a Community Education and Research Project with a Black Programme Organiser/Research Assistant financed partly from the Centre's own funds.

The Mowbray Arts Project Trust took a lease on a building in Main Road, Mowbray. The project was

administered by Trustees of whom Tobias was the Secretary and it was a fundamental premise that the project would be controlled and governed by the users of the accommodation and facilities. The purposes of the project were as follows:

- (a) To provide opportunities for everyone interested to develop their creative abilities and skills in aspects of the arts in the broadest possible sense of the word;
- (b) To provide arts workshops and related programmes as and when the need arises;
- (c) To provide a place for contact between people and interaction between the arts;
- (d) To place the emphasis on learning by doing.

(Annexure L. Board Papers: 25 March 1977.)

On this basis appeals for funds were made and the project (which in 1984 still runs successfully) was inaugurated.

At the Board Meeting of 25 March 1977 the Director pointed out, in reply to a question, that the Mowbray Arts Project was an independent venture totally unrelated to the University.

"As the University had cooperated in the formation of the Medieval Association of South Africa, so was the case of the Arts Project with the difference that the University could always make use of the accommodation offered at Mowbray. This report was noted by the Board" (Minutes: 941).

In addition to this venture the Director was able to report to the March 1978 Board meeting that the Centre had performed a valuable innovative function and a number of independent organisations had grown directly from this: Grassroots Educational Trust, the Independent Film Union, The Community Arts Project and (somewhat less directly) the Cape Flats Committee on Interim Accommodation (Minutes: 980).

The Community Education and Research Project

Adding the 1977 Summer School surplus of R8 000 to a credit balance in the Department's Community Education Project Fund, the Board authorised on 20 May 1977 a sum of R14 000 to be used to employ a Black programme organiser on a two-year contract to extend the University's extra-mural programme on the Cape Flats and to be responsible for the coordination of a community education project (Minutes: 947).

The goals of the Community Education and Research Project were: to extend the University's extra-mural programme within the Black townships of Cape Town; to initiate and facilitate, in cooperation with other organisations and groups, a series of experimental adult education programmes designed to serve those with little formal education; and to assist in research and evaluation studies related to these programmes (Minutes: 965).

The Board recommended that the project be proceeded with immediately and on 6 October 1977 the Director was able to report to the Board that the United Church of Canada would make a grant of Cdn \$10 000 per annum for three years to the University for the development of the Centre's adult education programme in the Black Community. Council approved the project on 1 February 1978 and advertisements for the post were placed in the press. The project was approved in principle for an initial period of three years, the Canadian grant having made the extension possible. Before Council approved the Memorandum and advertisement for the post, however, Robert Tobias had been required to give assurances that the project would not impede the existing programmes of the Centre (Minutes: 974).

During 1977 and 1978 programmes in the Black community concentrated on in-service courses at St Francis Adult Education Centre, Langa, designed to enrich and support the work of Black teachers whose morale had been so adversely affected by the 1976 disturbances. 18 short courses, including demonstration lessons, were centred on the teaching of primary school English and arithmetic and high school mathematics and science. Professor Clive Millar, on leave from the University of Fort Hare, helped Robert Tobias to mount the programmes in 1977. In 1978 the programme was offered in cooperation with SACHED and coordinated by Mr David Makhubela

assisted by UCT staff (Annual Report 1978: 4).

Further initiatives

On 22 November 1976 a meeting was held at the Centre to discuss a course on Trade Unionism proposed by Mr J Maree in response to a long-standing request from the Trades Union Council of South Africa to the University to offer such courses. Discussion centred on whether it would be appropriate for the University to offer such a course (a) in view of the fact that it might be pitched at a sub-university level and (b) because it was designed essentially to meet the sectional interests of one segment within the community. It was agreed to proceed with the course on an experimental basis, open to all and advertised as a course on Trade Unionism rather than a course for Trade Unionists. The Board accepted the proposal and the course was offered in June to August 1977, drawing 30 registrations.

In 1977 James Polley organised the first Film Festival and thereby opened a new field of interest for the adult public of Cape Town. The success of this first venture and subsequent festivals opened the way for the establishment of the University's Film Education Unit. A note in the agenda for the meeting of the Board on 19 May 1978 drew attention to the fact that the Centre continued to play a facilitative role in helping community groups and organisations to establish a Community Video Resources Centre. The aim of such a centre was to develop

the use of video as a tool in community development and education programmes (Minutes: 985).

Further expansion of the extra-mural programme

The "traditional" programmes continued to show the by now expected growth. The 1975 Silver Jubilee celebration of the Centre included a Summer School at Sea conducted on board Windsor Castle during her coastal run from Cape Town to Durban and back. 101 courses were mounted in 1977, 117 in 1978; Summer School, Extra-Mural classes, Inaugural Lectures drew enthusiastic groups of students and tours to Greece (1976) and Scotland (1977) were well supported. The careful evaluation of such programmes was repeated year by year and this constant re-appraisal led to memoranda such as that presented to the Board following the 1976 Summer School (Minutes: 904) where among other conclusions the following were highlighted: the need to expand the highly rewarding limited courses; the difficulties of time-tabling for the different groups of students and a concern to cater for a more heterogeneous mix of participants.

The the following meeting (21 May 1976) the Board considered and approved a memorandum on the aims of Summer School which were expressed in the context of the broader aims contained in the 1972 Memorandum (see Appendix D). In summary, the aims of a Summer

School were seen to be:

To stimulate people to further their reading and studies in a wide range of academic fields.

To provide people with the opportunity to advance their knowledge and understanding of particular fields of study.

To promote public understanding of particular economic, social, cultural and technological issues, problems and concerns.

To advance understanding and knowledge through bringing together people of different disciplines and diverse perspectives.

To provide continuing professional education programmes.

In more general terms, some courses could be seen as being aimed at the graduate while others are at a more popular level. Some may be seen as a form of "balancing" education (education designed to balance the curriculum of graduates and undergraduates in view of the high degree of specialisation in many degree programmes), while others may be seen as providing the person who has never been to university with an opportunity to acquaint himself with the University and its studies. The aim in general is to reach a wide cross-section of the population in terms of age (Minutes: 914). These aims remain the basis of Summer School planning by the present staff of the Centre.

The status of the Centre's
executive staff

During the period under review the Board had on several occasions been embarrassed over issues arising out of the ambiguous status of the executive staff of the Centre. In fact, from the first establishment of the post of Director of Extra-Mural Studies in 1951 considerable ambiguity had existed over conditions of service and status of all extra-mural staff. On the one hand, Extra-Mural staff were all subject to the conditions of service of administrative staff and "fairly recently [1974] the Research Committee had ruled that extra-mural staff are not eligible for consideration for research funds" (Minutes: 969). It is clear, however, from early Minutes of the Board that the original intention was that the post of Director should be an academic one. In December 1948 the Extension Lectures Committee had recommended that a "Director be appointed with the status and salary of a senior lecturer. At a later date it is envisaged that the Director should have professorial status" (Minutes: 8 December 1948). The Board of Extra-Mural Studies which was inaugurated in 1949 reaffirmed this decision (Minutes: 3).

The hybrid nature of Extra-Mural posts had been recognised many times in memoranda and minutes in the succeeding 25 years. On the one hand the administrative duties of staff were uncontested; on the other, it had also been

recognised that staff had an equally important and overlapping function of designing appropriate educational programmes so that the precise nature of the duties of staff varied from programme to programme. All advertisements for new staff had indicated that the incumbent was expected to undertake research - a duty anticipated of academic staff. Further, it was accepted that Centre staff would be involved in teaching the proposed diploma course for the educators of adults to be offered through the Faculty of Education.

The Board clearly believed that the ambiguities were unnecessary and adversely affected the work of the Centre and, therefore, strongly recommended that the full academic status of the Director, Deputy Director and Senior Tutor be recognised and that they be accorded academic conditions of service, "once and for all" (Minutes:970). This resolution together with supporting documents went to the Staffing Committee for their meeting in March 1978.

In the meantime Senate and Council had approved new Terms of Reference for the Board. The opening term read:

"To have oversight of the Centre for Extra-Mural Studies and its programmes and to make decisions in those areas in which powers may from time to time be delegated to the Board by Senate and Council"

Restructuring of Faculties:
Possible effects on the Centre

Perhaps thus emboldened, the Board decided to recommend that the Centre retain its existing status after considerable discussion on the Report of the Working Party on Faculty Structure which had suggested the Centre be integrated in time with the Faculty of Education. The Board felt, however, that the Faculty's primary concern was with the training of school teachers; that the Centre might well not receive the attention it deserved in the discussions and in the establishment of priorities within the Faculty of Education; the Board was frequently concerned with university-wide policy as distinct from the narrower focus of a particular Faculty; and that if the Centre were to be integrated with a particular faculty there was danger of its being too closely identified with it and the support it enjoyed from the University at large might well suffer (Minutes: 957).

On the other hand it was accepted that the Centre for Extra-Mural Studies and the proposed Department of Adult Education, and indeed the wider interests of the Faculty of Education, had some degree of academic cognacy. However, it was suggested that Extra-Mural Studies was broader in its conception than Adult Education. The point was made that the establishment of the Centre for Extra-Mural Studies within a Faculty of Education would only be acceptable if a very much wider conception of a

Faculty of Education were to be accepted by the University (Minutes: 957). This would imply incorporating all units and persons concerned with the study of teacher training, professional education, higher education, adult education, industrial training within a single structure. The Board felt that should the University decide to develop such a broader conception of the role of the Faculty of Education and should it decide to bring about the structural changes necessary to achieve this, the proposal would be far more attractive.

The Board felt strongly that if the University did decide to establish the Centre for Extra-Mural Studies within the Faculty of Education, despite its recommendation, then the Board of Extra-Mural Studies should remain in existence since it considered that a broadly representative Board, including representatives of Council, Senate and other sections of the University, was essential if the work of the Centre were to be maintained at its existing level (Minutes: 957).

In March 1978 Robert Tobias indicated to the University his intention of resigning in order to take up a post at the University of Canterbury in New Zealand. There is a certain irony in the fact that on 6 March 1978 the Academic Planning Committee noted that the working party (Professor Carr and Associate Professor Wild) had recommended that the Director of the Centre also

be Professor of Adult Education within the Faculty of Education (Minutes: 985) and that the Principal's Circular (350) recorded that the Academic Planning Committee and the Conditions of Service Committee recommended that the Director of the Centre be accorded academic conditions of service. However, other staff members would continue to serve under non-academic conditions until such time as posts became vacant "when consideration should be given to the conditions of service appropriate to the responsibilities which the occupants are required to undertake" (Minutes: 987).

ANALYSIS OF PERIOD 1968 - 1979

This period is marked by the immense growth of the extra-mural programmes; by a significantly changed theory of university adult education expressed in the development of new initiatives in constituencies not hitherto catered for; and the impetus which was to lead to the formal training of adult educators together with research into aspects of adult education. To some degree this development was hampered by the University's inability to increase resources, by uneasiness about certain of the new initiatives in the University; by the ambiguous status of the staff and by the stress consequent on these factors.

As we have seen (see page 87) Thomson and Tobias had launched this greatly diversified and expanded programme within weeks of their appointments; but Tobias frequently warned against using the impressive figures of public response as the criterion of success. "We must also seek evidence on the quality of the education provided, the breadth and scope of our complete programme, the extent to which it reaches the people for whom it is intended" (Annual Report 1971: 4).

An indication of the increase in the output of tertiary level non-formal programmes (the "traditional" extension courses) directly to the public can be gauged from the following comparison table spanning the period:

Table I: Extra-Mural Programmes 1968 - 1978

Year	No. of Courses, Conferences, Symposia, etc.	No. of Meetings	No. of Registrations	Gross Attendance	Average Attendance
1968	17	167	1 526	23 900	143
1972	72	995	6 918	69 650	70*
1978	117	1 076	11 340	66 735	62*

* These lower average attendance figures reflect the Board's policy decision to offer long, more intensive courses for restricted numbers of students.

The extra-mural work of this period is, therefore, marked first, by the regular and carefully researched reports to Senate examining the factors mentioned above and secondly, by the development and refinement of the structures and procedures for selection, presentation, management and evaluation of the courses offered to the public. One of the first initiatives was to make public in the 1969 Annual Report the proposals for the development of the work which emerged from the sub-committee chaired by Professor Schaffer (see Appendix C). Thereafter the new-style annual reports reflected the progress of these proposals. It is a tribute to an overstressed

staff that so much of the 1969, and later the 1972 proposals had been realised or launched by the time Tobias left for New Zealand in 1978.

There are several features of the extension work which distinguish this from that of the preceding period. The first is the vision of Tobias and Thomson made substantial in the practice of the Centre, their immense vigour and the loyalty and efficiency of the administrative staff. Together as a team, executive and administrative staff put in longer hours researching, planning and mounting courses than would be deemed reasonable in most university departments. They evaluated the results of this work regularly and wrote papers of considerable academic interest. By the mid-1970's the unit had gained national prestige - initially because of the reputation of the annual Summer School and the extra-mural classes.

The 1969 Report had proposed specific plans for these activities and the extension of the adult education function through an extended Summer School, establishing extra-mural classes, discussion groups, conferences, seminars and symposia, extending continuing professional and vocational education, establishing a research and training programme in adult education and planning ultimately to move into a purpose-built centre. This was a deliberate attempt to widen the University's extra-mural constituency. Through the next ten years

a code of practice emerged for these activities. At its heart the programme had a philosophy of openness to all expressed in a low fee structure; no entrance qualifications and no examination; no qualifying diplomas or certificates awarded; and a belief that the unit should on no account attempt to take over work that was being well done elsewhere. Further, the staff sought to recruit the best lecturers and discussion leaders with expertise in their fields and the ability to communicate effectively with mature students. In return they were able to offer lecturers enthusiastic classes and the chance to teach courses of their choice as well as support services such as typing, printing, teaching aids and advice on techniques in teaching adults.

The average attrition rate among students at extra-mural classes of about 32% compared with similar figures overseas. The 68% completion rate was, therefore, encouraging in view of the lack of external inducements on participants to sustain their studies and possible difficulties in maintaining attendance over six months (Annual Report 1971: 6). The confrontation with Professor Scholtz prior to the 1973 Summer School (see page 91) established the autonomy of the Department of Extra-Mural Studies in relation to other University departments. This precedent suggested that permission to mount any course was not required from a

head of department; the Department, however, continued to seek the advice of heads of department on proposals in their fields and to inform them of all programmes through the Board papers as a matter of course and courtesy.

The new-style extra-mural classes introduced in 1970 were sufficiently flexible to allow experimentation with a wide variety of formats. Problems had been experienced in the larger, popular classes when lecturer-student contact was inevitably reduced. Introducing small group discussion and question time after the lecture helped somewhat. Nevertheless, it was an important principle that no student be pressured into participation. Secondly, there was often a fall away in numbers after the June vacation in the longer courses. To answer this the staff introduced more "intensive" courses for limited numbers of committed students and it became a principle that, where growth was to be encouraged in extra-mural classes, extension classes and Summer School courses, it should be in those courses which encouraged close contact between lecturer and student.

So far as Summer School was concerned, the plan was to extend its scope and duration to achieve the aim of reaching a wide cross-section of the population in terms of age; to stimulate their reading and studies

in a wide range of academic fields; to promote public understanding through bringing together people of different disciplines and diverse perspectives; and to provide continuing professional education. The Summer School rapidly became the most visible of the Centre's activities. In 1969 six courses were offered with a gross attendance of 19 114 (average of 3 125 per course); in 1978 35 courses drew 31 516 attendances (average of 900 per course). The figures show impressive growth and demonstrate as well the planned move to "intensive" courses (see also Table I on page 117). Students came from all corners of the country and abroad, many living in residence. Important aspects of the organisation of a Summer School apart from the devising, publicising and registering processes were the access to University facilities on the upper campus and the cooperation of the University authorities in matters such as traffic and parking, residence supervision and the provision of temporary office facilities on the upper campus to which the entire staff moved for three weeks every year. For their part the University authorities were glad to cooperate. The Summer School was seen as having immense public relations value; and press coverage of Summer School activities has always been generous.

A further feature of the period was the establishing of an increased number of courses and seminars of a vocational

professional or specialised nature. In 1970, for example, eight such courses were held. Extension lectures outside the city were revived and maintained - but at great cost in terms of staff involvement. Foreign tours were organised. The printing and publishing of lecture notes, proceedings of courses and conferences and of staff and student research papers contributed to yet another form of extension work - disseminating information to a wider audience. The development of the Centre's own small but effective printing unit greatly facilitated this process.

