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Rationale for Research Portfolio

I hereby submit three projects for my portfolio towards my Masters Degree in Educational Leadership and Management.

The three projects submitted are:

- An analysis of the Adult Basic Education Directorate in the Eastern Cape.
- The Relevance of short course accreditation to Management Practice in South Africa.
- An assessment of the readiness of the Guguletu Comprehensive School to embark on an Organisational Development Intervention.

Brief Description of Projects

An analysis of the Adult Basic Education Directorate in the Eastern Cape.

The project analyses the style of management of the newly formed ABET Directorate in the Eastern Cape. The Bush Organisational Models are used to analyse the structures and management dynamics of the organisation.

The Relevance of short course accreditation to Management Practise in South Africa.

The project investigates the process for a short course in Management Training to gain accreditation through the South African Qualification Authority.

An assessment of the readiness of the Guguletu Comprehensive School to embark on an Organisational Development Intervention.

The project does an assessment of conditions of an urban black school in South Africa and makes recommendations to a non government service provider around the implementation of an organisational development initiative.

The research methods used for each project were very different. At the Guguletu Comprehensive School an organisational development technique of a survey-data-feedback was used, including conducting forty interviews and holding a feedback workshop.

The analysis of the ABET Directorate was based on personal observation and a small number of informal interviews. The Short Course accreditation was based on intensive, but unstructured data collection through interviews as well as less formal means of phoning, faxing and emailing questions.

The three projects cover a diverse cross section of the education and training sector in South Africa. One looks at the 'coal face' of how the delivery of education is managed at a Secondary School. The other two projects look at a system level of the Department of Education.

The projects were all linked to my work as an educational management consultant. In 1998, I left formal employment and established myself as an educational and management consultant. The three projects submitted give an indication of the broad diversity of contracts I have received.

The common theme running through the three projects is the transformation of the education system in South Africa. It is this transformation which provides work for consultants like myself. The education and training sector are battling to interpret SAQA and implement its requirements. SAQA is a bureaucratic nightmare and interfacing with it is time consuming. SAQA was set up to create a uniform education system in South Africa, through the SAQA Act of 1996. Four years later, the shift to a qualification authority which aims to enforce outcomes based education is far from complete.

The ABET Directorate was established in 1997 and 1998. It was a new Directorate, based on the commitment of the new South African government to provide the Constitutional Rights of literacy for all. The organisation was created through drawing staff from a range of previous education structures.

The third project was a commissioned research project and gives a valuable insight into post apartheid conditions at a black school. It gives an opportunity to witness the changes in the education system at a delivery level and highlights the weaknesses of the school.

The three projects contextualise the complexities of transforming a system. The Guguletu Comprehensive Project makes reference to the establishment of schools for slaves in 1658 and how the colonial governments of South Africa continued for the next three hundred years to systematically provide black South Africans with inferior education. These three projects and my work as a consultant are attempts to provide a meaningful input to the process of transformation and to highlight the struggle of creating an education system which reflects the Constitutional rights of all South Africans.

Relevance of projects to the field of Education Leadership and Management

The field of Leadership and Management in education in South Africa presents a diverse set of challenges and is underwritten by the need for managers and leaders to be able to adapt in a period of radical transformation. The transformation occurring is of the entire education and training system. It revolves around the shift from the apartheid system designed to suit the economic and political goals of the white minority to a new system designed

not only to cater for the needs of the entire South African population, but also to keep South Africa abreast of the huge shifts in global economics and politics.

Leaders and managers need to interpret the system change into their own organisation. The three research projects submitted investigate three of the areas of change. One of the projects looks at whether an urban black school, ravished by the effects of apartheid and the resultant struggle against, it is ready to embark on a transformation process to turn it into a holistic education institution. One of the projects investigates the effect of the establishment of a national qualification framework for managers of small organisations and the third project analyses a new directorate set up to provide basic education for adults and looks at the management challenges faced by this new organisation.

The three project provide valuable learnings and observations for education managers in South Africa and utilise largely overseas theories and research in a very practical, hands on investigation of the transformation challenges facing different levels of education managers in South Africa.

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**Analysis of the Eastern Cape ABET
Sub-directorate of the Department
of Education using the Bush
Organisation models.**

**In partial fulfilment of
requirements for the degree of
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INTRODUCTION

This research project offers an analysis of the Adult Basic Education and Training Directorate in the Eastern Cape Province. The Bush Models are described and critiqued and then used as a tool for analysis. Other organisational models are described and used to add depth to the analysis.

The choice of analysing the Adult Basic Education and Training Directorate comes both from a professional desire to know and understand this organisation more fully, as well as the importance of stressing that the definition of education organisations does not stop at school, colleges and universities, but includes the government bodies which are a key part of the sector. This assignment therefore explores both the features of a government department as well as the appropriateness of using Bush's models in this context and draws on other organisational theory.

The description of the organisation is based on personal experience of a close professional relationship over the last two years and informal interviews with some officials (who asked to remain anonymous, which in itself is an interesting comment on some dynamics in the organisation, discussed later in this assignment)

The Adult Basic Education and Training (ABET) Directorate is a unit within an organisation (The Department of Education) of the Provincial Government of the

Eastern Cape Province. It is also a unit of the National Department of Education and its Adult Basic Education and Training (ABET) Directorate.

This first section of describing the ABET Directorate will focus on a simple and brief explanation of positions and roles, and the next section, where an analysis is attempted, will bring in the complexities of these roles and positions. (In the initial description every attempt is made to avoid value-laden comments so as to explain the organisation in as generic a manner as possible.)

The Directorate is staffed by a Director, Deputy Director and Education Specialists with Training; Curriculum and Assessment Portfolios on a Provincial level. This Provincial structure is then replicated on a regional level in the six regional offices and on a district level within the fifty or so district offices. The total staff employed by the Directorate is one hundred and twenty.