That this programme of expansion and the formulation of new goals had the support of the Board can be seen in the pages of the Minute Books. The Board moved from a position of being concerned only with general questions of policy (see page 62) to one of full involvement. Particularly under the chairmanship of Professor Sloan, the Board clearly showed support for the staff's endeavours and needs; but more particularly, the Board took seriously its responsibility for the Centre's programmes and became involved in the critical process of selecting and planning courses and events, as it had been before 1952. The Board was conscious of its duty to act as a missioner, to experiment, and to stimulate a demand for courses, seminars, conferences and lectures in a wide range of subjects and in various communities of the Western Cape, even when the demand

for a particular subject was not self-evident and especially among those less educated groups whose educational needs may be least clearly articulated (Annual Report 1970: 5). The Board received and commented perceptively and helpfully on the Director's memoranda on fees, admission and honoraria policies. Guidelines laid down at this time form the basis of policy in these matters in 1984.

So the structures and procedures devised to support the work of the Centre (some of which had originated in the nineteenth century) continued to be modified and refined with experience. It was a pragmatic and developing process, rather than one of formal codification; it continues to provide the structure for the Centre's extra-mural programmes at present. This programme has as its mission sharing the scarce commodity of academic knowledge with a wider adult community than that able to enter tertiary education. Its emphasis tends to be on the humanities and the social sciences, its dual values those of personal enrichment and enlightened citizenship (Millar 1984: 13).

This working theory of university extension strongly echoed the University's own liberal values and objectives as endorsed by the Principal's Policy Committee in 1974 and especially its third objective, "that the University does not act in isolation from Society but has a duty to,

and a direct relationship with, Society" (Minutes: 934).

However, among the Centre staff in the early 1970's one discerns a growing sense of reaction to the relative failure of this theory of extension to provide in any relevant way for people who were poorly-educated, impoverished and Black.

At the University's Seminar on Adult Education in September 1973, James Polley delivered a paper on Adult Education and Social Responsibility in South Africa.

In it he drew attention to the figures which had emerged from the evaluation of the Centre's activities. The majority of respondents to the 1973 questionnaires were white (93%), female (a ratio of 2:1), medium to high wage earners, and graduates or diplomates (50% to 65%, depending on the course). What caused the staff concern was not so much the fact that they were involved with this segment of society but that they were virtually out of touch with all other groups (Polley 1974: 156). It was clear that while the Centre's programmes were enjoying great success with the comparatively affluent, well-educated white group, in terms of the goals for wider outreach expressed in the 1969 and 1972 Memoranda there had been a relative failure to reach the Black and Coloured communities. Robert Tobias noted in a proposal for a research project in community education, dated 10 May 1976 that the very growth of adult education -

at least in its organisational and programme forms and operating within existing constraints - was increasing the gap between the "educated" and the "undereducated" and could indeed contribute towards increasing the gap between rich and poor and between Black and White (CEMS File F9).

The Centre's response to this awareness of being out of touch was two-fold. First, the staff ensured that the regular programmes continued to reflect the realities of South African society with such courses as Africans in the Western Cape offered to 600 people in the Baxter Theatre in 1977, Trade Unionism and Suid Afrika 1984: Afrikaner Waarheen? both offered in 1977. Courses such as these were offered more to sensitise traditional audiences than to attract a wider constituency. However, they were widely advertised and offered in venues calculated to attract people from all sections of the community. Secondly, the Centre attempted to generate resources for specific workers' and community education programmes. The authors of the 1972 Memorandum had realised that it was insufficient merely to have an "open door" policy to such programmes no matter how relevant they might be; the allocation of special resources to the workers' education and community education programmes was vital and a major effort would have to be made to seek the necessary funds to finance such projects. Equally the writers understood that establishing goals

and priorities for university adult education was a complex process subject to conflicting ideas and pressures both within the University and outside it. On 16 May 1973 Robert Tobias wrote to the Principal, Sir Richard Luyt, requesting an interview to discuss those aspects of the 1972 Memorandum relating to community education which he felt could very readily run aground in the face of conservative opposition from those who were wary of the implications of an effort by the University intended primarily for Black and "Coloured" communities ((CEMS File F8).

John Rees's response on 17 February 1977 to an appeal to the South African Council of Churches for financial assistance for the Community Arts Project (see page 103) was fairly typical of one kind of pressure felt from outside the Centre. Rees wrote that there was a feeling that in essence the project was a white liberal approach to the problem. He also suggested that the request to support a centre away from the University would not succeed because of a concern that this was bowing to the educational authorities and seemed implicitly supportive of the ideology and implementation of separate development (CEMS File F9). Tobias's reply to Rees on 24 February 1977 is, on the other hand, a clear articulation of what may be termed the Centre's response to its failure to widen its extra-mural constituency. It was the route of community education. Tobias wrote that, while all Centre programmes were open to all on a non-racial basis,

"...we wish to appoint Black staff to begin to develop creative adult education programmes which would take place both within the Black community on a more local geographical basis and at the University itself a traditional White liberal approach had proved somewhat ineffective in the past by attempting to identify and overcome some of the obstacles (structural, psychological, geographical, financial, etc.) which prevent participation by many Black people in the adult education programmes provided by the University" (CEMS File F9).

Tobias's articulation of community education was that of a form of adult education both reactive and imitative: reactive to the earlier working theory of extension (see page 78), and imitative of - or drawing upon - the body of theory of community education available to him during his year in Chicago under Houle and on his study tours to the Netherlands and Britain (particularly his experience in Liverpool). On Wednesday 16 June 1976 Soweto students erupted. On 11 August Langa, Guguletu and Nyanga students followed suit. It was a crisis point centred on access to an adequate education. Late in September 1976 Robert Tobias presented a paper The University, Adult Education and the Urban Poor at the Assembly of University Communities, University of Witwatersrand. In this he sketched these influences on his thinking towards a working theory of adult education and social change, based on the Centre he directed...

He had been stirred by a sense that all education seemed to have expanded the inequalities between groups (1976: 1) and by the fact that earlier in the year there had been

an almost total rejection by urban Black and "Coloured" people of the separate educational systems and cultural and political institutions imposed on them by the dominant Whites (1976: 3). While he did not claim that the liberal tradition at the University was in disarray (it continued to meet the University's and certain communities' demands) he felt it was insufficient to meet the challenges posed by other communities.

The Centre would have to provide more courses in Black townships and, on the other hand, by means of student recruitment, publicity and through the provision of transport, increase the accessibility to campus-based courses (1976: 4). Further, dynamic leadership would have to be provided through research and training programmes for adult educators (1976: 5). If the problems were to be investigated effectively they required a greater degree of integration between action and research and a greater degree of involvement by the universities in the community than is perhaps customary (1976: 4). Here Tobias utilised A H Halsey's definition (1972: 165) of action-research as small-scale intervention in the functioning of the real world, usually in administrative systems, and the close examination of the effects of such intervention.

He noted (1976: 6) the powerful attacks on action-research by writers such as D P Moynihan and Basil Bernstein, but nevertheless suggested that three action-research

possibilities could be appropriate approaches to the problem of providing adult education programmes for the poor.

The first focused upon higher adult education where ways could be investigated by which universities themselves could adapt their procedures, curricula and teaching methods so that they could more effectively serve the interests of urban Black working men and women. Noting the suggestion that such an approach might endanger academic standards he quoted the example of the University of Keele (1976: 19) which, since 1971, had been experimenting with courses on a community basis in working-class townships in Staffordshire. These results confirmed his Cape Town experience - that it was possible to involve a wide variety of people in planning their own educational programmes in consultation with University staff whilst at the same time retaining an emphasis on systematic study of the highest quality (1976: 10). Tobias was referring here, among other programmes, to the extensive series of meetings in Langa and Guguletu with community groups (a principle of working with a local committee already applied to extension courses in "white" Paarl, for example) which resulted in proposals for courses and lectures in about 25 different fields. Similarly, the courses with and for Black teachers in 1977 fall into this category.

A second approach (1976: 11) shifted the focus to an analysis of the possibilities and problems associated with the fostering of cooperative arrangements and the open exchange of information, ideas and resources between various agencies and between those agencies and "grassroots" groups in the community. The conceptual frameworks of Donald Schön (1971) and Ivan Illich (1972), could be used to investigate the development of information and educational networks between institutions and groups, wrote Tobias (1976: 11). Here the Centre's initiatives resulted in the foundation of Project Grassroots (later Grassroots Educational Trust), a community organisation concerned with increasing the range and quality of facilities, services and education provided for the pre-school child. The Community Arts Project and the Community Video Resource Association were also products of this model of action-research. Staff became members of such organisations where membership was relevant to the work and where they were invited to do so.

The third possibility (1976: 13) investigated the role of the individual teacher, adult educator or "animateur" within a working class area. Here the roots of the idea resulted in the appointment of a Black community worker in the Centre's Community and Education Research Programme, funded generously by the United Church of Canada in its initial stages of attachment to the Centre.

It is also true to add that Robert Tobias himself adopted the role of "animateur" not only in his relationships with community groups but also with his own Board. As has been shown Tobias's projects developed sometimes with the Board's full support (see page 94) , sometimes with their admission that informal accountability to the community was important (see page 104). But as one studies Board Minutes, letters and reports, one is left with the strongest impression of Robert Tobias's gentling of the Board and of the freedom he had to operate in consequence. The spare details of plans, programmes and responsibilities contained in the Board papers and Annual Reports are not in proportion to the scope and complexity of the community education projects he launched. Some of these, notably the Community Arts Project and the Grassroots Education Trust, run today with an independent vigour which is a tribute to the inherent soundness of Robert Tobias's groundwork.

However, all of the above raised the question of a commitment to radical change which Robert Tobias knew would be resisted in "conservative" quarters in the University (see his letter to the Principal, page 126). When the University appointed a sub-committee in 1978 to report on the Centre, the members (Professors Carr and Wild) based their investigation on the hypothesis that the Centre generated no subsidy; it was, therefore, necessary to ask what advantage it offered to the

University as a whole, as compared with rendering a service to the community, which although desirable might be a luxury the University could no longer afford (see Appendix E).

The sub-committee reported that the positive answer to their hypothesis lay in the public relations area and in the good image given to the University by activities such as the Summer Schools. These probably aided the University's fund-raising appeals and possibly resulted in some increase in student enrolment, they found. It is only fair to add that this report was made in a time of acute financial stringency.

Their comment on the community projects aspects of the work, however, strikes at the heart of this phase of the Centre's policy. Projects on the Cape Flats were dismissed as "praiseworthy social endeavour"; the sub-committee felt that such sub-university level teaching programmes should not be a function of the Centre (see Appendix E).

It was in response to this sort of reflection of a real tension in values that Robert Tobias (1982: 131) later wrote in his paper Adult Education as a Field of University Study:

"The attractions of engaging with the dominant institutions and groups in society are considerable. Thus one may extend one's academic and professional career and extend the influence and increase the status of adult education. In addition one may hope to influence the processes of social change.

On the other hand there are few incentives for university adult educators to engage with groups and movements of the exploited and subordinate sections of society".

Examination of the goals of such initiatives as the Community Arts Project (see page 105) and the Community Education and Research Project (see page 106) show that these projects were not simply a development of more "relevant" extra-mural programmes, well-advertised and in appropriate venues. They are far more obviously lodged in a theory of social change, with a new element of political activism, radically different from earlier theory and practice in the Centre. These projects represent a distinctly new - and alternative - constituency for the Centre. For much of the period 1974 - 1979, but especially after the 1976 township disturbances, there were two areas of work, with two communities, grounded on totally different educational and political theory positions.

Finally, this phase of the Centre's history closes with the establishment of a Chair of Adult Education giving substance to a third strand of development - university based research and teaching of adult education. Research had been part of the centre's task as early as 1970 in the rigorous investigation into the nature of the extra-mural programmes. There were, too, the needs surveys and education consultations with representatives of voluntary associations and ad hoc groups in the

townships such as the Coordinating Civic Council of Langa, Guguletu and Nyanga East. These led to the participatory and committed action-research programmes discussed above. Yet another aspect was the teaching done by Robert Tobias and James Polley on community development theory in an Honours course in the Department of Applied Sociology in Social Work. Finally the groundswell of demand for academic conditions of service for the executive staff was given impetus by several events: the acceptance in 1974 by the Faculty of Education that a department of adult education be established; that the Director be made a member of Senate ex officio in 1977; and the recommendation in February 1978 that the Director also be Professor of Adult Education and, where appropriate, the staff be placed on academic conditions of service.

In studying this period of the Centre's history one notes that the problem in pursuing these three visions of adult education engagement ("traditional" extra-mural activity, community education and research and teaching of adult education) is exacerbated by limited resources. Decisions about programme priorities and the allocation of scarce staff resources would reflect conflicting demands and problems of balance between "traditional" programmes and the more recent initiatives. Such issues would come into sharp focus after 1979.

CHAPTER VA QUESTION OF BALANCE 1979 - 1984

Applications for Robert Tobias's vacant post (advertised as Director of Extra-Mural Studies/Professor of Adult Education) closed on 18 September 1978 and from the field of 18 applicants Professor Clive Millar was appointed with effect from 1 January 1979. He had been a staff member of the Faculty of Education at the University of Cape Town before being appointed to a chair at the University of Fort Hare. He had a background of teacher education and curriculum theory. He was a close friend of Robert Tobias, had been interested in the work of the Centre (see page 107) and accepted the first Chair of Adult Education in South Africa as an alternative to emigrating to Australia.

In his Memorandum proposing that the Director be given the rank of Professor, Robert Tobias had written with remarkable grasp of the future of the post he had recently resigned:

".... the emphasis will shift to the provision of post-experience and professional continuing education and to the provision of academic leadership in the field of adult education through teaching, research, consultation and pioneer and development work. Indeed this

shift of emphasis is already taking place ... I believe this can best be achieved ... by combining the post with a Chair in Adult Education" (Minutes: 980).

Fortunately a candidate had been found who combined experience and appropriate academic distinction thus settling a long debate which had ranged between the Board and the University since 1949 and obviating the stop-gap suggestion that someone be appointed temporarily to the post of Director only (Minutes: 988).

An early priority:

Staff conditions and new appointments

One of Professor Millar's first priorities was to attempt to secure academic conditions of service for all the Centre's executive staff (an attempt that had failed only the previous year). In a Memorandum to the Academic Planning Committee (28 February 1979) he pointed out that by creating a Chair of Adult Education the University had unequivocally accepted this as a field of academic study; that, as a result all the executive staff would henceforth not only practise adult education but also teach it in the proposed Diploma course; that two cadres of staff in a small unit would be harmful to morale and divisive; and that the Professor would be handicapped in giving expression to the integration of theory and practice if certain key members of the Extra-Mural Studies team were classified as administrative staff (Memorandum: 28 February 1979 in Minutes: 1012). The

University, accepting that the situation was now different from that in 1978, acceded and academic conditions of service were granted to all executive staff on 1 May 1979.

For several years James Polley had been offering a successful annual Film Festival as a Centre activity and part of its outreach into the community. Encouraged both by the public response to the festivals and by the offer of \$35 000 from the United Church of Canada the University General Purposes Committee agreed to his request for the establishment of a Film Education Unit and of the post of Director of the Unit at no cost to the University (Principal's Circular: 375). Mr Polley was appointed to this post subject to a review after two years and the Unit came into being on 1 February 1980.

This move freed a post in the Centre which was advertised at the level of Senior Tutor (lecturer). Douglas Walker, formerly Senior Lecturer in Education at the University of Natal, was recruited from Massey University, New Zealand where he had been working on the distance education of teachers and on learning theory. His arrival in January 1980 strengthened the extension programme then administered by Douglas Thomson, the Deputy Director.

On 1 October 1980 Tony Morphet took up his duties as Senior Tutor with special responsibility for the teaching

of adult education and for research and development projects. He had been Director of Extra-Mural Studies at the University of Natal. On the retirement of Douglas Thomson, Douglas Walker was appointed to the post of Deputy Director in May 1982 and Tony Saddington filled Walker's post as Senior Tutor. Saddington's background was one of experience as Director of Lifeline, the telephone counselling service, and of skills in experiential learning techniques. His main task is to support the Deputy Director in the development and provision of extension programmes. Professor Millar had assembled a strong team with the necessary experience in adult education as well as appropriate academic backgrounds in a remarkably short space of time.

Further priorities:
Revised Aims for the Centre

Two further priorities were pursued energetically in 1979. The first was a survey, undertaken by Helen Campbell, of the provision of tertiary, non-university adult education in South Africa. This was published in January 1980. The second was a revised set of aims for the Centre, accepted by the Board on 9 August 1979 (Minutes: 1029). In future the Centre's tasks would be guided by eight aims:

To provide educational programmes of an academic nature designed to complement earlier

specialisation in education and to provide personal enrichment.

To reach people who do not have formal university entrance qualifications by providing relevant educational programmes.

To provide educational programmes of an academic nature that will advance the level of understanding of current social, political, economic and cultural issues.

To assist in the provision of educational programmes for professional people to enable them to update and exchange knowledge.

To undertake development of pioneer work in connection with special problems of adult education or new fields of work.

To provide support of an educational nature to individuals and groups engaged in adult education and community development.

To provide and assist in educational programmes to enable adult educators to develop professional skills and insights.

To undertake research relevant to the above purposes.

In pursuing these aims, the Centre for Extra-Mural Studies would be guided by the following commitments:

to the development of opportunities for life-long learning unrestricted by criteria of age, race or formal qualifications;

to a contribution through education to the development of a just and participatory society;

to an innovative approach to problems of continuing education, in keeping with the Centre's relative independence of formal educational structures;

to the maintaining of an approach to learning and teaching disciplined by academic criteria appropriate to a university.

Diploma for Educators of Adults

In February 1980 the Faculty of Education launched the first Diploma for the Educators of Adults, the final outcome of the proposal first mooted in the 1972 Memorandum. The course was taught in the Faculty of Education by members of the Faculty and by Centre staff. The two year, part-time course was offered again in 1982 and 1984 drawing a wide cross section of adult educators, much in line with the anticipation expressed in the draft syllabus presented to the Boards of the Faculty and the Centre in May 1978 ".... personnel and training officers, social workers, youth and community workers, ministers of

religion and religious workers, persons responsible for professional continuing education" (Minutes: 990). In addition, courses have been offered by Centre staff in the Faculty's Higher Diploma in Education and Bachelor of Education and it is anticipated that the first Master's degrees based on research in adult education at the University of Cape Town will be awarded in 1984. Two of the first group of the Diploma students were awarded Master's degrees in adult education on scholarships at the University of Manchester in 1983.

Contributions to the national
debate on reform in education

In August 1980 the Centre mounted a national conference under the title The Role of the University in Continuing and Adult Education. The conference drew nearly 70 delegates representing all Southern African universities as well as representatives from the University of Canterbury, New Zealand (Mr Robert Tobias, the former Director) and the University of Manchester (Professor John Turner). The conference and the publication which emerged from it seemed to be a useful contribution to the more general debate on the role of adult and non-formal education in South Africa which was slowly gathering momentum.

In January 1981 the Centre and the Faculty of Education planned and mounted a national conference on Curriculum

Innovation in South Africa. While the conference was being planned thousands of Black and Coloured students were boycotting the education they were receiving. The conference could not avoid looking at a phenomenon in which the curriculum was embedded. The publication which emerged from the conference entitled Educational Crisis in the Western Cape in 1980 (Millar and Philcox 1981), together with a companion publication The Education Debate (Buckland, van den Berg and Walker 1981) have been widely used on Cape campuses to stimulate debate on educational reform.

A further demonstration of the Centre's engagement in policy development in adult education was the submission by Professor Millar and Tony Morphet, Senior Tutor in the Centre, of the report on non-formal adult education to the Human Sciences Research Council's Investigation into Education in the RSA (the De Lange Committee), tabled in Parliament in July 1981. This was probably the first attempt by a university department in South Africa to grasp national policy issues in adult education and to conceptualise national priorities.

The Community Education and Research Project

The major initiative launched in 1979, the Community Education and Research Project, received a setback when Mr G Napoleon resigned within six months of taking up an appointment that carried special responsibility for this

project. It was only at the end of 1979 that Mrs Nomvula Mtetwa could be appointed as a replacement. She gave high priority to the involvement of the inhabitants of Langa, Guguletu and Nyanga in the project and to ensuring that it was responsive to their interests. To judge by the minutes of the meetings with Centre staff considerable time went into formulation of policy to guide the development of the project. Challenges for the project arose with student boycotts from April 1980 of the township schools. These protests were further complicated by bus boycotts and red meat boycotts. At the Board meeting on 7 August 1980 Mrs Mtetwa reported a start to a plan to respond to the education crisis by working with school principals preparatory to establishing Parent-Teacher Associations. Clearly the tense situation in the townships affected the programme and there was a modest response only to the other more formal courses such as Economics for the Layman held at the Ikhwezi Community Centre. During 1981 further courses and seminars on leadership training, culture and reading aimed at Black teachers and parents were arranged.

A new policy: indirect support
for community education

At the Board Meeting of 4 June 1981 the Director tabled (Minutes: 1076) guidelines for future policy on such research and development projects. This was prompted by the fact that Mrs Mtetwa's project was due to end its

three year period in April 1982 and further, that the "community development" approach had revealed certain limitations to the project. First, scarce resources in adult education had been restricted to a limited residential community and cooperation with a range of agencies in the wider urban context were limited as a result. Secondly, the "grassroots" level of many of the projects had limited the extent to which University resources of knowledge and skill could be mediated to a wider community. Thirdly, accountability had presented difficulties for the community steering group, for the Centre and especially for the project coordinator herself. There seemed to be problems implicit in the attempt to locate a community-based educational project in a university department.

After discussion two proposals were endorsed; that Mrs Mtetwa's post be extended to the end of September 1982; that an offer from the British Council of an expert in community adult education be accepted (the post to be funded by the British Government through its Overseas Development Administration). The Board also accepted Professor Millar's proposed guidelines for future policy. These suggested that the Centre should continue to engage in developmental adult education but that such work would be largely indirect rather than the direct provision of educational programmes to communities and groups whose access to education had been restricted (Minutes: 1076).

The Centre would concentrate its resources on those agencies and groups professionally engaged in community and educational development by providing consultation and support, offering in-service programmes of a professional kind in adult education and engaging in research related to developing sound policies and strategies among educationally disadvantaged groups. No short term contract appointment was envisaged when the Community Educational Research Project came to an end. This seems to have been an attempt to resolve the tension felt in the Centre's policy discussions between two kinds of contribution to community adult education: direct involvement in the organisation and development of one community education project in the African townships, the Community Education and Research Project; and indirect support for community education by means of consultancy, training programmes and research for the benefit of a range of community workers who would serve the interests of the wider disadvantaged community including those classified "Coloured". Professor Millar wrote in the tabled Memorandum referred to earlier (Minutes: 1080) that this seemed the most efficient way of using a very scarce resource and of minimising the risks inherent in a British sponsored appointee engaging in community education in the South African political context. It seemed also an appropriate role for a university in relation to community education.

As from 30 April 1982 the Community Education and Research Project ceased to be a project of the Centre. On 1 May the Council for Black Education (Western Cape Branch) with a committee of Black township residents assumed responsibility for it and Mrs Mtetwa became the Executive Director of the new Council. The University transferred to this Council a sum of R14 000, the unspent balance of funds contributed by the United Church of Canada and by the Centre itself to the original project. The United Church of Canada gave its encouragement and full support to this change of control.

In January 1983 Miss Rachel Jenkins arrived from Britain to take up her duties under the scheme funded by the Overseas Development Administration section of the British government. Her particular interest is adult literacy and she arrived having had experience in this field in Britain, Tanzania and Kenya. In addition, the British Council supported annual visits by Dr Gerry Wheale of the University of Manchester in 1981, 1982, 1983 and 1984. Dr Wheale acted as a consultant to the Centre on research and adult education work, assisted the work of a variety of community organisations and greatly strengthened the network of agencies the Centre seeks to serve. Both these persons were appointed to the Centre to give effect to its newly-defined policy of support for a range of front-line community workers.

Dual accountability: The problem of "balance"

The Board meeting of 16 April 1982 was a momentous one. Mrs Mtetwa presented her final report before the Council for Black Education assumed management of the project; and the Board accepted the recommendations of the Review Committee relating to the future functions and location of the Film Education Unit within the University. However, the most contentious item proved to be number 14 on the agenda (Minutes: 2202), Adult Education and its Relationship to the Department and Faculty of Education. The Chairman, Professor J Cumpsty, noting that there had been correspondence between the Vice-Chancellor, the Director and the Dean of Education, asserted that this correspondence taken together with the 1981 Annual Report, contained assumptions concerning the relationship of the Centre and the Education Faculty and therefore of the balance of activities within the Centre which to him were unacceptable. The correspondence in question (included in the Board papers for the meeting of 16 April 1982) related to the unease felt by some members of the Faculty about what they saw as the undefined relationship of adult education to the Board of the Faculty of Education; the dual nature of the work involving teaching, research and development in adult education on the one hand and extra-mural work on the other. The 1981 Annual Report contained a full statement on the adult education development programme as well as a report on the first completed Diploma course for Educators of Adults.

Noting that the Centre of Extra-Mural Studies as well as the Division of Adult Education in the Faculty of Education was well placed to play a critical and constructive role in the rapid expansion of adult and non-formal education in South Africa, the Annual Report listed the four major tasks for the Centre: research; support, consultation and evaluation services to a network of groups, agencies and institutions; in-service courses geared to specific needs and problems; the Diploma for Educators of Adults - the most formal aspect of the work supporting the development of adult education in various forms.

Professor Cumpsty, in a Memorandum to Professor Millar dated 21 May 1982 and tabled at the Board meeting of 3 June 1982, followed up his assertion on "balance" by writing that the Centre appeared to have

"...moved to a position where approximately half of the time of the permanent academic members was being devoted to the formal training of adult educators within the Faculty of Education while the burden [of the extra-mural programme] had fallen entirely on Mr Thomson and Mr Walker. This I believe to be unacceptable".

Professor Cumpsty went on to claim that

"...although the level of extra-mural activity has been maintained over the last few years I believe that the spark for growth and improvement has gone out of it"
(Minutes: 2004).

Professor Millar responded on 24 May 1982 pointing out that conferring academic status on the Centre's professional

staff was consistent with the expectation that they would be available to support the Professor of Adult Education in teaching adult education (Minutes: 2004). Further, he pointed out that the revised aims approved by the Board in 1979 and to which Professor Cumpsty had been party, explicitly recognised the provision of education programmes to adult educators and of support to individuals and groups engaged in adult education and community development. There had been no policy decision to limit university engagement to more traditional extension work and it was precisely the policy of developing adult education as a new academic responsibility that both the correspondence and the 1981 Annual Report reflected. On the question of "balance" Professor Millar pointed out that before 1979 Mr Tobias and Mr Polley had both been occupied in time-consuming work outside the traditional extra-mural area. So far as the dwindling of the "spark for growth and improvement" was concerned, this remained a subjective judgement to be tested against the range and quality of recent programmes (Minutes: 2004).

After lengthy discussion at the meeting on 3 June 1982 it was agreed to refer the problems to the Academic Planning Committee. This body established a sub-committee (Dr S Saunders, the Vice-Chancellor; Professor J V O Reid, the Deputy Principal; and Dr J Moulder, Special Assistant to the Vice-Chancellor) and charged

it with the task of considering and reporting on the two questions put to it by the Board of Extra-Mural Studies:

What is the appropriate balance between the extension and the adult education activities of the Centre?

Does the constitutional framework within which the Centre operates require revision?

Further it called for views in writing, from any member of the Centre and the Boards of Extra-Mural Studies and the Faculty of Education. Formal papers (minutes, memoranda and reports) provided by the Director and the Dean of Education were available for inspection. The 4 October 1982 issue of the Monday Paper, a broadsheet published by the University's public relations department, carried an invitation to the University community to comment. Under the headline EMS Activities under Debate it contained the following paragraph (among others):

"Over time the focus of its [EMS] activities has shifted and much of its energies are nowadays devoted to its formal diploma programme in adult education, to informal adult education and development work."

In a letter to the Vice-Chancellor commenting on the Monday Paper report, Professor Millar suggested that the above paragraph gave an improper substance to precisely the allegation the Centre wished to answer by means of

the Academic Planning Committee's consideration (Letter dated 5 October 1982: CEMS Files). Professor Millar went on to point out that the statistics did not support the statement that the focus of the Centre's activities had shifted. What had happened was that substantial additional responsibilities had been assumed by the Centre, without neglect of the established extension programme. In the event, the article apparently evoked little response and no member of the University community approached the sub-committee as a result of it. (This was reported to the writer during an interview with the sub-committee.) The sub-committee interviewed members of the Centre staff, the Board and the Faculty of Education and presented its Report (see Appendix F) to the Academic Planning Committee on 12 April 1983. At the Board Meeting of 18 April 1983 Professor Millar reported the general satisfaction of the Centre staff with the proposals made (Minutes: 2035) and the Faculty of Education gave its support soon after (Minutes: 2045). The General Purposes Committee accepted the Report, it was published in the Principal's Circular on 3 August 1983 and received Senate and Council approval. Thereafter the proposal to establish a new Department of Adult Education and Extra-Mural Studies went to the Minister of Education for his approval. This is still awaited at the time of writing.

In summary, the Report covered the background to the inquiry, outlined the procedures adopted during the

inquiry; commented on the very detailed proposals submitted by the staff of the Centre which addressed the question of balance and the constitutional framework; and considered the future location and accountability of the Film Education Unit Advisory Committee. The sub-committee's recommendations were detailed:

(a) The establishment of a new department:

that a new Department of Adult Education and Extra-Mural Studies be established in the Faculty of Education which would undertake teaching and research in adult education and the maintenance and development of the University's extension programmes;

that the Professor of Adult Education/Director of Extra-Mural Studies should become Professor of Adult Education and Head of the Department. The Deputy-Director should be known as Director of Extra-Mural Studies ("as no one would be known as Director for this person to be deputy to" as the Report: 8 somewhat quaintly notes).

The Department of Education should be required to meet its commitment to assist in the teaching of the Diploma course or "transfer resources to the new department in lieu of this". (8).

(b) The reconstitution of the Board of Extra-Mural Studies:

The new Board should have no executive function but

would provide links between the department and members of the University; it would be consulted by and advisory to the head of department on all matters relating to extra-mural and extension work. It would report to Senate and Council annually.

(c) The Film Education Unit:

The FEU Advisory Committee should be re-appointed as an ad hoc Senate Committee on film and film studies. The newly-constituted Board of Extra-Mural Studies would, therefore, cease to take responsibility for the FEU Advisory Committee.

Staffing resources limit further expansion

During the General Purposes Committee consideration of the Report and, in particular, the proposals to establish a Department of Adult Education and Extra-Mural Studies in the Faculty of Education, problems of inadequate staffing had emerged and were reported to the Board on 28 September 1983. Professor Millar pointed out to the Board that if the present level of commitments to extra-mural programmes were to be maintained (i.e. balance were to be preserved) and no staffing resources were transferable from the Education Department or likely to be provided by the Staffing Committee:

the planned expansion of the Diploma Course for Educators of Adults to include specialisation in industrial training could not be proceeded with; the annual intake of Diploma course students would have to be deferred; the courses in adult education within the B.Ed and HDE programmes would be withdrawn; a ceiling would need to be placed on the admission of Masters and PhD candidates (Minutes: 2065).

The Board resolved that the seriousness of the staffing problem be drawn to the attention of the General Purposes Committee with the request that there be a reconsideration of the staffing implications of the proposals for a new Department of Adult Education and Extra-Mural Studies and of the Education Faculty's plans to expand teaching and research in adult education (Minutes: 2066).

In his report to the Board on the 1983 Summer School Douglas Walker, the Deputy Director, drew attention to the growing numbers of students at the event. In 1973 there had been 3 403 registrations for 19 courses. In 1983 there were 7 527 registrations for 42 courses - a doubling of the scale. He pointed out that this very much bigger Summer School was being devised and managed by the same number of staff who had done so ten years earlier (Minutes: 2034). The Board agreed that the number of courses should not exceed 40 at the 1984 Summer School and expressed its concern at the staffing

problems in coping with a demand which appeared to have no ceiling.

The recurrent problem of staffing had again emerged on all fronts of the Centre's endeavours, threatening to hamper further development. The work of the Centre, particularly in adult education, research, development and support for community education had expanded in a way that could not have been foreseen in 1979. As Professor Millar pointed out in his request to the Staffing Committee for some recognition of the need for assistance in 1984, requests for additional staff had last been met in 1979. It seems unlikely, at the time of writing, that the University will be able to provide much relief in the current economic situation.

ANALYSIS OF PERIOD 1974 - 1984

Analysis of this most recent period of the history and policy development of the Centre reveals the following key processes: the development of a formal teaching role in adult education for the Centre following the establishment of a Chair in Adult Education; continuing expansion of the University's extra-mural programme; new commitments to, and a changing conception of, local community education; contributions to the growing national debate on policy development in adult and non-formal education including research projects and publications; consolidation of the academic grounding of all the Centre's activities.

In consequence of such developments (not anticipated in 1979 by some Board members) came the University's examination of "balance" and constitutional framework.