ABET (Adult Basic Education and Training) Directorates are new structures within the South African Education system. The previous Government operated night schools for adults, which were merely part time classes making use of the secondary school curriculum. The night schools were administered by the Education Department and were not given much status. The only exception to this existed in some homelands such as the Ciskei, which did have an Adult Education Department. With the new government taking cognisance of the overwhelming problem of illiteracy and low education levels amongst adults,

ABET structures were set up in all nine provinces, although there is no consistency regarding their size or status.

The ABET structure further exists within the broader context of a Provincial Education Department and is accountable to the Permanent Secretary for Education and ultimately to the MEC for Education in the Province. There are various other units in the Education Department which the Directorate needs to interact with such as Provisioning, (being responsible for purchasing and supplying resources) and Examinations (being responsible for the overall administration of Provincial examinations.) The Directorate cannot operate independently from the other Directorates within the Department and is an integral part of the Department as a whole.

The Directorate is accountable to the National ABET Directorate, which employs National Staff and reports to the National Minister of Education. The National ABET office has similar staff portfolios to the Provincial Office. At a National Level a Stakeholders Forum exists and has done for the last three years. It comprises of the Department and various external stakeholder bodies. The main players are representatives of labour (COSATU) and business (Business South Africa). It is this Stakeholders forum which has been the policy formulation body and the driving force behind the creation of the new ABET Directorates and their programs. It is envisaged, within planning and policy documents, that this National Stakeholders Forum will be replaced by an Adult Basic and Education

Chamber within an Education Council, within the next year. Such National Chambers and Councils would be replicated at a Provincial level.

Moving away from the official bureaucrats, employed on a full time basis to run the Directorate, the following part of the organisation is the operational staff. Each district will employ an ABET Centre Co-ordinator which is normally a part time staff member responsible for the operation of a learning centre. This centre co-ordinator is usually a senior teacher or principal of a Secondary School. The centre will have a number of educators, who at present are all employed full time within the formal school (primary or secondary schools) structures during the day and teaching at Adult Centres at night.

Each ABET Centre should have a Committee, which is specifically required to have learner, community and staff representation and is expected to manage the operation of the Centre as well as provide a structure to which the ABET Centre is accountable.

At the end of the chain would be the learners (adults who are studying at anything from a basic Literacy Level 1 up to a standard eight and matric). I am not sure whether the ABET Directorate staff would view the learners as stakeholders or clients, but in terms of my analysis, I view them as clients.

CHAPTER 1 EXPLANATION OF THE BUSH MODELS

Bush (1986:22-137) describes 5 models to analyse educational organisations.

These models are: -

- Formal Models
- Democratic Models
- Political Models
- Subjective Models
- Ambiguity Models

Bush stated that the models act as 'windows which afford a view of life in

Colleges and schools' (Bush 1986:127). The models offer insights into the nature of management in educational institutions. They emphasise four main aspects, which are: -

- Goals
- Structure
- Environment
- Leadership

Summary of Central Features of Bush's Models

The following table groups the main features of the five models into: -

- Relationships between members of the organisation
- Structure of the organisation
- Goals of the organisation
- Decision making procedure
- Leadership style and
- Relationship of the organisation to the environment

Formal	Democratic	Political	Subjective	Ambiguity
Relationships Official and formal relationships. Dominated by linear, hierarchical and formal communication, based on positions	Staff have formal representation on decision-making structures. Relationships based on honest communication	Focus on group activity and power balances between groups.	Focus is on individual members and their ability to contribute to the organisation and its goals.	Processes misunderstood. Relationships between members are ambiguous and confusing.
Structure Hierarchical Structure.	Horizontal structure, with a criss-crossing of committees	Dominated by structural power blocks	Structure created through interaction of people	Characterised by fragmentation. Problematic structure
Goals Dominated by Goal orientated Approach	Common set of values allows for common agreement on mutually agreed upon goals	Contested, ambiguous goals. Opposing power blocs within organisation have opposing and conflicting goals.	Individual purpose and individual goals presupposes organisational goals.	Lack of clarity on goals. Misunderstanding and presumption of members view of goals.
Decision-making Rational decision making process with decisions made by person with vested authority at appropriate level	Decision making by consensus reached through discussion, research and committees.	Decision making through negotiation on a power basis where ultimately the group with most power will win.	Decision making through unstructured interaction of individuals.	Lack of clarity as to where and how decision-making processes happen.

Leadership				
Authority by Virtue of Official office.	Authority of expertise and the value of that expertise to lead to informed decision making.	Authority based on support from constituency.	Authority of knowledge and individual expertise influenced by background, experience and values.	Fluid participation in management. Unclear and contested authority
Environment				
Accountability to sponsors.	Stakeholders viewed as valuable part of decision making process.	External influences and support crucial in balance of power.	Concern with meanings placed on events both internal and external to organisation.	Professional client seen as having major influence on organisation.

Critique- Bush's Models are oversimplifications of complex organisms.

Although Bush's models offer a useful analytical tool to understand an organisation and how it functions, the models must be seen as oversimplifications of very complex organisms. The models are umbrella definitions for a range of derivations, which can fit under their broad canopy.

A further consideration when applying the models to analyse an organisation is the level or depth of analysis being applied and the fact that organisations will exhibit characteristics of different models at different levels. The most striking cross over would be an organisation fitting visibly into the Democratic Model, with management by agreement and consensus decision making, yet if one were to move out of the committee rooms one may find a complex, covert web of political bargaining, caucusing and power relationships, which the leader as well

as external stakeholders may or may not be aware of and party to and which may not be visible to anyone, even those inside the organisation.