This period of some stress in the Centre and its Board ought to be seen against the backdrop of major national disturbances and crises in all levels of education (Millar & Philcox 1981: 1,23). At least some of the tension observed in the Centre after 1980 (as is certainly also true of the middle 1970's) is

attributable to the Centre's commitments and attempted responses to communities under stress (Buckland, van den Berg & Walker 1981: 42). But it is equally true that an examination of the minutes, the files and records of the Centre and the papers presented by its staff reveals a degree of introspection, of theory development, of constitutional and organisational planning within the Centre which has been immensely time-consuming yet possibly vital to the role the Centre might play in the growth of adult education in South Africa. In their published papers and research topics the Centre staff have ranged widely across such concerns as The Role of the University in Continuing and Adult Education (Millar & Walker: 1981), Extension and Development Roles of a University Centre for Adult Education (Millar: 1981), Continuing Education: A Transformative Concept (Morphet: 1981), The World of Work: Its impact on curriculum planning (Morphet: 1982). Professor Millar and Tony Morphet were responsible for a study directed at adult education policy development in South Africa submitted to the Human Sciences Research Council (the De Lange Report) in 1981. Douglas Walker has been analysing policy in extra-mural studies and adult education at the University since 1954. Tony Morphet is working on a study of Trade Union education. These two latter studies will be presented for Master's degrees in 1984.

The expansion of formal teaching commitments lay in Senate approval for the diploma course curriculum for adult educators to be enlarged to allow specialisation in three directions: community education; industrial education and training; and tertiary education. Further, the introduction of a Bachelor of Education course in Adult Education and a similar course for post-graduate students in the Higher Diploma in Education was implemented. Five candidates for Master's degrees registered in 1983. However, much of the additional formal post-graduate teaching has had to be curtailed in 1984 because requests for extra staff could not be met (see page 154).

All of the foregoing meant establishing the Centre as a teaching department in the University - albeit with a limited number of students in a "division" of adult education within the Faculty's Department of Education prior to any approval of a Department of Adult Education and Extra-Mural Studies in 1984. A second consequence has been the unprecedented staff concern with the theory of adult education as the content (and the process) of their teaching. The degree of staff involvement in successive diploma courses has been very high indeed, reflecting intense interest in this development but also its pioneering nature and the need to develop the diploma course curriculum ab initio. In a paper entitled Adult Education Now, Professor Millar and

Tony Morphet sketched a theoretical account of their concern to develop an approach to teaching and learning in professional adult education that "makes visible the immediate structures of control" (Millar & Morphet 1981: 12) and listed some of the vulnerabilities which such an approach suggests. A second paper Curriculum Contracting in Professional Adult Education (Millar, Morphet & Saddington: 1982) describes the process and the results of an extended period of negotiation with the 1982 diploma students in which the theoretical position informing this decision was: that adult education requires adults to take responsibility for their own learning; that personal responsibility for learning is blocked if control is located outside the learning group itself; that the benign nature of liberal adult education masks the operation of such external control while inviting student collusion in a relation of dependence and that this erodes the quality of learning. Tony Saddington has continued to monitor that particular diploma course (students completed the course in November 1983) and will present the findings as a Master's dissertation in time.

The figures in the table overleaf, as well as Douglas Walker's report to the Board on the 1983 Summer School (see page 154), demonstrate the considerable growth in extra-mural programmes.

Table II: Extra-Mural Programmes 1979 - 1982

SUMMER SCHOOL	1979	1980	1981	1982
No. of courses	35	43	39	39
No. of sessions	265	306	282	311
Gross attendance	36 401	29 296	25 142	35 573
Average attendance	137	95	125	114
EXTRA-MURAL CLASSES				
No. of classes	43	39	41	47
No. of meetings	494	472	436	669
No. of registrations	1 995	1 860	2 567	2 951
Gross attendance	15 120	14 500	15 070	23 323
Average attendance	31	31	35	35

More important than growth in numbers was the nature of the programmes offered. Considerable effort seems to have been made to ensure that this traditional activity developed a scale, a quality and a capacity to engage with social issues that drew national attention.

Programmes such as The Constitutional Debate, Namibia Today and The Front-line States received wide national press, radio and television comments. Particular care has been taken that the Summer School should reflect current issues and concerns.

The transfer of the Community Education and Research Project to the community itself signalled the end of the "direct delivery" or project management conception of

community education and commitment to an indirect model of adult education development service. The Diploma course became the means of a formal engagement with a number of adult educators in the Western Cape, while informal links were established with a wide network of community organisations concerned directly or indirectly with the education of adults. Staff of the Centre acted as consultants, served on boards and offered in-service courses and workshops for institutions as diverse as the Careers Research and Information Centre, The Red Cross, Grassroots-Educational Trust, St Francis Adult Education Centre, the Institute of Citizenship and St Luke's Hospice. The Centre provided library and reference services, venues and administrative services for newly-formed community groups struggling to become established.

This policy of indirect engagement under four inter-related headings of formal teaching, non-formal teaching, consultancy and research (Annual Report 1982: 3-5) is the way in which the Centre now views its contribution to adult education development. A significant part of this indirect contribution to community education has been the British Council-sponsored visits of Dr Gerry Wheale from Manchester (see page 146). He has been able, as a result of the contacts and credibility built in earlier visits, to move into the field within hours of his arrival.

A further development of the network support model of community education has been the work of Ms Rachel Jenkins (see page 146). Funded extremely generously from external sources (the Overseas Development Administration and, most recently, the Genesis Foundation in the United States, and the Chairman's Fund of Anglo-American and de Beers Companies), this project has focused on the new field of Adult Basic Education - new for the Centre - and more particularly on the training and support of adult literacy workers in Black and "Coloured" communities. The description of the post (Minutes: 1081) makes it clear that Ms Jenkins will also be closely associated with formal teaching and course development in the diploma for adult educators and will provide consultancy services to the University (including the Centre) as she attempts to meet the educational needs of the Black constituency during a time of rapid social change. Further, the project workers will engage in research. So far, in addition to the work of fund-raising, a major piece of research surveying illiteracy in South Africa has been completed by Ms Linda Wedepohl and is soon to be published. The project thus takes its place within the overall strategy of adult education development mentioned earlier (see page 161) and is a prototype for a distinctly new practice of university involvement in community adult education in South Africa. The projects themselves are embedded in the revised aims of the Centre which include

"reaching people who do not have formal university entrance qualifications by providing relevant educational programmes" and enabling adult educators to develop professional skills and insights (see page 138).

The substantial theoretical contribution and policy construction of the period 1968 - 1979 had been Robert Tobias's importation of "community education" as the key to the University's educational engagement with the poor, the Black and the "Coloured" communities - something the traditional programmes could not have done. Professor Millar's attempt, in the period following, has been to make this new area secure and legitimate by placing under it the terms "academic", "research" and "adult education". That is, to use the Chair to legitimate community education - something Robert Tobias could not have done before 1979. Professor Millar has added in a personal comment to the writer, that in so doing he has changed the nature of the community involvement - perhaps harmfully. Examination of the thrust of the criticism from within the University suggests that Professor Millar's alternative was not only inevitable, but a creative and strategic one.

Much of Professor Millar's concern has been to consolidate the academic base of all the Centre's activities. In the first months of his occupancy of the new Chair all executive staff received academic conditions of service. However, insofar as the staff most occupied with extension activities are concerned, this is still an unresolved issue

for the University. Despite closely-argued submissions on the essentially academic nature of extension work - that the staff act as curriculum consultants, that they are making complex educational judgements within the context of continual debate within and outside the University, that they are required, therefore, to make judgements and decisions as educators - the University has reserved the right to re-assess the status of such staff should it be "decided at some future date that the resources [of the new Department] are such that two departments would be viable and desirable" (Codicil added to Report of the Academic Planning Committee: Principal's Circular 449 of 4 August 1983). This means that the academic status of the Centre staff rests unequivocally on their engagement in teaching and research in adult education. It may rest on their development and management of the extra-mural programmes - but as yet the University has produced no such ruling.

What has emerged during this period 1979 - 1983 was a sense of dual commitment to two areas of work and, therefore, to two academic bodies in the University. From 1981, the preamble to the Annual Reports drew attention to the fact that in the area of university extension the Centre was responsible to the Board of Extra-Mural Studies, while in adult education it is responsible to the Board of the Faculty of Education.

This duality was further reflected in the delegated responsibilities of the staff: the Director and one Senior Tutor were largely responsible for work in adult education; the Deputy Director and the second Senior Tutor handled the university extension programme. However, each "section" of the Centre worked in close cooperation with the other and attempted to maintain the tradition of innovative teamwork. Nevertheless, there were distinct differences in the two enterprises. Professor Millar saw this clearly and gave notice accordingly that his task in relation to these two areas was different: it was to maintain the one and expand the other. In his Inaugural Lecture (Millar 1979: 9) he said:

"While the extension work of the Centre would continue and its quality would be maintained there would be an obligation on the Director - now also Professor of Adult Education - to give special attention to research, development and teaching".

The vigour with which this obligation was met has been the subject of Chapter V.

This sense of duality is also in the context of a view that, in addition to the local tasks of serving communities, there was a national task for the only university Department of Adult Education then in existence. Hence, the drive to make a critical, as well as a developmental contribution to adult education in the submission to the Human Sciences Research Council's Investigation into Education in the RSA (1981); in research papers and surveys;

in maintaining contact with scholars and researchers similarly engaged; and in mounting conferences.

The growing accountability to the Faculty of Education, made public in the 1981 Annual Report (4 - 6), precipitated the crisis described earlier (see pages 147 to 151 and led to the conflict between the Chairman of the Board and the Director. Out of the subsequent inquiry came the Report of the Academic Planning Committee which endorsed the principle of "balance" and urged a new constitutional framework, establishing a Department of Adult Education and Extra-Mural Studies. This powerfully added to the process of consolidating academic status, and should provide a firm base for the development in teaching and research described earlier. The Academic Planning Committee recognized the daunting nature of the challenge facing the new department.

(APC 1983: 5):

"....the sub-committee does not underestimate the energy, courage, commitment and innovative resource needed in the vast unmapped area of adult education in South Africa".

CHAPTER VIPHASES OF POLICY DEVELOPMENT:A COMPREHENSIVE VIEW

This final chapter is an attempt to present the case in a more comprehensive form than is possible in a lengthy chronological account followed by separate sections of analysis.

We have seen that policy development in adult education at the University of Cape Town has been an eclectic endeavour: sometimes borrowing freely from sources within and beyond the University; often a response to crisis; sometimes devised in anticipation of crisis; occasionally it has been a deliberate attempt to maintain a balance between the conflicting demands made on the Centre by University and community (see Preface page viii). All these policy developments have been within the University's remit of providing education to an extra-mural community.

Two questions will guide this final phase of analysis:

- ° How can we best conceptualise the major phases in Centre policy?
- ° What is the present balance between the "extra-mural" and the "adult education" traditions.

CONCEIVING OF POLICY DEVELOPMENT
IN COHERENT PHASES

This study has confirmed Millar's suggestion (1984) that there were three well-articulated forms of practice with coherent rationales: a phase of university extension; a phase of community education projects; a phase of preparing educators of adults. These phases have been acquired in sequence, are still the basis of the Centre's activities and represent a sometimes slow but deliberate expansion of its tasks and role.

From the earliest days of extra-mural activities at the University until the present, the most visible of the Centre's tasks has been the presentation of university-level courses and public lectures.

We have seen that the liberal, non-vocational tradition established in the United Kingdom became codified at the University, particularly in the years 1949 to 1969. It was a code which aimed at personal fulfilment and enlightened discussion. The "constituency" (or community) was never in doubt; the demand most easily recognised and met was that of a community which already had close connections with the University as graduates, alumni, parents of students, members of staff, professional and retired people living in the wealthier suburbs within easy reach of the campus.

The University required of the Board the maintenance of the academic quality of the offerings and it clearly had an eye to the public relations value of the Centre's activities. Through the years up to the present time, the University's senior executive officers have urged the Centre to have a "presence" not only in Cape Town but also in the country districts. But it is equally true that the interest and support of the University's Principals and the strong, academic leadership of Board chairmen like Batson, Price and Sloan were key factors in developing new structures and policy aimed at widening the traditional constituency.

However, despite open access to the programmes, low admission fees and strenuous efforts to encourage communities other than those who flock in ever-increasing numbers to the Centre's courses, there has been very little support from working class, Black or "Coloured" groups.

Robert Tobias felt that the University was presented with a clear challenge to reach more Black and "Coloured" people more effectively (see page 95). The 1972 Memorandum (see Appendix D), therefore, ushered in the rapid development of the phase of community education projects. Urgency was added by the events of 1976 (see page 127). These initiatives were designed to engage with community groups in planning and developing innovative projects, some of which were initially managed by the Centre. The programmes were aimed at community workers and educators and members

of disadvantaged communities. Thus was added a new constituency to that catered for by "traditional" extra-mural programmes. Accountability for the new programmes was dual: formally to the Board of Extra-Mural Studies; and informally to the community groups themselves. Criteria for judging the "quality" of the programmes were not so much University standards of excellence as their relevance to community interests.

In 1979 the University established the Chair of Adult Education and the first formal Diploma Course for the Educators of Adults was launched in January 1980. From this point on the Centre saw its community function as part of a broad programme of providing University-based professional education and support for adult educators and community workers. This incorporates wide-ranging backing for a network of community agencies. The Centre (in 1984), therefore, no longer manages or controls community education projects as it had in the late 1970's. It sees its role as indirectly supporting this network of adult educational activities through research, consultancy, in-service education and formal training for adult educators. Criteria for judging this most recent aspect of the Centre's activities have been the academic quality of the Diploma course and the professional relevance of the non-formal support programmes.

The theoretical coherence of these three phases justifies

a sense of their separateness; but Millar's analysis (1984) seems far too neat and leads one to regard the development of each phase as complete in itself.

First, although Millar (1984: 15) draws attention to the fact that phases two and three have effectively flowed into each other, each phase is rooted in previous phases (including the earliest) and is, therefore, imitative of, and rests on some previously established foundation. For example, Sargeant suggested the training of adult educators as early as 1952 (see page 65); the early programmes in Black townships were arranged in cooperation with local community organisations or committees (see page 129), a procedure followed in extension work in "white" Paarl.

The innovative aspects of planning extra-mural classes received explicit recognition in the phase of community education projects even while they were lodged in a radically different theory of social change.

Secondly, each phase is reactive to the previous phase, is a critique of it or a retreat from the problems inherent in it. For example, Tobias's community education projects were a reaction to the failure of the traditional extension programmes to meet the challenges posed by "Coloured" and African communities in the Cape. The adult education development programme of 1984 is both a critique of the extension programmes and a retreat from the problems of university-based community projects for

the urban poor and under-educated.

Thirdly, phases two and three are so closely linked (with roots as early as the 1972 Memorandum) as to be difficult to prize apart. Academic status, a Chair of Adult Education, support of, and research into, community adult education are rooted in the work of the Centre in the period 1969 - 1978. The most recent phase is both an academic incorporation of the period 1969 - 1979 and a step back from its radical commitments. Tobias's work in providing a base of social change theory for both community education projects and adult education needs emphasis in this context. For example, Millar (1984: 16) suggests that there are two distinct constructions to be put upon the decision to establish the dual post of Director of Extra-Mural Studies and Professor of Adult Education. The first is that the chair signified recognition of the quality and range of extra-mural studies at the University over many years, that it gave increased status to the Centre, that it enabled the Director to talk on equal terms with professorial colleagues and that it gave him an adequate voice in Senate. The second construction saw the chair as recognising and encouraging the newer engagements of the Centre in developing community adult education, particularly developmental work with disadvantaged communities. There is a third construction: that Robert Tobias persuaded the University to see the Chair as potentially providing a focus for the development

of studies and research bearing on adult education/social change with special reference to the Black community. Implicit also in this construction is an assumption that the constraints and limitations inherent in the Faculty of Education were such that the field of adult education would develop its own momentum and strength with scant reference to the resources within the Education Faculty whose strengths and focus was seen in resting in its statutorily defined function of training teachers for White schools (see page 113). To the extent that this third construction was theoretically grounded at all, it was grounded in theories of social change, community development and social action.

Finally, while each phase was interlinked with, and incorporated much of that which preceded it, each has its own considerable complexity in procedure and policy and has within it changing modes. For example, Robert Tobias had launched the Community Arts Project as a Centre initiative which then became the concern of the community itself. In 1982 the Community Education and Research Project underwent a similar shift of management. Further examples: the more recent extra-mural programmes are displaying a scope and flexibility to engage with a wide range of subjects in differing formats such as workshops, practical laboratory situations and intensive study groups as well as in the more traditional lecture/discussions; the adult education staff are gaining a national reputation

for expertise in the evaluation of research and development projects such as their recently completed evaluation of the Science Education Project on behalf of the Urban Foundation.

THE PRESENT BALANCE BETWEEN
THE TWO TRADITIONS

The question of an adequate balance of activities has occupied a great deal of the time of the Centre, its Board and the University's Academic Planning Committee since it was first raised in April 1982 (see page 147). In order to throw the present balance into relief it seems appropriate to present aspects of it as a two-column table (see over).

THE EXTRA-MURAL
TRADITION

THE ADULT EDUCATION
TRADITION

<u>ACCOUNTABILITY</u>	<p>Accountability is to the University-at-large; to the whole academic community through the Board of Extra-Mural Studies.</p>	<p>Accountability is to a particular subject-based sector of the University, the Faculty of Education, through its Board. A degree of accountability to the community groups supported.</p>
<u>SPONSORSHIP</u>	<p>There is sponsorship of programmes in terms of their standards, balance and interest, whether they are of University-level.</p>	<p>Justifications of practice and courses offered rest on educational grounds. There is a subject base.</p>
<u>CONCERNS</u>	<p>The concern is with an appropriate content of courses.</p>	<p>The concern is with educational and social processes. These may be the training of low level literacy workers or supervising doctoral research into literacy.</p>
<u>GOALS</u>	<p>Goals of social relevance pursued by choice of course topics, by rational debate, by learning method.</p>	<p>Goals of social relevance pursued by indirect participation in community development and organisation.</p>
<u>LEARNERS</u>	<p>Predominantly white, well-educated; frequently in touch with University activities.</p>	<p>Adult educators, community workers in racially mixed groups.</p>
<u>TASK</u>	<p>The presentation of university-level courses and lectures (non-certificated). Can be seen as administrative primarily - the Director could again be an administrator directed by a Board of academics (see Codicil to APC Report noted on page 164). Control by non-specialists might be appropriate.</p>	<p>Formal (certificated) professional preparation of educators of adults. In-service programmes. Can be seen as academic and professional. Control by non-specialists inappropriate.</p>

This study has shown that, since 1979, the development has been in the field of adult education with the older extra-mural tradition protected by the new constitution against radical change or diminution (see page 152). The Academic Planning Committee Report noted that there are two important enterprises to be maintained and developed (see Appendix F).

With the creation of a Chair in Adult Education within the Faculty of Education the Centre became accountable to two bodies: to the Board of Extra-Mural Studies for its extra-mural programmes; to the Board of the Faculty of Education for its formal teaching and research in Adult Education. In the case of development work it could be responsible to either Board or to both. This dual accountability is matched by the dual membership of the academic staff of the Centre: all are expected to teach and conduct research; all contribute to devising the extra-mural programmes. Nevertheless, each staff member gives priority to one of these two areas. The sub-committee of the Academic Planning Committee (see Appendix F) noted that if the Centre were to become a department of the Faculty of Education the executive role of the Board of Extra-Mural Studies would transfer to the Faculty Board. But the need for a link between the Centre and the University community and between the Centre and the wider community would be even stronger. The sub-committee recommended a reconstituted Board of Extra-Mural Studies

which would fulfil this linkage role.

The Centre staff are optimistic that this new constitution will answer the problem of balance; the problem of inadequate staff resources remains.

CONCLUSION

A university can be studied as a miniature political system with interest group dynamics similar to those in cities, states or larger political systems. How best to employ their resources for the public benefit is a key question for South African universities and, as one would expect, the question has been answered in several ways. Taking aspects of the political structure analogy further, critical policy decisions on deployment of scarce resources are often left to administrators and bureaucrats; the body of the university is often fractured into interest and pressure groups; it is important to satisfy external groups; conflict is normal (Baldrige et al.1978).

This study has shown that there have been persisting problems of policy and resources in the Centre since its inception. There has been a struggle for adequate staff; for recognition of their academic status; for funding and acceptance of new initiatives in community education. All these are expressive of some University reservations about the Centre. On the other hand, there has been a long and frustrating struggle to overcome the alienation from those same Centre initiatives felt by working class communities

themselves. Both the University and the community have demonstrated the marginality of the Centre on occasions; both have viewed it critically. Kathleen Penfield (1975) has examined the viability of service as an independent, legitimizing principle for university extension and concludes that, on the basis of the Wisconsin Idea experiment in the University of California 1912 - 1918, service values are inconsistent with professional academic values when they continue to be ascendant within the university. Experience in the British context has led one author (Mee 1980: 97) to suggest that an extra-mural department which could operate as an effective link between a university and a community rarely does so. It goes out from the university armed only with the single technology of the weekly lecture/discussion or occasionally with a simple variation such as a resident Summer School. He concludes that this is inadequate to the task of bringing community needs back into the University. Both Penfield's and Mee's conclusions have been affirmed by experience in UCT's Centre for Extra-Mural Studies. The distance between the Centre and the University on the one hand, and between the Centre and the community on the other, has not been easy to span. If the Centre's programmes are a pivot point, then on the right hand side of the span is their degree of acceptability to the University; while the left side is weighted by their degree of relevance to the community.

Equilibrium has sometimes been uneasily maintained and the major constitutional adjustments of 1949 and 1982 were attempts to provide new institutional contexts for action and to restore balance. One is left with the conclusion that the tension implicit in attempting to meet both University and community terms is part of the challenge of being a department of adult education and extra-mural studies. Nevertheless, the staff of the Centre stand in a privileged position at the junction of the two traditions. They are sustained and stimulated by both these traditions to meet the challenge.

APPENDIX AEXTRACT: RED BRICK UNIVERSITY

by Bruce Truscot (pages 184-187)

presented to UCT Senate 11 June 1946

The other important contact which the modern university must make is with the town or city in which its buildings are situated and with the remaining area which the years have marked out as its "constituency".

First of all, it has a particular duty to the city which is its home and whence it derives the greatest number of its students. To some extent it recognises this by the subjects in which it specialises, often as a result of local benefactions: Birmingham's School of Malting and Brewing, Leeds' varied Technology courses and Hull's Diploma in Aeronautics are cases in point. But the university should do more for the locality in which it is set than conform to its conditions: it must not merely follow, but lead. As we said in speaking of religion, it should be a genuine "centre" of learning, and that not merely to a carefully selected group of undergraduates. When some scientific discovery has been made, some little known country has sprung into the limelight, some book or some theory has become the subject of conversation, the professor whose special study it is should be there to expound it to an audience filling the university's largest lecture hall. The university, by means of courses dealing as vividly as possible with foreign civilisations and foreign countries, should create a desire for foreign travel, for the learning of foreign languages or for further education of other kinds among those who have travelled in the past. All the social and personal problems which perplex adolescents should be dealt with, for the benefit not only of the few who will one day become graduates but also of the many who will not.

Still greater is the responsibility laid upon the university when the Press is filled with contentious questions the discussion of which it considers to come within its purview. When political or international events take a grave or absorbing turn, or when some momentous social issue is about to become prominent, it should be to the university that serious-minded citizens, whether young or old, turn for a commentary which, humanly speaking, is free from prejudice, or alternately to two commentaries representing opposite standpoints. The professor should be no cloistered academic, oblivious of whatever practical and topical bearings his own subject may have on the life

of the day. He has been granted a relatively sheltered existence, not in order that he may hold aloof from life but that he may view it steadily and whole, with the serenity which comes from study and meditation. He is free, of course, to say what he thinks right - and there is no more glorious aspect of our national heritage than the immemorial freedom of our universities. But, speaking, as he will be, ex cathedra, he will not use his freedom as a cloak of maliciousness or even as a cloak assumed merely to disguise his own legitimately and conscientiously held political opinions. He will speak with a restraint which comes naturally to him, since he is already wont to weigh his words in the interests of science and of truth, and since he knows by long experience how impossible it is in discussing any subject to attain to anything like certainty. Above all, he will never attempt to make debating points, to strive after effect, or to pervert what he believes to be the truth for the sake of pressing home his arguments. He will never be the advocate, but always, within the limits of his power, the judge.

Some, of course, may misinterpret this self-control as lukewarmness or timidity. It is not everyone who appreciates the measured sobriety of academic exposition, especially in an age when, unhappily, so many of our daily newspapers shriek hysterical hyperboles at each other and at anyone or anything they happen to dislike. But if the exponents are skilfully chosen and are adept in the technical art of lecturing, opinion will be as surely educated as it has been educated to chamber music by the B.B.C. For, beneath what may at first seem coldness and reserve, or even unwillingness to give a definite pronouncement upon anything, there lie the virtues of the scholar - those same sterling moral qualities as are brought out by the scholar's characteristic activity, research - and when these, which make their appeal to the highest that is in us, are once recognised, they cannot fail to touch all but the unthinking or the perverse. Even the fools, who come at first to scoff, will remain to pray.

This ideal envisages a university with its doors flung open, its lights blazing and its great halls filled on wellnigh every night of the week - yes, and sometimes even on Sundays. If the work were well done, the cost would be small or non-existent, for a nominal fee could be charged either for some of the lectures, or for annual membership of this wide circle, and numbers would do the rest. Nor would it make unusual demands upon the teaching staff, who would share out the labour involved, and, of course, be paid for it: where the demand for lecturers was greater than the supply, it should not be difficult to import others from outside.

It may be objected that the day for this kind of activity came to an end with the popularisation of broadcasting. I do not for one moment believe that. The radio has not emptied the concert-hall or killed the lecture society: on the contrary, radio concerts have educated millions in an appreciation of music, and to hear a disembodied voice talking interestingly for twenty minutes whets the appetite for a lecture given by a man of flesh and blood and lasting for an hour. Especially as many lectures are now followed by question periods, whereas the broadcaster is even farther beyond the range of the questioner than was the proverbial parson "six feet above criticism".

In any university city which realised this ideal, the best of the university lecturers would become personalities as well known locally as any radio hero. And, quite independently of any additional interest that might be created by means of tutorial classes and study groups in connection with the lectures, there is a thrill about the crowded lecture-hall and the first-rate speaker no less inspiring than that of a crowded concert-room and a first-class artiste. There are many people who prefer hearing a talk broadcast to reading it a few days later in the Listener, and this although there is no extraneous excitement about a radio talk and only a very small minority of broadcasters can impress the hearer with their personality. How much more, then, would one not rather hear an authoritative lecture, eloquently or enthusiastically delivered, at first hand, succumb to the mass-emotion of the crowded hall, share the experience with a chosen friend, and discuss it all going home afterwards!

.....

I want the city universities to create for hundreds of thousands experiences like these, and greater than these, to be homes of culture both to those who have themselves such homes and to those who have none. I want the streets leading to Redbrick University to be crowded, night after night, with men and women, boys and girls of all classes and types, drawn to it as to a magnet, until it has forged a mighty tradition and is as much the centre of intellectual life in Drabtown as Saint Paul's or Westminster Abbey is the centre of religious life in London and to all who visit it from afar. No "University extension" is complete which has not its roots deep in the university itself: like charity, it must begin at home.

U.C.T. COURSES FOR PUBLIC

AMBITIOUS PLAN FOR ADULT EDUCATION

FIRST VENTURE OF KIND IN UNION

Cape Times University Correspondent

THE most ambitious scheme for fostering adult education yet attempted in the Western Province has been initiated by the Cape Town University, with the creation of a Board of Extra-mural Studies to provide courses of lectures to the public at a university level.

Courses and series of lectures will be run on any subject for which there is sufficient demand. Lecturers will be drawn from the University staff and from visiting authorities. This is the first time that a South African university has placed its extra-mural work on a permanent basis.

Dr. T. B. Davie, Principal of U.C.T., in an interview yesterday, said he considered the scheme a major contribution to adult educational facilities in this country for that section of the population which could benefit from it at a university level. No attempt was being made to compete with or supersede technical colleges.

The Department of Extra-mural Studies replaces the Extension Lectures Committee of the University Senate, established in 1924, which organized the fortnightly public lectures given by members of the staff and other prominent authorities.

The decision was made after a recommendation by the Extension Lectures Committee to the University Senate that its extra-mural work should either be expanded considerably or relinquished altogether.

The old system was uneconomic, the memorandum stated, because it entailed much organization and overhead cost which could be extended to carry a more ambitious programme and serve a larger public.

MEMBERS OF BOARD

Professor Edward Batson, of the Social Science Department at the University, who was chairman of the Extension Lectures Committee, has been appointed chairman of the new Board, which consists of eight U.C.T. members and five educationists—Professor M. C. Botha, Miss E. B. Hawkins, Mrs. N. Spilhaus, and Messrs. L. Marquard and W. G. A. Mears. The University staff members are the Principal Dr. T. B. Davie, Professor J. F. Burger (Education), J. H. O. Davie (Zoology), W. H. Hutt (Commerce) and T. W. Price (Law); and Mr. R. F. Immelman (University Librarian). Dr. L. Crawford, of the University Council, also serves on the committee.

The scope of the work for which the Board will assume responsibility has been defined as follows:

- (a) Extension lectures in Cape Town and country. (Single lectures or series of lectures.)
- (b) Vacation courses (analogous to overseas "schools").
- (c) Week-end conferences.
- (d) Courses corresponding to those given for the Workers' Education Society.
- (e) Courses in citizenship and current topics.

NO DEGREES

The Board will not concern itself with assisting to obtain degrees or diplomas, and will not trespass upon the work already done in this connection by other organizations. A matriculation standard of education will, however, be required of applicants for any of the courses provided under the scheme.

It is proposed that the Board's activities will be organized by a full-time Director of Extra-mural Studies. Authority for this appointment has still to be obtained from the Department of Education.

The duties of the Director will include the publicising of the work of the Board in Cape Town and its environs, investigating the demand for lecture courses at University level and establishing sub-committees in town and country.

He will also consider the sources of teaching available. Lecturers will be drawn from as wide a field as possible, and not only from the University staff, a U.C.T. official explained. "If an eminent authority visits this country the University will attempt to gain his services for this purpose, as in the past", he said.

GOOD RESPONSE

Judging by the response from various groups and organizations, it appeared that there was a definite demand for adult educational facilities beyond those now available, said Dr. Davie.

Application had already been made to the Adult Education Committee for a grant to enable activities to begin in August.

"The full programme is not likely to operate before next year, however, and this must depend on the support we receive from the Department of Education," he said.

Courses would be conducted in both languages, and the Board's activities would be extended to the surrounding towns, depending on the demand for the courses and the lecturing staff available, said Dr. Davie.

APPENDIX C

REPORT OF THE SUB-COMMITTEE APPOINTED BY THE BOARD OF
EXTRA-MURAL STUDIES TO EXAMINE THE AIMS, FUTURE ACTIVITIES,
FINANCE AND STAFFING OF THE DEPARTMENT OF EXTRA-MURAL
STUDIES.

Members of the Sub-Committee: Professor W Schaffer (Chairman);
Dr V M Ballinger;
Professor R E Lighton;
Dr R E van der Ross;
Mr R M Tobias;
Mr D H Thomson.

Three two hour meetings of the Committee were held on
14 April, 22 May, and 5 June 1969.

A. AIMS AND THEIR IMPLEMENTATION

Introduction:

The recommendations contained in this report are in no way intended to prejudice the existing work of this department. The need to maintain our existing programmes has been stressed throughout the discussions. Rather they are an extension of our present functions and in many cases constitute a revival of the ideas and aspirations of the Board of Extra-Mural Studies as expressed in its early years, i.e. 1949 - 51.

Much adult education and University extension work is pragmatic in the sense that it is designed to meet the educational needs of specific groups or categories of people in specific fields of study at a specific period in time. These needs and desires in the different fields are constantly changing. It should be a fundamental principle that the Department of Extra-Mural Studies should on no account attempt to take over work that is being well done elsewhere.

1. The Diffusion of Knowledge and Culture

The University as a fountain of knowledge and culture has an obligation to diffuse this knowledge and culture as widely as possible within the community.

(a) For Implementation

- (i) The establishment of more effective bonds

of cooperation with other societies and organisations seeking to promote the arts and sciences.

- (ii) More 'day-time' schools primarily intended for women and retired people.
 - (iii) Public lecture courses at lunch-time and 5.15p.m. in the city primarily intended to attract the younger office workers.
 - (iv) General cultural or 'liberal' programmes for occupational groups (ii) (iii) (iv) by means of pilot schemes.
 - (v) The publication of more of the University's public lectures.
- (See Note 1 below)

(b) For Investigation

- (i) A Summer School at sea once every five years, and the extension of the residential Summer School to three weeks.
- (ii) 'Schools' for alumni.
- (iii) The use of the radio.
- (iv) Closed circuit television in association with the Registrar and University Faculties and Departments.

2. Decentralisation of the Work of the Department

This aim is an extension of all other aims and is highly desirable, with the proviso recognising that difficulties could arise in its implementation.

Complete flexibility and adjustment to conditions in preparing programmes is therefore necessary.

(a) For Implementation

- (i) Four geographical areas to be considered:
 1. Northern & Southern Suburbs of Cape Town.
 2. The Cape Flats.
 3. Towns of the Western Cape.
 4. Other areas where there is a demand.
- (ii) The appointment of a leading citizen to act as an 'agent' in local organisation in each area, such 'agents' to receive honoraria for their work.
- (iii) In each centre programmes of public lectures

to be organised biannually.