What Bush (1986:69) describes as `micro politics' within a political model, may be a covert clique controlling what is otherwise a democratic model. The school principal influencing senior staff at dinner parties, staff members assuring 'consensus decisions' go their way through informally bargaining and offering rewards to less influential members of staff, often with such a staff member being unaware of this level of bargaining and power politicking. In the Democratic Model, decisions are made by consensus being reached. Consensus is possible due to the existence of a shared set of norms and values. I believe that such shared norms and values could only exist in small organisations or on a very superficial level in large organisations. There may be in existence a set of norms and values which have been created through various processes in the history of the organisation, and these act more as the parameters into which members of the organisation must fit, as opposed to heart felt shared norms and values. No involvement I have had in organisations ranging from trade unions to education institutions and ranging from three members to thousands of members have led me to believe that a democratic organisation can truly exist. I view Bush's Democratic Model as a utopian model, existing purely in theory, as opposed to his other models, which describe real organisations.

Models are on a continuum

The five models put forward by Bush are on a continuum, on which it is often very difficult to decipher the beginning and end of a certain model. Furthermore, that continuum does not only exist on a vertical axis, but has layers of derivations on a horizontal axis. This smudging of the lines between models is most evident between the Democratic Model and the Political, but does in fact exist between the Formal and Democratic, and in fact all of the models. Management by agreement is often a ruse or tactic of an authoritarian management elite to win over the staff of an organisation through allowing them to feel included in a decision, which is however going to be dominated by a rational intellectual decision.

Limitations in application of the Bush models as a tool of analysis

Recognising some value of simple models as offering broad categories of analysis, there are limitations in their application as an analytical tool. Using Bush's description of the models as 'windows' (1986: 126) one must then assume that the analyst is on one side of a brick wall which contains 5 windows. On the other side of the wall is the organisation to be analysed. The analyst then looks through each model's window. The window would be decorated in the features of each model and the analyst would look through the decorations until

the organisation on the other side of the wall comes into focus and starts to blend with the decorations of the window.

There are limitations in seeing the models as windows. Firstly, by starting from a concept of models and trying to fit an organisation, or parts of an organisation, into a model, the analyst's view is tainted. The analyst is aware of the features of each model, and even if he or she has no preconceived ideas as to what he or she may find, it is too easy to stop at a point when key features are discovered.

Secondly, it implies that the person conducting the analysis is standing outside, looking in. In the case of an OD practitioner, the analysis of an organisation would be a lot more intimate and innovative than peering through the glass of one of Bush's models. I believe that the analyst's own bias as to how they envisage a 'perfect organisation' will influence their analysis. If I believed that an organisation should ideally function within the framework described as a Democratic Model, I am going to attribute more value to these features and the possibility of rating other institutions using this as a benchmark exists. The question needs to be raised as to whether the five Bush Models are simply tools of analysis or whether they go a step further to offering options not of analysis, but of management. Although Bush (1986) makes no allusion to this, members of an organisation are consciously making decisions as to how they shape their organisation, and therefore, ultimately, which model it would fit into.

CHAPTER 2 OTHER THEORIES TO ANALYSE EDUCATION ORGANISATIONS

Taylor

Taylor's scientific management (Hughes & Ribbins 1985:4) theory describes an organisation which serves to mechanise and dehumanise the members (workers) in the organisation. Based on his 'hands on' experience of managing production operations, Taylor states that the key to a successful organisation is efficiency. The output of the organisation is more important than its members, and the member's sole responsibility is to complete a set task in the most efficient manner. The organisation is defined by its outputs and management needs to assure that outputs are met in the fastest, cheapest manner. There is a clear split between manager and worker, with the role of the manager being to plan, organise and control and the worker to mindlessly follow.

For the purposes of this project, Taylor's theories are not going to be closely examined or discussed in any depth. Taylor's theory of an Organisation would share common features with Bush's Formal Model. Bush's Formal model describes an organisation dominated by a goal-oriented approach, structured in a hierarchical fashion and with official, formal relationships. The type of organisation described by Taylor's theories is a Formal organisation. The goal oriented approach becomes so dominant in the running of the organisation, that Taylor reduces the persons in the organisation to nothing more than raw

material, in which management 'serves to mechanise the worker, in effect splitting the functions of hand and brain' (Morgan 1989:51)

Taylor's efficient, goal oriented organisation, was a small revolution in production management, and his tenets of efficiency and goal oriented management still dominate formal management theory and practice of the late 1990's. Management by Objective is merely a watered down version of Scientific Management theory, in which the organisation still strives to be goal oriented but does incorporate some sense that the needs of members of an organisation may be somewhat more complex than Taylor would have wished. It is, however, tempting to dream of a little efficiency and mechanised functioning in the analysis of a state department, and question whether a time and motion study and a little bit of bullying from a supervisor, might see the implementation of policy being taken as seriously as the handling of pig iron at Taylor's Bethlehem Steel Company.

Weber

Weber states that ruling parties need to develop some kind of administrative apparatus to stay in power. He saw this apparatus as the bureaucratic form of organisation of a centralised administration, 'where legitimacy of power was underpinned by a respect for the rule of law.' (Morgan 1989:49) In the bureaucratic model of an organisation, laws, rules, procedures and predefined routines are dominant. The organisation is a clearly defined system and 'due

process' is all-important. The following of policies and procedures take precedence over individual initiative, enterprise, judgement and creativity. (Morgan 1989:49). Weber offers characteristics to describe his model of an organisation. The organisation described by Weber, is a rigid, rules bound institution.