- (iv) Expansion from centre to centre to be only on request.

(b) For Investigation

- (i) Gradual diversification including extra-mural classes, local conferences, etc.
- (ii) The appointment of 'local organisers' to maintain substantial programmes.

3. Social Purpose

The University should make an attempt to reach those who are economically and educationally disadvantaged if its extension work is to be relevant to the needs of South African Society.

(a) For Implementation

- (i) The establishment of 6 - 12 month tutorial or extra-mural classes with the emphasis on reading, written work and discussion.
- (ii) The organisation of conferences etc. focusing upon social problems.
- (iii) Citizenship education programmes consisting of public lecture courses, classes, discussion groups etc. to be arranged once the new Professor of Political Science is appointed and in consultation with Rotary.

(b) For Investigation

- (i) The establishment of a community development programme with a lecturer or tutor in community development.
- (ii) The establishment of an educational information centre.
- (iii) Once the new subsidy formula has been tabled, the question of degree courses for adults.
- (iv) Once the new Professor of Social Work has been appointed, the organisation of pilot projects to test, demonstrate and evaluate new understanding and insight and new approaches, methods and techniques for dealing with social problems.

4. Vocational and Professional Advancement

The University should develop programmes that are not narrowly vocational, but which aim at vocational and professional advancement and personal growth.

(a) For Implementation

- (i) The arrangement of specialist programmes for specific occupational categories already requested.
- (ii) Publicise within the University and outside it the Department's preparedness to arrange such courses.

(b) For Investigation

- (i) The appointment, in consultation with Deans of Faculties and Professional Associations, of persons to undertake investigations of the continuing educational and training needs within each profession or field of study, such persons where and if appropriate to receive honoraria.
- (ii) The most appropriate organisation of such courses.

5. The Advancement of Knowledge

This aim consists in assisting in the initiation, organisation and evaluation of problem-centred conferences, workshops, seminars, etc., which will bring appropriate specialists and leaders together from different departments of the University and from different spheres of activity in the community to consider solutions to problems in a wide variety of fields.

(a) For Implementation

- (i) Publicise within and without the University the preparedness of the Department to arrange such programmes.
- (ii) Appoint conference co-ordinators who could be paid an honorarium.

(b) For Investigation

- (i) The appointment of a Committee to decide upon appropriate subjects for 'prestige' conferences and to seek the necessary funds and staffing allocations.

6. Educational Experiment and Innovation

It is essential in adult education that new approaches, new methods and new techniques should be constantly considered and tried out.

(a) For Implementation

- (i) Persons, especially U C T Staff members, should be encouraged to suggest a wide variety of programmes for the consideration of the Department and the Board.
- (ii) The Board should have no 'rules' on whether programmes should be open or restricted to a specific group, but should consider each suggestion on its merits.
- (iii) The Board should attempt to avoid too close an identification with one type of programme or audience.

(b) For Investigation

- (i) The holding of an annual meeting of educationists and teachers from within and outside the University to generate ideas for implementation and investigation.
- (ii) The undertaking of surveys, formal and informal, to discover educational and training needs.
- (iii) The appointment of someone in each Faculty to assist in undertaking these surveys and exploring the possibilities within the various fields of study.

7. The Establishment of a Conference Centre for Continuing Education

The establishment of such a centre would not only serve to provide convenient accommodation for the increasing number of conferences, courses, workshops, etc. but would serve as a symbol of the importance which is attached to the link between the University and the Community.

This matter was deferred, but Professor Schaffer would investigate possible provisions made for such a centre with the Deputy Principal.

8. Academic & Professional Leadership in the field of Adult Education

There is a growing recognition of adult education as an emerging discipline and as a field of professional study. There is a need for research and the development of teaching programmes in adult education.

(a) For Implementation

- (i) The Director would approach existing organisations and bodies and prepare a memorandum on the promotion of the establishment of an adult education association in South Africa.
- (ii) Occasional courses and workshops in adult education should be organised.

(b) For Investigation

- (i) The future development of the Department, envisaged as follows:
 1. The Director and Assistant Director be invited to be members of one or two Faculty Boards.
 2. The Department be formally recognised as an Academic Department.
 3. The Department be included in a Faculty perhaps Education.
- (ii) The potential for an organisation of internal courses in adult education at the University, be examined in collaboration with the Education Faculty.

B. FINANCE:

1. It is anticipated that some of the programmes recommended will pay for themselves. Others, however, will require subsidies either to cover operating costs (lecturers' honoraria, advertising, etc.) or to cover the costs of the administrative personnel necessary to develop the programmes.
2. The present income is derived from (a) admission fees, and (b) an annual grant from the University Council.
3. It is recommended that the Director and Assistant Director be authorised to explore in consultation with the University Development Office, the availability of additional sources of income which would be allocated for specific projects or developments in particular areas.

4. Such potential sources include the Cape Town City Council, other municipalities if we decentralise our activities, local Foundation and Trusts, Business Houses, Provincial Administration, Government, and Overseas Foundations.

C. STAFFING:

(See separate memorandum pp. 3 - 5)

APPENDIX C/contd.MEMORANDUM ON THE PROPOSED DEVELOPMENT OF THE WORK OF
THE DEPARTMENT OF EXTRA-MURAL STUDIES. (1969)A. Present Activities and Staffing

The main work of the Department during its first eighteen years has been to arrange:

- (i) an annual two-week public summer school;
- (ii) a programme of evening public lectures and short courses through-out the academic year, and
- (iii) Occasional refresher courses for teachers, nurses, engineers, etc., frequently in the form of a winter school.

Since 1957 the staff has consisted of a Director, an Assistant Director (initially part-time), 1½ clerical Assistants, and a messenger. The work of the department has grown steadily over the years. From small beginnings the summer school has developed into an undertaking of considerable magnitude. The number of refresher courses has increased substantially while the evening public lecture programme has grown steadily if more slowly. This steady growth has placed an increasing burden on a staff which has not increased in size for more than ten years.

Developments this year have placed even greater burdens and strain on all the staff. An increased public lecture programme has been arranged. An extended summer school of 3 weeks duration is being planned for January-February 1970. Moreover the Assistant Director has initiated two very successful extension lecture programmes in Paarl and Milnerton and further extensions to Langa, Somerset West and George are planned for 1970. It is clear that the present staff is being extended to its utmost limit (See Statistical Summary - 3rd Quarter 1969).

B. Proposed Development of the Work of the Department

During the past year a sub-committee of the Board of Extra-Mural Studies under the Chairmanship of Professor W Schaffer undertook a thorough reappraisal of the aims, future activities, finance and staffing of the Department. The recommendations of the Sub-Committee which have been accepted by the Board of Extra-Mural Studies are wide ranging (See attached report).

Broadly it is proposed that the work of the Department should be developed along five main fronts:

- 1) The extension of our adult education function through the establishment of extra-mural classes and discussion groups and through the development of lecture programmes and other extra-mural work in various centres of the Western Cape, on the Cape Flats, and in other areas where there is a demand. It is also the plan gradually to extend the scope and duration of the summer school.
- 2) The extension of the services offered to staff, students and potential students through the initiation and organisation of more inter-departmental and inter-university conferences, seminars and symposia, by offering special courses for senior school pupils, and by initiating and organising University orientation classes in January - February for prospective new students.
- 3) The extension of our continuing professional and vocational education function through the initiation and organisation of more professional refresher courses, training programmes, conferences, etc.
- 4) The extension of our leadership function in the field of adult education by establishing, in co-operation with the Faculties of Education and Social Science, a research and training programme in adult education.
- 5) Ultimately it is envisaged that an extra-mural centre or conference centre for continuing education will be necessary to accommodate the increased activity and to serve as a symbol of the importance of the link between the university and the community.

C. Specific Plans for 1970 and 1971

- 1) It is proposed that in the months of January and February 1970 a pilot project 'University Orientation' be organised to assist First Year students to make the transition from the school to the university. It is proposed that a sub-committee be appointed to prepare a 'Working Programme' in consultation with the Deans of the Faculties.
- 2) The gradual extension of the scope and duration of the summer school is planned. The 1970 summer school will consist of 12 courses and will last for 3 weeks. Among the proposals is the plan to incorporate within the extended 6 - 8 week summer school or summer session such activities as the "University Orientation" proposed above, the course in accountancy for articled clerks planned for 19 January - 27 February 1970, and the In-Service course in school

administration planned for 5 - 9 Januray 1970. As the summer school is extended it should be possible to draw on the teaching resources of other universities where necessary to take part in both the specialised courses and classes and in those programmes intended for the general public.

- 3) The development of a programme of extra-mural classes and discussion groups. The extra-mural classes, which will consist of 20 - 24 weekly evening meetings extending from April to October each year with classes not larger than 30 will vary in terms of their aims. Some will be intended primarily for the lay public, others primarily for such groups as municipal and government officials, teachers, etc. still others primarily for students and senior school pupils. In no case however is it intended to exclude the public. The discussion groups will be more flexible in terms of duration and will be based upon the provision of appropriate discussion materials together with an experienced leader.
- 4) The extension of our programme of refresher courses, specialised courses, seminars, symposia and prestige conferences to take place during the school holidays and university vacations in April, June, July and September.
- 5) The development of further programmes of lectures and discussions in various centres of the Western Cape, on the Cape Flats and in other centres where there is a demand.

D. Immediate Staffing and Financial Requirements for the Implementation of the Plans for 1970 and 1971.

- 1) An additional Clerical Assistant R1152 - 2040

The present staff of 1½ clerical assistants is working under considerable pressure to maintain the present volume of work with the result that many essential long-term administrative tasks, e.g. maintenance of mailing lists, records, and files are being done inadequately or not at all, and many jobs that should be delegated by the Director and Assistant Director are having to be done by them, and this despite the fact that many additional hours of work have been done by both clerical assistants during the past year. An urgent application to the Staffing Committee has been made for the conversion of the part-time post into a full-time one for 1970. However, even should this application be granted, a further part-time clerical assistant will still be urgently needed.

2) An organising Lecturer R3500 - 4800

It is proposed that the person appointed to this post should be responsible on the programme planning side to the Director and on the administrative side to the Assistant Director. He should be a man of intelligence, imagination, energy and tact. A knowledge of universities is desirable and a knowledge of the school system would be of assistance in some of the work. It is proposed that he be given the following specific responsibilities:

- a) To initiate and co-ordinate the proposed University Orientation Classes, the objectives of which will be to enable the prospective student (i) to adjust more effectively to the changes in teaching and learning methods from school to university, and (ii) to plan his university curriculum in the light of more adequate information about the various courses.
- b) To assist in initiating and co-ordinating the proposed extra-mural classes and discussion groups.
- c) To assist in organising the extended summer school.
- d) To co-ordinate the proposed prestige conference. This proposal which is being developed by a sub-committee of the Board is for a large conference with international participation on the theme of the future of mankind in the light of such problems as pollution, nuclear and chemical warfare and the population explosion.

It should be made clear that it will be extremely difficult if not impossible to launch any of these projects unless such an appointment is made.

3) An additional annual subsidy of R1500 R1500

This should be used as follows:

- a) R800 to make it possible to reduce the fees for extra-mural classes, etc., for those who cannot afford full fees.
- b) R700 to employ additional staff during periods of high pressure, e.g. during summer schools and conferences and at the commencement of University Orientation and extra-mural classes.

4) A part-time regional organiser R1000

with headquarters at Paarl, Worcester, or Wellington whose responsibility it would be to organise lecture-courses, classes and discussion groups in country towns of the Western Cape.

- 5) An annual transport and maintenance subsidy R700
to this regional organiser.
- 6) Purchase of equipment (slide projector, screen and overhead projector) for regional organiser.
- 7) We believe that the increased staff and financial allocation requested above will make it possible for us to launch effectively the programmes indicated and thus present a larger and more carefully planned programme of adult and continuing education programme which would appeal to a wider group of people over a far larger geographical area. It would thus enable us to increase the breadth and depth of the educational contact between the university and all sectors of the community. It would also enable us to increase our services to students and staff within the university through extra-curricula educational programmes.

E. A note on longer-Range Staff and Financial Requirements for the Development of the Work of the Department

- 1) It is envisaged that there should ultimately be four organising lectureships in the Department:
 - (a) One in Citizenship Education (including History, Political Science, Economics, Law, International Affairs, etc.)
 - (b) One in Science & Technology (including Biology, Chemistry, Physics, Engineering, etc.) R4000
 - (c) One in the Arts, Literature & Language (including the Fine Arts, Philosophy, Literature, Language, etc.) R4000
 - (d) One in Community Studies (Sociology, Psychology, Community Development, Human Relations, etc.) R4000
- 2) Each of these organising lecturers would be responsible for the following kinds of activities:
 - (a) Each would be expected to undertake some extra-mural teaching
 - (b) Each would be responsible for initiating and co-ordinating the following kinds of activities in their respective fields:
 - i) Summer Session courses
 - ii) Extra-mural classes
 - iii) University Orientation classes

- iv) Discussion groups including the development of discussion material
 - v) Liaison work with the regional organiser in developing programmes in the country
 - vi) Conferences, symposia and seminars for specialised professional groups and of an interdisciplinary nature.
- (c) Each would be expected to undertake research within his own field of specialisation. A fruitful area of research for such lecturers would be into the communication and education processes as they relate to their respective fields.
- 3) Additional clerical staff would be necessary R1153-2140 p. to provide the supporting services for the additional organising lecturers. Initially it is possible that one further clerical assistant might be adequate.
 - 4) An additional cleaner to assist our messenger R630 - 906 p will also be necessary as the work grows in volume.
 - 5) Finally an increase in general subsidy will be R3000 p.a. necessary if the department's work is not to be skewed in the direction of offering only these programmes which will pay for themselves.

APPENDIX DMEMORANDUM : THE UNIVERSITY AND ADULT EDUCATION

(As approved at Meeting of Board of Extra-Mural Studies 8 November 1972).

Introduction

This memorandum is prompted by necessity - the necessity for the University of Cape Town to reach some important decisions on its future role in adult education. The University of Cape Town has for many years been the leader in the field of liberal adult education in South Africa. However, since 1969, when the Board of Extra-Mural Studies adopted the report of the sub-committee which had been appointed to investigate the aims, future activities, finance and staffing of the Department of Extra-Mural Studies, the work of this Department has grown considerably. And this expansion is stimulating an even greater demand for University adult education. This is not surprising. The Department has traditionally been perceived as performing a very limited (though valuable) role in the total field of University adult education. The 1969 sub-committee did its work well - it opened up a very wide range of possible future developments for the Department, and this in turn has led to a broadening of its role in the past three years. However the sub-committee made no attempt to establish any clearly defined goal for the Department or for the University's involvement in adult education for the next ten or fifteen years; nor did it produce any clear statement of priorities or principles to guide the development of adult education at the University.

Three years later, and with a considerable expansion in our work immediately behind us, there is the danger that we will either continue to grow along lines of least resistance, responding to the ever-present immediate demands and with no clear picture of where we are going, or that the University will call a sudden halt to this Topsy-like growth in view of our lack of clarity on our goals and on our role within the University and the community. We believe that the University of Cape Town through its Department of Extra-Mural Studies and through certain other Faculty and Departmental efforts is performing a significant role in adult education. This role is however still a limited one, and it is our view that the stage has been reached when the University should decide whether it wishes to extend its role, and if so in what directions and through what organisational structures.

Proposed Goals for the University in Adult Education

The process of establishing goals and priorities for the University in adult education is a complex one. There must inevitably be conflicting ideas and pressures from within the University and from outside it and any attempt to state such goals will be open to criticism. It is

therefore very necessary that we should state explicitly our assumptions and that we should formulate the goals which we consider to be important as clearly and concisely as possible.

In the first place, we do not accept any narrow definition of adult education, but rather conceive of it as any organised activity which is designed to assist those who are not engaged in full-time study to improve themselves or their society by increasing their knowledge, skill or sensitivity. Viewed in these terms adult education is probably the most rapidly growing sector of the educational system and the University is thus seen as but one of many organisations concerned with adult education. The University must therefore be selective in its contribution to the field, and its teaching involvement should be limited to that which can appropriately be done by University lecturers. This does not imply any narrow approach by the University to adult education. Nevertheless it does serve to focus attention upon a University's three main functions in adult education, namely, the provision of university adult education programmes, research in adult education and the training of adult educators.

In the second place we believe that it is one of the University's most important functions to cultivate a cultured and learning-oriented society - a society in which in every field and at every level the attempt is made to understand events and solve problems through careful enquiry. The University attempts to do this through its undergraduate and post-graduate teaching. In adult education however the University has a very special responsibility to help individuals and society to identify and find solutions to real issues and immediate problems through processes of understanding and enquiry. If the University does not take up this educational challenge it would be failing in its responsibility to society.