The central characteristics of Weber's model are: -

1. 'The Regular activities required for the purposes of the bureaucratically governed structures are distributed in a fixed way as duties.'
 2. 'A specified sphere of competence...is marked off as part of a systematic division of labour...'
 3. The official is 'subject to strict and systematic discipline and control in the conduct of his office.'
 4. All operations are governed by 'a consistent system of abstract rules [and] consist in the application of these rules to particular cases.'
 5. 'The organisation of offices follows the principle of hierarchy; that is, each lower office is under the control and supervision of a higher one.'
 6. Officials are 'subject to authority only with respect to their impersonal official obligation.'
 7. Candidates [for bureaucratic positions] are selected on the basis of technical qualifications. In the most rational case, this is tested by examinations, or guaranteed by diplomas certifying technical training or both. They are appointed, not elected.'
 8. Being a bureaucratic official 'constitutes a career. There is a system of promotion according to seniority or to achievement or both'
- (Blau 1955:1)

Weber observed that a bureaucratic approach to an organisation led to the administration being mechanised, similar to the routine production operation of industry (Morgan 1989: 49). Weber saw a well developed bureaucracy running with, 'precision, speed, unambiguity, knowledge of the files, continuity,

discretion, unity, strict subordination reduction of friction, and of material and personal costs' (Weber 1946:214).

Weber's classical bureaucracy would share common features with Bush's formal model. Weber's theories are alive and well in the structuring and running of large organisations, in particular government departments. As with Taylor, Weber fails to see employees as complex individuals, operating in a milieu of systems, which will affect their functioning as employees. Weber describes an organisation which managers in the post-human relation era, began to aspire to. 'The mechanistic school was gathering its forces ...first came the numbers men, the linear programmers, the budget experts and financial analysts with their PERT systems and cost benefit analyses' (Morgan 1989:43). The efficient organisation fails to provide a realistic model for analysis on two levels. Similar to Bush's Formal model, it does not allow for the complexities of power, conflict and decision making, which occur when a large group of individuals are together. Weber describes an organisation only on the surface, ignoring that in any large organisation, it is not the official channels of decision making which keep the organisation functioning, but the grape vine or inner dialogue.

In recent research I conducted at a Provincial Legislature, the weaknesses of Weber's model became glaringly obvious. The Legislature is based on the Westminster system and the rules and procedures would bring a smile to Weber if he has the time in his post-life to continue observing and theorising.

Duties are fixed, labour is divided and there is a strict system of discipline and control in place. Rules are abstract, and hierarchy is entrenched. MPL's (Members of the Provincial Legislature) are called by their title 'the honourable member' and Members have insisted on a separate dining halls from staff. Political Officers, backed up by the administrative system, have devolved a complex communication machine and great time and effort are invested in assuring that this machine functions efficiently (if somewhat lacking in an environmental focus on the use of paper.) However, having spent two weeks at the Legislature, researching one of their systems, it became clear that the communication machine was a farce and that it was the corridor talk and inner dialogue which were the true organisation. Before the official notice of a meeting landed on a staff member's desk, the unofficial channels, which are a complex web of clandestine, criss-crossing communication channels, had informed the person and had influenced the way that they would view the official communiqué.

A further weakness of using Weber's efficient organisation, is that his principles do not allow for 'the presence of legitimately conflicting goals and techniques and using power' (Morgan 1989:45). Tannenbaum and the Political Science theorists of the 1950's introduced the notion of conflict being a healthy and necessary feature of an organisation. As layer upon layer of corruption continue to get uncovered in the apartheid departments of the previous years, the

weakness of an organisation which does not encourage open debate, power struggles and conflict, becomes sadly obvious.

Morgan's Models

Morgan (1989) provides six organisational forms, represented on a continuum, ranging from a rigid bureaucracy to a loosely coupled organic network. He states that the aim of presenting these models is to illustrate how a bureaucracy can transform itself from one form to another, and to contrast the principles of organisations at different ends of the continuum.

Model 1	Model 2	Model 3	Model 4	Model 5	Model 6
The rigidly organised bureaucracy	The bureaucracy run by a senior executives group.	The bureaucracy that has created departmental team and task forces	The Matrix organisation	The project based organisation	The loosely coupled organic network

Features of these Models

Morgan (1989) explains that Models 1-6 are different 'species' of organisation. He continues to say that organisations may evolve from Model 1 into model 2 and 3 and perhaps 4, but that it would take a revolution to evolve to 5 or 6. He notes that any transformation along the continuum is extremely difficult, as the change would take a lot more than structural adjustments, but also changes in the culture and politics of the organisation.

Model 1 The rigidly organised bureaucracy.

This model describes Weber's classical bureaucracy. It is a traditional organisation, with a hierarchical structure and a powerful chief executive. It operates in a stable environment and has intricate plans. Its operating procedures have been written down as a set of rules. The organisation would tend to view meetings as a waste of time, as its procedures and regulations govern what to do in almost any situation, including contingency plans.

Model 2 The bureaucracy run by a senior executives group

Due to the environment not being stable, it generates new problems and challenges and to deal with this the organisation has a management team. The management team makes policy decisions and resolves problems which cannot be handled through the organisation's normal routine. The management team typically consists of the Chief Executive Officer and heads of departments. Each department head has clear responsibilities and clearly defined lines of authority. The management style may differ from department to department.

Model 3 The bureaucracy that has created departmental teams and task forces

This organisation has retained a strong organisational hierarchy, but has created a number of project teams and task forces which cut across departments so as to handle all issues which have an interdepartmental bearing. This has been done,

as the management team cannot handle all the issues which require working together across departments. The organisation operates as a loosely structured bureaucracy where information is passed up the hierarchy and decisions are passed down. The departmental structure remains intact and although members sit in intra-departmental task teams, their primary loyalty is to their department. Team leaders have little power and the level of commitment to the intra departmental teams is low.