In the third place we should make explicit our conviction that in any society, but especially in our South African society at the present time, with its imbalances in political, economic and social power and with its high illiteracy and school drop-out rates, any University adult education programme which neglects to do all in its power to encourage and assist the less privileged to help themselves is neglecting its duty. The University is necessarily concerned for the most part with the teaching and training of élites and it is right and proper that a substantial part of the University's adult education programme should be directed towards serving the intellectual and professional leaders, as well as others who have similar interests. Nevertheless it is equally important that the less privileged groups should be served, that the University should encourage and help them to develop themselves and their communities through continuing learning. In this connection it should be noted that this is more easily said than done, that it is insufficient to merely have

an 'open doors' policy as we have had in the past, but that the allocation of special resources to this task is a vital necessity.

Fourthly, we wish to re-emphasise the importance of the University, through its adult education programme, continuing to serve the educational needs of society's intellectual and professional leaders throughout their lives. We believe that such a programme should be undertaken far more systematically than in the past, that the educational needs of the various professional groups at different stages in their careers should be identified and programmes provided to meet these needs, and that it should be accepted that diplomas and certificates should be available for satisfactory completion of some of these programmes whilst others should be credit-free. It is our belief that the continuing education of those who have already graduated will become an increasingly important function of the University.

Fifthly, it is our firm belief that the University should think through afresh the frequently held view of it as a relatively closed community of scholars existing within a specific geographical area. We do not wish to deny the importance of groups of scholars working in close proximity with one another, nor the importance of much of the University's work taking place within an environment that is dedicated solely to teaching and learning. Nevertheless we do wish to emphasise that there is another side to this picture, and moreover that this other side should not be regarded as a marginal 'extra' but that it should occupy a central place in all our thinking about the University. As society becomes more learning-oriented and as the acquisition of knowledge becomes more central to society, so should the University make every effort to make its teaching and learning resources more readily available within society, and this is indeed the primary objective of the Department of Extra-Mural Studies. Certain teaching functions, e.g. those which require expensive equipment, extensive laboratory space and close supervision, are inevitably more restricted than others. However, especially in the light of recent developments in educational technology there is no reason why a far greater proportion of the University's total programme (both degree and non-degree) should not be made more readily available within the community. Moreover we do not see any real conflict between the development of the University's internal resources and the extension and adaptation of the University's resources to meet the needs of the community. Rather we perceive these two processes as being complementary and mutually enriching. For example television programmes produced for internal consumption within the University could readily be made available on cassettes to the wider community and programmes produced primarily for the community could be readily available for internal use. As the University uses many different media and methods for its internal

teaching so it must do so to at least the same extent in its adult education programme. Television programmes must be fully supported by lectures, tutorials, discussion-groups etc. arranged at different times and different places to suit the needs of different groups of people, together with an adequate supply of reading material and ready access to other information systems. The twin emphases in any such multi-media approach to adult education should be on flexibility and quality, and we believe that it should include a carefully conceived and highly flexible special degree programme for adults.

Finally, it is our belief that all the above goals should be seen in light of the overall goal of establishing a system of life-long integrated learning that would guarantee to every individual the opportunity to continue his education at a minimum personal financial cost. Any such system should take into account individual and institutional differences in educational, social and personal philosophy by allowing the widest possible measure of individual and institutional freedom whilst at the same time ensuring that the specific and changing needs of society can be adequately met.

Summary of Goals

1. In order to provide more trained leaders in the field of adult education, the University should establish a Diploma course in Adult Education.
2. In order to further our knowledge and understanding of the field of adult education, the University should establish a more extensive programme of research in adult education.
3. In order to develop a learning-oriented approach to solving problems in society, the University should develop a more extensive programme of conferences and seminars focusing on specific economic, social, political, cultural and technological issues and problems in society.
 - (a) Some of these programmes should be arranged with and for specific leadership groups e.g. parliamentarians, provincial and city councillors, professional groups, academics, etc.
 - (b) While others should be intended for interested members of the public.
4. In order to reach the poor and the less-privileged the University should establish:
 - (a) a workers' education programme; and
 - (b) a community education programme.

5. In order to serve the educational needs of society's intellectual and professional leaders more effectively the University should establish a more systematic programme of continuing education for professional groups.
6. In order to serve the learning needs of individuals in society and to stimulate these needs, and in order to advance the general level of cultural, scientific and international understanding, the University should:
 - (a) Continue to offer the present wide range of non-credit courses at summer and winter schools, in the mornings and evenings and over weekends as well as through its extension lecture programme.
 - (b) These should however be integrated within a broader programme which should include more effective use of educational technology and discussion guides to provide programmes at times and places convenient for participants, and should consider Extra-Mural programmes for which appropriate recognition may be given.
7. Finally, in order to work towards the development of a system of life-long integrated learning the University should initiate discussion of the concept and explore in cooperation with other educational institutions the various practical implications of working out such a system.

Recommendations on the Reorganisation of Adult Education within the University to achieve these Goals.

A. Background

In many respects the present status and position of the Board and Department of Extra-Mural Studies is an ambiguous one. For many years it was thought that the Board, as a joint Senate-Council Committee, reported through Senate to Council on some matters and direct to Council on others. However in recent years the Registrar has ruled that the Board is a Committee of Senate and should thus report through Senate to Council. Despite this ruling there has been little change in practice. Those recommendations of the Board which the Registrar considers require the approval of Senate and its other Committees are referred to these other Committees. However the day-to-day decisions of the Board on which courses to offer, etc. are not referred for Senate's approval. Nor are the Board's reports formally adopted by Senate. The only change resulting from the ruling is that the Board no longer has direct access to Council.

The position of the Department and its staff is also ambiguous. It is neither a fully academic department, nor a clearly administrative one, and although the formal conditions of service of the staff are those of administrative officers, in many respects they have in fact been treated as academic staff.

The present position has certain distinct advantages that must as far as possible be retained in any new system. These include the relative absence of formality and detailed reporting to Senate which allows the Board and the Department a measure of freedom to get on with the job, and the independence of the Board and the Department of other Faculties and Departments. The disadvantages of the present system are however also very clear. They are associated with the ambiguities mentioned above which result in a lack of clarity on purpose e.g. public relations v. adult education, and the marginal position of the Department and its programmes in the structure and overall concerns of the University.

These issues were recognised by the first Chairman of the Board who wrote in a memorandum in 1948: "The rapid development of the work of the Board must in the very near future raise the question of the organisation and status of its activities within the constitution of the University, and of its programmes towards the standing of a separate Faculty".

The proposed reorganisation is intended to achieve several purposes:

(i) To facilitate and make explicit in organisational structure the different functions of the University in adult education; (ii) to bring adult education into a more central position within the University structure, and (iii) to provide a broader base for decision-making on the role of the University in the community.

Recommendations

1. In place of the present Department of Extra-Mural Studies the University should establish a School of Continuing Education and within this School two sections or Departments should be established, the one responsible for the University's adult education programme and the other responsible for formal teaching in Adult Education within the University.
2. The Board should remain as at present constituted with the power of cooption.

3. The Chairman of the Board should be a member of the Committee of Deans so that the School may have direct access to the central reviewing committee of Senate.
4. To enable the School to function effectively the principle should be clearly established that the day-by-day decisions of the Board on such matters as which courses to arrange and which lecturers to invite should not have to be referred to Senate for its approval.
5. On the other hand it is recommended that annual reports from the Board should be referred formally to Senate and Council for comment and approval and of course on all major policy matters recommendations from the Board should be considered by Senate and Council.
6. A member of the School's staff should be appointed to each of the Education, Arts, Sociology and Science Faculty Boards in the University.
7. In view of the interdisciplinary nature of adult education, a research committee should be appointed to stimulate and guide research in this field.
8. The University should accept that the School should be provided with the same administrative services that are provided for Faculties.
9. The University should accept that a Centre for Continuing Education should be built and it should launch an active search for funds to finance the building of such a Centre.

Recommended Priorities

The following Recommendations are developed on the basis of the statement of goals given earlier in this memorandum. The priorities are listed in two sections.

A. Those concerned with the development of University adult education programmes; and B. Those concerned with the development of the training and research functions of the University in adult education.

- A. (1) The acceptance by the University that an adult education programme especially designed to reach the less privileged is a major priority, and that special staff will be required to launch such a programme as outlined in the accompanying memorandum.

Note: We would urge that a major effort be made to seek the necessary funds to finance such a project.

- (2) The acceptance by the University that a major priority of the School should be to develop an extensive programme of conferences, courses and seminars focusing on specific economic, technological, social, cultural and political issues and problems in society along the lines indicated in (3) of the Summary of Goals above.
 - (3) The acceptance of the need to evaluate systematically the continuing education requirements of professional groups with a view to developing systematic programmes for those professional groups requiring them.
 - (4) The acceptance in principle of the desirability of awarding Certificates and Diplomas to participants who demonstrate a satisfactory level of competence in certain courses offered by the School, and the appointment of a Committee to make specific recommendations on the naming of such Certificates and Diplomas and on the criteria to be accepted for their award.
 - (5) The acceptance of and the allocation of funds towards the development of a decentralised multi-media approach to adult education in greater Cape Town and in the Western Cape. In addition to the expansion of our present extension lectures programme this would include funds for the production and purchase of television programmes, the purchase of equipment to arrange viewings at widely scattered centres, the production of discussion material and reading lists, and (where feasible) the provision of tutorial assistance to individuals and groups.
 - (6) The organisation of a series of meetings, conferences and seminars consisting of representatives of educational institutions and other organisations with a major concern for adult education to explore cooperatively the possibility of developing a system of life-long integrated learning with a view to making such recommendations as may be considered necessary to the authorities and to the governing bodies of the institutions participating.
 - (7) The acceptance of the staffing priorities as indicated in the section below.
- B. (1) The establishment by the University of a Diploma Course in Adult Education intended for graduates and others who can produce evidence of substantial practical experience in the field.

Note: It is our view that such a course could be established without the creation of any additional posts (other than those already requested). The Department of Adult Education would however require sufficient funds to pay other Departments to provide service courses and to invite visiting lecturers to teach sections of it.

- (2) Acceptance by the University at this point in time that the adult education staff should have the same amount of time free each year as internal teaching staff, i.e. approximately one month to six weeks, in order to pursue their research interests in adult education, and that they should be subject to the same conditions of service (including study-leave) as other academic staff.

Note: There are no immediate staffing or financial implications. However, if a satisfactory research programme is to be built up it is clear that research funds will have to be sought from a variety of sources.

General Note

With the acceptance of the goals and priorities indicated above it should also be accepted that it should not be the School's function to organise official University lectures, but that it should be the School's function to assist in publicising such lectures and indeed any other courses, lectures and seminars that may be arranged by other Faculties and Departments within the University.

Staffing Arrangements and Priorities

In order to achieve the goals recommended above an increase in staff will be necessary. It is recommended that three distinct categories of staff be considered: 1. Adult Education staff to coordinate and organise programmes in the School of Continuing Education and to teach in the Department of Adult Education; 2. Administrative, secretarial and clerical staff to service the School's and the Department's activities; and 3. Part-time and ad hoc lecturers, teachers and coordinators in the School.

Within each of these general categories it is recommended that further sub-categories be accepted as follows:

1. Adult Education Staff

- (a) Some members of the staff should be responsible for general programme areas, e.g. the Arts, the Sciences, and the Social Sciences;

- (b) Some members of staff should be responsible for different phases in the adult education process, e.g. management and administration, educational guidance, the use of educational technology, group methods and the training of group leaders;
- (c) Some members of staff should be responsible for special projects and for working with specific participant groups e.g. workers' education, community education, teacher education.

Note: Clearly there will be some overlap of function between these sub-groups and also equally clearly for the foreseeable future some members of staff will have to perform several different functions. Nevertheless it is our belief that in planning for future developments it should be accepted that staff primarily responsible for work falling in each of the three above subcategories will be necessary.

2. Administrative, Secretarial and Clerical Staff

- (a) An administrative officer initially at the level of an administrative assistant and probably later at a more senior level will be required.
- (b) Additional clerical and secretarial staff will be required as the work grows.

3. Part-time and ad hoc lecturers teachers and coordinators

- (a) For many, if not most, of the School's programmes it is envisaged that the present policy of inviting individual lecturers to contribute and of offering them an honorarium will be retained;
- (b) For some of our programmes it will be necessary to invite individuals to act as coordinators and in some cases to offer an honorarium;
- (c) In certain instances however and notably where fairly substantial courses become a regular feature of our annual programme, e.g. Diploma courses, it may become necessary to pay appropriate Departments the sum of money necessary to service such courses.
- (d) Finally, in some instances a system of joint appointments between the School and internal Departments may be necessary.

Note: With regard to (d) it should be noted that this form of appointment may be desirable to develop certain special projects and for work with specific participant groups as indicated in 1(c) above.

Staffing Priorities

Taking into account the categories suggested above and the spheres of interest and competence of the present staff the following is a recommended order of priorities for the establishment of additional posts in the School and in the Department:

1. Adult Education Staff

- (a) The post of Lecturer (Senior-Tutor) with special responsibility for coordinating courses in the Sciences.
- (b) Two posts at the Lecturer (or Senior Tutor) level with the special tasks of launching a workers' education and a community education programme.
- (c) A post at the Lecturer (or Senior Tutor) level with three specific functions: (i) To extend the programme of continuing education for professional groups; (ii) To take responsibility for a more effective educational guidance and counselling service, and for training group leaders; (iii) To take responsibility for liaison with the University Television Unit in the production and purchase of CCTV programmes.

Note: It is recognised that no single person could undertake single-handedly the functions indicated above. However with adequate support from other members of the staff a start could be made in each of these areas which will ultimately require the further attention of separate staff members.

2. Administrative, Secretarial and Clerical Staff

- (a) The post of full-time Clerical Assistant recommended by the Board of Extra-Mural Studies at its meeting in March 1972.
- (b) A post of administrative assistant with responsibility for the day-by-day administration of the School.

APPENDIX EREPORT ON CENTRE FOR EXTRA-MURAL STUDIES (CEMS)

This report on the CEMS has been prepared at the request of the Academic Planning Committee. In making the report we have had discussions with staff of both Extra-Mural Studies and the Faculty of Education, particularly with Mr Tobias and Professors Hart and Heyns, and with the Chairman of the Board of Extra-Mural Studies, Professor Sloan. General information on the Unit has been obtained and has been submitted to the Deputy Principal (Planning) as an addendum to this report.

The Centre occupies a somewhat unusual position in the University, in that it does not serve a normal teaching function either directly or in a support role, the persons attending its programmes do not generate subsidy for the University, and its staff are all on administrative and not academic grade (although special titles with an academic flavour are accorded them).

As the Centre generates no subsidy, it is necessary to ask what advantage it offers to the University as a whole, as compared with rendering a service to the community, which although desirable may be a luxury we cannot now afford. The positive answer to this lies in the public relations area and in the good image given to the University by the EMS activities, particularly its Summer Schools. These probably aid the University's fund-raising appeals and possibly result in some increase in student enrolment.

The present direct cost of the CEMS to the University is about R45 000 p.a. (made up of about R42 000 in salaries and R3 000 as a maintenance grant). The unit runs its Summer Schools and extension courses on a self-supporting basis, that is, operating expenses are covered by the fees of those attending the courses. In general a small profit (about R2 000 p.a.) is made and this retained by the CEMS and used in maintaining equipment, etc. Some of the University's cost of R45 000 might be recovered by charging higher fees, particularly for Summer School attendance; however, this could backfire and result in loss of revenue through lower attendance.

There is general agreement that the function of the CEMS is to provide educational programmes at a university level and such programmes are normally to adult audiences. The EMSU is thus concerned with adult education at university level, and the Faculty of Education have a Senior Lecturer in Adult Education as one of their staffing priorities. There seems merit in combining these two interests and having a Professor of Adult Education who is also Director of the CEMS. This would impose some additional load on the Centre but it would appear possible to deal with this without further staff.

As indicated, there is a consensus of opinion that the activities of the CEMS should be at University level. In this context, while some of the programmes for the non-white group are on a similar level to the other E.M.S. extension courses, it appears that there has been a fair amount of effort devoted to initiating teaching programmes at relatively low level on the Cape Flats. While the latter constitute a praiseworthy social endeavour, we do not believe that such teaching programmes should be a function of the Centre.

The Centre operates through a Board with a member of the University Senate as its chairman. In this, its conduct is analogous to other University Interdisciplinary units, and we consider that the Centre should remain as a constituent member of this Group. Whether or not the Centre should become a part of the Faculty of Education is not an urgent question, and such a move should not be implemented at present. However, we consider there is merit in recognising the Centre's academic role by placing appropriate members of its staff on academic grades.

RECOMMENDATIONS

1. That the CEMS should be retained, essentially in its present form, and continue to be responsible to the EMS Board.
2. That where appropriate, the staff of the Centre be placed on academic grades.
3. That the Director of the Centre also be Professor of Adult Education. The Chair would be established in the Faculty of Education.
4. That the Centre should remain as one of the University's "Interfaculty Units" following the procedures for access to Senate spending committees which apply to all these Units.
5. That no increase in expenditure on the Centre or expansion of its facilities be considered at present.
6. That profits made by the Centre be taken into account each year by the Departmental Grants Committee in determining the size of the Centre's grant for the ensuing year.
7. The final recommendations of the Academic Planning Committee on this subject should go to the Board of Extra-Mural Studies, and to the Faculty of Education, for their comments and suggestions.

Professor A D Carr

Assoc. Prof. P A T Wild

APPENDIX FUNIVERSITY OF CAPE TOWNACADEMIC PLANNING COMMITTEEREPORT OF THE SUB-COMMITTEE ON EXTRA-MURAL STUDIESTERMS OF REFERENCE

- 1 The sub-committee (the Vice-Chancellor, as convener, Professor J V O Reid and Dr J E Moulder) was appointed by the Academic Planning Committee to consider and report on two questions referred to it by the Board of Extra-Mural Studies (EMS Board, 3 June 1982) viz.,
 - (a) what is the appropriate balance between the extension and adult education activities of the Centre for Extra-Mural Studies?
 - (b) Does the constitutional framework within which the Centre operates require revision?

BACKGROUND

- 2 The Centre for Extra-Mural Studies has three broad categories of tasks:
 - * Extra Mural/Extension programmes
 - * Teaching and research in adult education
 - * Adult education development projects

The extra-mural/extension programmes began in the nineteenth century. Adult education development projects commenced in the late 1960's and the formal teaching of adult education began with the introduction of the Diploma for Educators of Adults in 1980. The Centre's responsibility for the traditional goals of university extension and for the newer ones associated with adult education were recognised by Senate and Council when they accepted a revised statement of the aims of the Centre.

The question of the appropriate balance between the traditional and newer tasks came before the Board of Extra-Mural Studies during 1982 when it was suggested that less staff time was being devoted to extension work than had been the case before 1979. The Board recognised this as a matter of key importance and agreed to refer it to the APC.

- 3 The Diploma for Educators of Adults: The University's application to introduce a diploma in adult education was submitted in 1974 and received Ministerial approval in 1977.

In July 1978 and April 1979 Council accepted a series of proposals aimed at making it possible for the Diploma for Educators of Adults to be offered for the first time, as a two-year part-time diploma with intakes every second year. The key decisions were:

(a) That the diploma would be offered by the Department of Education and that the staff of the Centre would be responsible for some of the teaching. The staff of the Department would do the balance of the teaching. The Centre would have to be given additional staffing to make it possible for its staff to do this, but the Department of Education indicated that it could fulfill its commitment without additional staffing support.

(b) That the post of Director of the Centre, vacant following Robert Tobias' resignation, be advertised as one of Director of Extra-Mural Studies/Professor of Adult Education. The chair was established in the Department of Education.

(c) That a new post of senior tutor be established in the Centre. This would provide the support needed by the Centre to allow it to undertake its share of the teaching of the diploma course, which would be launched in 1980. The incumbent of the post was to assist in the design and evaluation of extra-mural programmes, in the development of courses and support services for adult educators, in efforts to extend the University's adult education resources more effectively with the black communities of Cape Town, and with the mounting and presentation of a diploma course for adult educators in 1980. (In proposing the establishment of this post the APC noted that its establishment "does not diminish the responsibility of the Faculty of Education to assist in mounting the diploma course for educators of adults though it is assumed that the senior tutor may take part in the course".)

- 4 Academic Conditions of Service: Prior to 1978 the executive staff of the Centre enjoyed administrative conditions of service. The Board proposed on a number of occasions that these staff should have academic conditions of service. Thus, for example, when a new post of senior tutor in the sciences was asked for it was suggested by the Board that any person appointed to this post would have to have an academic background in the sciences, and that he or she should, therefore, be appointed on academic conditions of service. These arguments did not succeed, but, after Professor Millar's appointment, Council and Senate

accepted that the executive posts of the Centre should enjoy academic conditions of service: two arguments were advanced; first that all the staff of the Centre would take part in offering the Diploma course and second that the organisation, administration and planning of extra-mural courses was more than an administrative task (APC Report to GPC, 14 March 1979).

PROCEDURE ADOPTED BY THE SUB-COMMITTEE

- 5 Documentation: The sub-committee has considered the following papers among others submitted to it:
- (a) Annual Reports of the Board of EMS for the years 1977 - 1981;
 - (b) Constitution of the Board and correspondence relating to this;
 - (c) Decisions of Senate and Council relating to the Film Education Unit (PC 375, PC 422 and PC 429);
 - (d) Staff establishment listing for the Centre, and reports on the establishment of the chair, academic conditions of service for executive staff and a post of senior tutor in the Centre;
 - (e) Papers from Professor Cumpsty (21 May 1982) and Professor Millar (24 May 1982) on the question of balance: these were before the Board of EMS on 3 June 1982;
 - (f) Extracts from Professor Millar's inaugural lecture as Professor of Adult Education on 28 August 1979;
 - (g) Education Faculty proposals for the development of courses for educators of adults (Faculty Board, 23 July 1982);
 - (h) An outline of plans for the development of the extension activities of the Centre (memorandum of 29 August 1982 to Dr James Moulder).
- 6 Consultation: The sub-committee invited all members of the Centre, the Board and the Faculty to submit written evidence or be interviewed. A notice was published in The Monday Paper addressed to all members of the University carrying a similar invitation. There was no response to these invitations. The executive staff of the Centre (Professor Millar and Messrs Walker, Morphet and Saddington), the Dean of Education and Professor J S Cumpsty, the immediate past chairman of the Board of EMS, were interviewed.

PROPOSALS SUBMITTED BY THE CENTRE

- 7 A memorandum dealing with the background to the present issues and setting out proposals for dealing with the questions of balance and accountability (the constitutional arrangements) was submitted by

Professor Millar. The sub-committee found this particularly helpful and it is attached as Annexure I.

THE QUESTION OF BALANCE AND THE CONSTITUTIONAL FRAMEWORK

8 The sub-committee has no doubt that both the adult education and the extension activities of the Centre are very important. The extension activities are well established while those in adult education are new and pioneering. But in both UCT has taken the lead in this country.

The Centre's memorandum (Annexure I) suggests that any proposals will have to take account of

- * the clear differences between the established extra-mural studies role of the Centre and the newer "preparation of adult educators" role in terms of existing divisions of staff responsibility, constituencies served, bodies to which accountability is given and the form such accountability takes. There are two important enterprises to be maintained and developed;
- * the clear need for co-operation work between staff primarily engaged in university extension work and staff primarily engaged in adult education work, both being concerned with adult learning and teaching in an academic context. There is a tradition of satisfying and innovative teamwork to conserve.

9 The memorandum makes three proposals, viz.,

(a) That the two major functions of the Centre be split under separate heads, and with separate staff teams, the post of Professor/Director being reconstituted as two posts, of Professor and Director. (In evidence before the sub-committee Professor Millar suggested that the Centre might wish to reconsider whether separate staff teams were necessary; however, it remained the Centre's view that there should be separate heads.)

(b) That Extra-Mural Studies and Adult Education be separate divisions in a new department in the Faculty of Education with the Professor and Director rotating as head of this Department.

(c) That a Board of Extra-Mural Studies be appointed to advise the Director on extension work.

The memorandum suggests that these proposals, taken together, would have the effect of

- (i) greatly reducing the existing problems of split dedication and dual accountability.
- (ii) recognising common areas of work and preserving the co-operative staff relationships and traditions
- (iii) giving the Centre for Extra-Mural Studies a strong academic and educational base for extension work.

10 A separate post of Director: The sub-committee accepts that with unlimited resources it might be both possible and desirable to establish viable and separate staff teams for both extension work and adult education. In a situation of limited resources, where there is a total of four executive posts in the Centre, splitting the post and appointing two heads of separate divisions within one department each having different staff would, in the sub-committee's view, lead to a rigid split, less flexibility and loss of the team's cohesiveness. The sub-committee accepts that each member of the staff will give priority to one of the two areas, extension work or adult education, and it accepts, given a staff of four, that the existing 2:2 division of staff by primary interests represents a reasonable balance.

This is not to say that the staff resources of the Centre should be used two in one area and two in the other. The present position is that all four take part in both. Those interviewed by the sub-committee emphasized the appropriateness of this link between theory and practice, and the sub-committee believes that the flexibility which it gives is valuable to both activities.

For the same reasons the sub-committee does not accept that splitting the post is, under present circumstances, either necessary to ensure focussed commitment and leadership in both areas, or desirable. In reaching this conclusion the sub-committee does not underestimate the energy, courage, commitment and innovative resource needed in the vast and unmapped area of adult education in South Africa.

11 Teaching Courses in Adult Education: The staff of the Centre teach the diploma for educators of adults. Initially the staff of the Education Department made a significant contribution to this programme (1980/1981) but have not done so since. In fact, the opposite has taken place in that staff of the Centre offer a course in adult and non-formal education for HDE candidates (offered for the first time in 1983). The sub-committee

notes that this was not the intention, nor was it what Senate decided should happen. The sub-committee believes therefore that there are good grounds for requiring that a significant contribution be made to this teaching load by the staff of the Department of Education.

- 12 Dual Accountability and the Proposal for a Department in the Faculty of Education: The sub-committee accepts that the situation of a single staff unit accountable to two boards of control is difficult. Two solutions suggest themselves, to split the Centre into two or to adapt the constitutional framework within which the Centre operates.

The sub-committee, along with the Centre, does not believe that it would be productive to have two separate units at this stage, for the reasons advanced above. The situation is a dynamic one, however, and there might be a time when this would work.

The sub-committee considered where the Centre should be located. If located in the Faculty the Centre could be part of the Department of Education or a new department. It has been argued that a separate department should be established for three reasons: first, this would enhance the status of adult education within the Faculty; secondly, extension work would be more secure in a department dedicated to adult education and extension than in a large department; and thirdly, the principal focus of the Department of Education is pre-school and school level education with which adult education does not easily fit.

There is general support for the suggestion that the Centre become a new department within the Faculty of Education. The sub-committee has noted that it is common in the United Kingdom for universities to have departments of adult education that are responsible for extension programmes.

The advantages to be gained from establishing a new department are that both adult education and extension studies would be accountable to the same body (the Faculty Board, and through it to Senate) and that both would be kept together, where they would inform each other. The Faculty Board is at present responsible to Senate for adult education teaching and research. The sub-committee is conscious of possible problems deriving from the Faculty Board's oversight of extension and extra-mural activities,

particularly as these cover the whole spectrum of UCT. However, the sub-committee believes that

- (a) the Faculty is as representative a body of academics as any in the University, and that its members have a good view of needs from their own community related activities
- (b) there is likely to be a learning process and members of the Faculty will grow into the role of overseeing extension and extra-mural work
- (c) their partial view (if this turns out to be the case) will be complemented by a reconstituted Board of Extra Mural Studies (see below).

13 The need for a Board of Extra Mural Studies: The Board of Extra-Mural Studies does two things: it has an executive role and it provides a link between the Centre and the University community and between the Centre and the wider community. Should the Centre become a department in the Faculty the EMS Board's first role would transfer to the Faculty Board. But the need for the second would, if anything be stronger. The sub-committee envisages a re-constituted board which would have university members with a commitment to extension work and non-university members appointed for their ability to advise on extension work. The Dean, on behalf of his Faculty, would submit an annual report to Senate, as is now the case, and this would cover both sets of activities in this department. It has been suggested that the new EMS Board (as opposed to the head of the new department) should also submit a report to Senate and Council, covering the extension activities of the past year, and stating its view on the extent to which the department had fulfilled its function in regard to adult education and extra-mural studies. The sub-committee supports this suggestion.

THE FILM EDUCATION UNIT

14 The Film Education Unit grew out of the Centre for Extra Mural Studies. The Film Festival project, which is central to the Film Education Unit's work, was developed as part of the Centre's extension programme into the community. The first annual film festival was held in April 1977 and subsequent festivals included related educational programmes. It meets its salary and running costs.

The Film Education Unit was set up in 1980 as a separate unit, under the Director of Extra-Mural Studies, for an initial two-year period. It was subsequently agreed that its life be extended for a further two years (PC 422) and that its director be responsible to the Board of Extra-Mural Studies, through an advisory committee to be called the Film Education Unit Advisory Committee (PC 429). Senate and Council agreed to ask the FEU Advisory Committee to give consideration to the most appropriate location for the Unit, if it were felt that the Board of Extra-Mural Studies was not.

The reconstituted advisory board of Extra-Mural Studies would clearly not be an appropriate body to take responsibility for the Film Education Unit and prima facie there would be no case either for including the Unit in a new department of adult education and extra-mural studies, or making the Education Faculty Board responsible for its work. It is the sub-committee's view that the FEU Advisory Committee should be established as an ad hoc Senate Committee on film and film studies, and operate as such until decisions are made about its future and the location of the Unit.

CONCLUSIONS AND RECOMMENDATIONS

- 15 The questions of balance and of the constitutional framework within which the Centre for Extra-Mural Studies operates have no simple answers. The sub-committee recognises too that the situation is a dynamic one, and that the arrangements it proposes, if adopted, should be reviewed after five years and may have to be changed.

Having made that qualification the sub-committee reports:

- (a) that it believes that the adult education and extension activities should be kept together in one department;
- (b) that it does not find the arguments for splitting the post of professor/director persuasive;
- (c) that it considers that splitting the post could produce rigid divisions that would be counter-productive;
- (d) that the centre or department should have one head who would remain responsible for both activities while delegating the leadership and executive role in one of the two.

And the sub-committee accepts the advantages to be gained from establishing a new department, responsible for both sets of activities, within the Faculty of Education.

The question of balance is a difficult one to judge. The work done in adult education and the extension programmes are both of great importance and have reached very high standards. Both fields are vast, especially that of adult education in South Africa in the last twenty years of the century, and much more could be done given additional resources. The sub-committee is not optimistic though that new resources will be found for these programmes in the short to medium term. And there is some evidence that the commitment of staff of the Centre to teaching adult education is greater than was envisaged. This has arisen because the Department of Education is no longer meeting its responsibility for a significant proportion of this teaching load. This evidence would indicate that, to this extent, the balance between adult education and extension work is not appropriate, and should be remedied.

16 Accordingly, the sub-committee submits the following recommendations for the consideration of the of the Academic Planning Committee:

(a) The establishment of a new department:

* The sub-committee proposes that a new department, to be called The Department of Adult Education and Extra-Mural Studies be established within the Faculty of Education.

* The Department of Adult Education and Extra-Mural Studies should undertake both teaching and research in adult education and the maintenance and development of the University's extension programmes.

* The Professor of Adult Education/Director of Extra-Mural Studies should become Professor of Adult Education and Extra-Mural Studies and, as head of the department, would be responsible to the Board of the Faculty and Senate for the work of the department. The Deputy Director should be known as the Director of Extra-Mural Studies (as no one would be known as Director for this person to be deputy to), a change which is intended to give recognition to the extension work. The post would be unchanged and the incumbent would be responsible to the head of the Department.

* The Department of Education should be required to meet its commitment to assist in the teaching of the adult education diploma, or transfer resources to the new department in lieu of this.

(b) The reconstitution of the Board of Extra-Mural Studies:

* The sub-committee proposes that a new Board of Extra-Mural Studies be appointed.

* The Board would be consulted by and advisory to the head of department on all matters relating to the department's extra-mural programmes and extension work, including proposals for courses. It would not have an executive function but would be constituted so as to provide links between the department and members of the University and between the department and the wider community.

* The Board would receive an annual report from the head of department on extension programmes and would submit an independent report to Senate and Council certifying, or otherwise, that the department had met its reasonable expectations in the area of extension and extra-mural programmes.

* The Board should consist of a chairman nominated by the Vice-Chancellor, two members of Council appointed by Council, six members of the academic staff appointed by Senate, six non-university members appointed by Senate, the head and tenured members of the staff of the department, the University Librarian and a nominee of the City Council of Cape Town.

(c) The Film Education Unit:

The sub-committee proposes that the Film Education Unit Advisory Committee be reappointed as an ad hoc Senate committee on Film and Film Studies, reporting to Senate or the GPC as is appropriate, its existence to be reviewed after the end of 1984.

(d) Consultation:

The sub-committee recommends that, if approved by the Academic Planning Committee, the above proposals be referred to the Boards of Extra-Mural Studies and of Education for comment before submission to Senate's General Purposes Committee.

The establishment of a new department requires ministerial approval.

Hugh Amoore (signed).
PLANNING OFFICER

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