Model 4 The Matrix organisation

The members of the organisation are organised in a matrix of teams based on both the function and the product of the organisation. The various teams combine the functional skills and resources with an orientation driven by the key tasks and challenges from the organisation's environment. The functional departments (such as finance and administration) enjoy the same level of priority as do the business and product teams.

Model 5 The project based organisation

The organisation is arranged into dynamic, innovative project teams. Functional departments may exist, but they have a notional role. The co-ordination between the teams is minimal and the organisation is constantly trying to create teams that will contribute to success. Teams are made up of key specialists that are given a certain amount of free reign with regular exchanges of ideas. The teams are powerful, exciting and dynamic entities, which operate within a context which encourages a learning-oriented approach.

Model 6 The Loosely coupled organic network

The organisation has a small core of staff and it performs its tasks by contracting out. The staff set up the strategic direction and provide operational support but contracts people to fulfil key operational tasks. The small staff create and maintain the direction as well as the image of the organisation but the organisation is a number of small organisations linked by the central core. The organisation may change its form as its outputs change and is essentially an open-ended organisation held together more by ideas and activities than a structure and definable boundaries.

Morgan (1989) defines the 6 models of an organisation in terms of how members and entities within the organisation relate to one another in both a decision making and production-related context. He ascribes the different forms and structure an organisation takes on in terms of the nature of the environment they operate in. By describing a possible evolution along the continuum with Model 1 as a starting point, there is an unwritten assumption that the rigid bureaucracy falls into the 'forces of darkness' (Morgan 1989:41). The 'forces of darkness' have, according to Morgan, polarised organisational analysis as they are the 'mechanical school of organisational theory' who treat the organisation as 'a machine' (Morgan 1989:41). On the far end of the continuum we would find the brightest of the forces of light which emphasise the 'whole person, and 'interpersonal dynamics'. (Morgan 1989:41)

Morgan's models and Bush's models have a great deal in common. The primary difference between the models is that Bush uses five decision-making definitions to name each model, whereas Morgan uses definitions of structure. Morgan is essentially describing bureaucracies and variations of their structures.

To attempt to fit models into one another would be futile. There is only one category with a neat intersection. The Rigid bureaucracy, would, without a doubt, be a Formal Organisation. However after that, there is no neat correlation. The loosely coupled organic network may function in a democratic or subjective manner when it comes to decision making and leadership. Morgan's Models 3; 4 and 5 would tend to favour a democratic style of decision making but this is not inherent in these models functioning successfully.

As with Bush and Weber, Morgan's structural models tend to focus on the visible and observable and do not open up discussion of the sub-terrainian organisation. Morgan focuses more on the force and impact of the external environment in shaping the organisation and the organisation structuring itself as response to the forces and pressures in the environment than the forces and pressures from within the organisation. Morgan describes an organisation establishing a management team to deal with an unstable environment, which cannot be filtered through rules and regulations. Internal lack of stability is often a far stronger force in the move from a rigid authoritarian leader to a management team approach. Members of organisations seem to be able to

function within a rigid organisation initially, but then either leave or begin to put pressure on management to change and allow for more participation. The establishing of departments and department heads is the logical first step of evolution from a one-person hegemony. The type of organisation and the different levels of skill are also going to have a heavy influence on its evolution along the 'mechanistic-organic' continuum.

Learning Organisations

Senge (1990) defines a model of an organisation not along the lines of structure or decision making style but on the learning capabilities in an organisation. He describes five disciplines, which 'represent a lifelong body of study and practice for individuals and teams in organisations' (Senge 1999:32).

Senge (1999) states 'that organisations are a product of the ways that people inside them think and interact.' (Senge 1999:33) He states that change in organisations occurs through a process of developing tangible activities, new governing ideas, innovations in infrastructure, new management methods and tools for changing the way people conduct themselves in an organisation. Senge's focus is on how people think and relate and the ability of an organisation to continually change. De Geus (1997) states that seeing a company as a machine implies that it is fixed and static and can only change if someone changes it. It exists for a purpose conceived by its builders and will run down unless management rebuilds it. De Geus states that the machine metaphor became so powerful throughout the industrial age that most of us think

of our organisation in terms of a machine and this tends to influence how we see an organisation operating. De Geus (as cited in Senge: 1999:503) states that organisations should be thought of as a living entity and as a human community. To build on this concept of an organisation being a living entity, Senge states that organisations should have disciplines which represent a lifelong body of learning and practice for individuals and teams in organisations.

The disciplines, which Senge advocates, are: -

- Personal Mastery
- Mental Models
- Shared Visions
- Team Learning
- Systems thinking

Personal Mastery

Members of an organisation need to have a realistic assessment of the current state of their lives, and manage the tension between vision and reality. Personal mastery can expand the person's capacity to make better choices and achieve more results.

Mental Models

Members of organisations need to be constantly reflecting, inquiring and developing awareness of the attitudes and perceptions that influence thought and interaction. They are able to gain more capability of governing their actions

and decisions, and not leap instantly to counter productive conclusions and assumptions.

Shared Visions

Mutual purpose becomes a focus of the organisation as members nourish a sense of commitment to the organisation through developing a shared vision for the future and creating principles and guiding practices by which they hope to get there.

Team Learning

Organisations need to mobilise their energy and actions to achieve common goals by transforming the organisation through using techniques like dialogue and skilful discussions. The pooling of energy and actions leads to the team creating an intelligence and ability greater than the sum of the individuals talents.

Systems thinking

Members of an organisation need to understand the interdependency of systems. Members of an organisation need to learn to deal more effectively with the forces which shape the consequence of their action. Techniques on giving feedback will lead to an understanding of how systems change and how the organisation's system relates to the natural and economic world.

Senge's Learning Organisation, based on the Five Disciplines, has become a model which serves to describe features and characteristics of an organisation. The model does not refer to structure or decision-making processes, but does refer to the way that members in an organisation would interact. Unlike Morgan and Bush who provide a range of alternative models which differ on the grounds of observable characteristics, the Learning Organisation is a single model, which describes an organisation through intra and inter-personal transactions.

Morgan and Bush offer models which can be used to analyse an organisation through comparing the organisation to the features of a particular model. This analysis will lead to conclusions being made about the appropriateness of structure, decision-making mechanisms, style of leadership, relationships, goals and how the organisation deals with the environment. Using the Learning Organisation as a tool of analysis will lead to the conclusions being made about the attitudes, self-awareness, and ways of thinking and shared cognitive processes.

The application of various models for analysing an organisation

If Bush's (and Morgan's) models provide a 'window' through which to view an organisation, then Senge's Learning Organisation provides a doctor's bag, complete with stethoscope and thermometer. The mixed metaphor is intentional as it is used to highlight the paradigm shift in how an organisation is analysed.

The concept that a model is a 'window' (Bush 1986:126) links to the metaphor of a building to describe an organisation. The metaphor is useful, as it has many levels of exploration, but it remains superficial as it sees an organisation in a structural paradigm. It describes features and characteristics of an organisation which are observable and which view an organisation as an entity. The members of the organisation become lifeless building blocks and the organisation supersedes the complexities of the people which are part of it.

The five disciplines described by Senge (1999) focus on the attitudes, thinking and interactions of people. De Geus's (1997) states that the only identity given to an organisation which is viewed as an inanimate object is by its builders. Its members become human resources waiting to be used.

If an organisation is analysed through the use of such intimate inspection as personal mastery, mental models and systems thinking, then the analysis would see the organisation as a living being with a personhood made up from the collective identities of the members who live and work in the organisation.

Senge's 'disciplines' could be used to form the basis of data collection processes to conduct an organisational analysis. Owing to the fact that the nature of the data to be collected would be of a deeper probing nature, the techniques and methods would be very different and would require a considerable amount of time. Exploration into member's personal mastery skills would require in-depth interviews which may need to be preceded by preparing the member to be open

and prepared to share on such an intimate level, exposing themselves and becoming vulnerable to group processes and dynamics. The use of the Learning Organisation as a tool of analysis would require a researcher with considerable facilitation, counselling and observation skills.

A combination of various Models would lead to the most comprehensive organisational analysis. Use of Senge's disciplines on which to structure data collection would not preclude the use of both Bush's and Morgan's features and characteristics to make observations on the structure of the organisation. The use of elements of the models would need to be appropriate to the nature of the intervention, and the needs of the client. Due to the depth and intimacy of Senge's concepts, the use of the Learning Organisation, as a tool of analysis, is going to mean that the level of change the organisation needs to make, is going to be far deeper and fundamental. This deeper, intra and inter-personal change may lead to structural changes, but the structural changes would be preceded by changes in the attitudes, beliefs and relationships of the people in an organisation.

For the purposes of this assignment, only Bush's models were utilised as the tool of analysis. In my experience as a consultant, clients often request that your intervention be of a 'structural' nature. Clients request assistance with their Policy and Procedures, believing that by making formal changes they will tackle the problems they are experiencing in their organisation. Bush's Models would

provide an adequate analysis tool, if an intervention were only of a 'structural nature.' The other Models mentioned in this assignment offer a critique of Bush's Models, a critique of this assignment and of all organisational development initiatives which choose to remain superficial and miss out on the depth which would be provided if other tools of analysis were utilised.

The analysis conducted for this assignment is limited and would in all likelihood lead to an intervention with very limited success. There is an inherent danger of making structural changes and ignoring inter and intra-personal dynamics. To illustrate this I would like to share a recent intervention experience. I was contracted by a non-government organisation to assist them with a change process, which was essentially of a structural nature. They insisted that they needed changes made to their structures and systems and that once this was done relationship issues in the organisation would be resolved. The process went reasonably smoothly as I facilitated a process of shifting the organisation from an unproductive 'ambiguous' way of operating to a 'democratic' structure. A management team was introduced, the organisation was divided into departments, and the roles and functions of management were defined. However, the introduction of a management structure and the exclusion of a long-standing member from that structure uncovered a level of inter and intra-personal dynamics which led to such animosity and resentment between members that the structure became meaningless.

After unsuccessful attempts at conflict mediation around power issues, the organisation has now contracted another consultant to look at their relationships, and to look at the people and not the structure. Whether this organisation can unravel their relationship issues is still to be seen, but in hindsight it is clear that the intervening on a structural level should have been preceded by an intervention based on Sengeist concepts. Once the organisation had tackled their personal and relationship issues, structural adjustments would have been a natural progression and would have been the clothing to house the healthy body, not the flimsy house in which the sick organisation is now left to live in.

CHAPTER 3 OBSERVATIONS AND COMMENTS ABOUT THE FUNCTIONING OF THE EASTERN CAPE ABET DIRECTORATE- *A NEW ORGANISATION CLUMSILY BUNGLING ITSELF INTO OBSOLESCENCE*

This section will make observations and comments on organisational features of the Eastern Province ABET Directorate.

Before going into organisational features and observations of how the Directorate functions, some observations need to be made of major factors affecting the Directorate. Although the Directorate is three years old, most of the one hundred and twenty staff were only employed a year ago. Up until then, the Directorate had consisted of three seconded officials, recommended for their positions by stakeholder bodies. Most of the present plans being implemented by the new staff emanate from the work done by these three officials, of whom only one remains in the Directorate.

Secondly, when recruitment of staff was implemented, there was not, and still is not, a reservoir of ABET personnel in the Province. Some staff may have come from the Ciskei Adult Education Department, a handful have been exposed to Adult Education through tertiary-based institutions and a small minority come from the NGO sector. The vast majority of staff had little or no ABET experience and thus had to learn the ropes once they had been appointed. The Eastern

Cape ABET Directorate has chosen to largely ignore the ABET expertise existing in the non government sector, painting all non government players with a tar brush of non performance, instead of recognising the value and resources that do exist in some organisations. The Adult Learner Unit (ALU) at Rhodes University and ECALP- East Cape Adult Learning Program would be two examples.

The Directorate had to amalgamate over seven different bureaucracies. In the staff appointments there appears to have been some attempts to appease the previous Departments (Transkei, Ciskei, DET etc.) and allocate a certain number of positions to each constituency. There still appears to be a large amount of lobbying and power play between players from each ex-department. Added to this, some of the corruption and inefficiency of the ex- departments still appears to exist with the existence of ghost schools, financial irregularities and overspending.

Having made the above points I would like to make some observations along the lines of the main features in Bush's models which would lead into fitting the Directorate into one of the models.

The observations and analysis which follow, clearly indicate the usefulness of Bush's models as an analysis tool. Utilising the features and characteristics described by Bush, meaningful conclusions were drawn. If this analysis were

done as an initial phase of a change intervention, the observations made would provide a starting point for the intervention.

There was minimal research carried out for the purposes of this project. The observations are based on personal observations and a number of unstructured interviews. For a proper analysis to be carried out, data would need to be collected through the use of tools such as interviews, questionnaires and focus group discussions. The features and characteristics of Bush's models could influence the questions to be asked. Each of the areas (relationships; structure; goals; decision-making; leadership and environment) could be explored and if data was collected in a valid, authentic and reliable manner, it could form the basis of a meaningful change intervention.

Structure and Relationships

Relationships are defined within a linear hierarchy. Positions are formal and decision making is largely based on the authority afforded by the position.

However, the previous Director visibly tried to run the organisation on Democratic lines, with Regional staff being consulted and consensus being reached amongst staff before major decisions were made. This was a strange occurrence for the staff coming from ex- departments and represented an NGO culture which the Director attempted to introduce. Often decisions made in such open, consultative ways were not implemented, as other Education Department

officials outside of the Directorate would overrule such decisions, or the lack of budgetary commitment to such decisions would lead to them not being implemented.

This led to processes being misunderstood and relationships being ambiguous and confusing. On one hand officials were being asked to make decisions, but then the non-implementation of such decisions would lead to fragmentation and lack of trust and commitment. Although the Council or Stakeholders forum has never been implemented, a number of external structures influence the decisions of the Directorate. Lack of clarity exists around the independence of the Provinces, but the previous National Director would often 'lay down the law'. There is very little Provincial involvement in the drafting of National policy, which binds the Provinces.

The ABET Directorate is a buzzing hive of cabals and power blocks. Cabals of both structural and clandestine nature vie for power and control in the organisation, discrediting other officials, stopping implementation of decisions and protecting their own constituency.

Goals

The Directorate is dominated by goals set primarily in National Policy and implementation plan documents. These goals tend to be primarily numerical (number of learners reached).

The goals, as laid out in the Itutheng Campaign, and more recently in the Four Year Plan, are unambiguous and clear and in general have emanated from a National Policy and trickled down through a series of workshops.

Although goals are clear and unambiguous, the official's commitment to implementing them appears not to have been achieved. The goals set by the Itutheng Campaign were very quickly ditched, when it was discovered that the infrastructure was not in place to reach targets. Targets and goals set either in documents or workshopped by officials are constantly not met, consistently changed and I believe, often misunderstood by officials due to their lack of experience.

Decision-making

Elements of decision making have been touched on in the section on structure and relationships, but decision making is in the first instance made in a rational, authoritarian manner by the Director or relevant top officials. Major power block negotiations are a feature in all decisions. Unstructured decisions are made by interaction between the experts in fields and there is a definite lack of clarity in the entire decision making process. Essentially, features of all models are evident in the way decisions are made on different levels.

Leadership

Initially, the Directorate was led by a strong, charismatic and respected pioneer. His leadership style was to use the authority of his experience and expertise to

lead his newly formed department into making informed decisions. Personally he never showed signs of leading the Directorate through authoritarian means, but when he was dictated to by structures higher than he was, he would have to use the virtue of his office to enforce such decisions. The combination of his open and consultative manner and charismatic style went a long way to building up a new organisation and organisational culture.

It appears that this Democratic style of leadership was necessary to assure that the varied groups in the Directorate functioned effectively. This Director, Khaya Matiso, resigned about four months ago and his position is still vacant. Almost as soon as his charisma and charm left the Directorate, rifts and open dissension became evident between top ABET officials with open backstabbing and undermining occurring. The lack of a leader and the conflict between officials has further led to very little implementation.

Environment

External influences and support are crucial in the balance of power within the organisation. These external influences range from major funders such as USAID, to the National Literacy Co-operation, an umbrella body of non-government organisations involved in ABET.

From the outset, the Directorate has adopted a very isolated and non co-operative manner of operating. It pays lip service to partnerships with

stakeholder organisations, and where forced to by funders, it makes pretences at working co-operatively. However the external influences are crucial in the balance of power. Officials will use external bodies to improve their own positions.

As the non-delivery by the Directorate becomes evident, external Stakeholders are becoming more cynical of the capability of the Directorate. Unfortunately the Literacy or ABET sector has a long history of power struggles and disorganisation and does not present itself as a major challenge to the Directorate.

CHAPTER 4 ANALYSIS OF THE EASTERN CAPE ABET DIRECTORATE MAKING USE OF BUSH'S MODELS AND OTHER MANAGEMENT, ORGANISATIONAL AND PUBLIC ADMINISTRATION MODELS AND THEORIES

The ABET Directorate would fit most neatly into a combination of two of Bush's models although the above section indicates various features which have attributes of all models. Relationships and structure have features of the Formal, Political and Ambiguity Models. Goals show both Formal and Ambiguity; Decision-Making fits into all the models, leadership is predominantly Democratic and the environment is essentially Political.

Noting the above, if I were required to pin the ABET Directorate into a model, I would say it comes closest to the Ambiguity Model, but also has major features of other models. I do not believe that the Ambiguity Model goes far enough to describe what is essentially an unclear and reasonably chaotic organisation, with vast inconsistencies within structure, relationships and leadership. The structure has features which are predominately Formal and other features are predominantly Political, but the majority of features exhibited are Formal and Ambiguous. While appearing Formal, the Organisation is in fact confused and fragmented. The structure is not operating effectively. The organisation is essentially dysfunctional and chaotic.

I would however like to return to my argument of saying that even the above attempt to classify an organisation is simplistic. Although the features of models provided tools of analysis, I am not entirely comfortable with attributing the names of a model to describe the complexity of the ABET Directorate. Reed stated that

Diversity, plurality, uncertainty and fragmentation seem to be the epithets which most easily and readily spring to mind when attempting to provide a general characterisation of the current state of play in, and future prospects for organisational analysis (Reed 1992:13).

Reed (1992) continues to say that a dominant theme in the analysis of organisations is a fundamental and far-reaching discontinuity. This discontinuity can be further seen when drawing on some of the classical organisational theorists. Fayol presented fourteen principles of management, which he saw as 'acknowledged truths' (Fayol 1949:42). These acknowledged truths of management include: -

unity of command; discipline; unity of direction; subordination of individual interest to general interest; centralisation and order (Fayol 1949:42).

The Management structure of the ABET Directorate lacks all of the above management principles. Mooney and Reilly (Mooney and Reilly 1931:92) introduced the Scalar Process as one of the three principles they had found in governmental, militaristic and religious organisations. Dessler (1986) describes the Scalar Process as putting forward the idea that there must be a formal

process through which the highest authority operates throughout the whole organisation.

The scalar process is the form of organisation which is sometimes called hierarchical. It means the graduation of duties, not according to differentiated functions...but simply according to degree of authority and corresponding responsibility (Dessler 1992:29).

The Scalar Process is evident in the ABET Directorate with the authority vested in the office of the Provincial Director, and the National Directorate, affecting and controlling all levels of the organisation through policy and budget control. When the leader of the organisation is absent, as at present, a major chunk of the hierarchy is missing and this hierarchical structure loses a sense of continuity and cohesiveness resulting in the present inability to perform and function without major conflict.

The Directorate is a large organisation and would share most of the features of a bureaucracy as described by Max Weber. Weber (1946) described a bureaucracy as having:-

A well defined hierarchy of authority,
A clear division of work,
A system of rules covering the rights and duties of position incumbents,
A system of procedures dealing with the work situation,
Impersonality of interpersonal relationships, and
Selection for employment and promotion based on technical competence (Dessler 1986:30).

Apart from the fact that employment seems based not on technical competence, but on political criteria, the Directorate shows most of these features. However

Weber continues:

The fully developed bureaucratic mechanism compares with other organisations exactly as does the machine with the non mechanical modes of production...precision, speed, unambiguity, continuity, discretion, unity...these are raised to the optimum point in a strictly bureaucratic organisation. (Weber 1946:34).

Although the Directorate has most of the features of a bureaucracy it is more like a machine with the engine off, as it fails to deliver on basic elements of its programme. I believe the failure to appoint technically competent people plays a large role in this. Not one single book has been purchased for adult education centres in 1997. All non-salary expenditure has been frozen due to over expenditure. No comprehensive educator training to teach ABET has taken place.

Harmon and Mayer (1986) built on the ideas of Weber and stated that organisations exist for the efficient and effective mobilisation of resources to achieve a specific purpose. Weber made a distinction between features and whether the organisation is a success, based on performance. Weber stated that the organisation is only a bureaucracy if the organisational features lead to the organisation successfully achieving its purpose. Fayol's fourteen principles of organisation (quoted in Harmon and Mayer 1986:133) converge and build on the six described by Weber. When looking at large organisations in the public sector, these principles are elements of what should exist for effective operation, but go one step further and also speak about what should not be there. Both Weber and Fayol agree on the necessity of authority and the hierarchy and subordination of individual interest for the common good. Modern organisational

theory may question these, but if they do exist, can more progressive ideas of management exist in tandem? One of the observations made earlier in this assignment is that although a clear chain of command exist, there were attempts to reach consensus decision making. I further observed that this led not to the strengthening of the decisions made, but to ambiguity and confusion of roles. I further noted that both centralisation (a Fayol principle) as well as decentralisation and autonomy were evident. This again led more to lack of implementation and lack of responsibility, rather than a complementary process.

Peters (1987:4-39) describes an organisation less obsessed with structure and correct operating procedure and more focused on quality products. In terms of analysing organisations, Peter's analysis would begin at the output not features.

Although referring essentially to American corporations, I believe his picture of a successful firm can be generalised to all large organisations. Peters describes the successful firm in the 1990s as

- flatter (have few layers of organisation structure)
 - populated by more autonomous units...
 - orientated toward more differentiation, producing high value added goods and services...
 - quality conscious
 - service conscious
 - more responsive
- (Peters1987:27)

Here an organisation is analysed by features relating to performance, and not by features relating to relationships and structure as the Bush Models do. The Bush models allow categorisation of an organisation, but make little or no

comment on the value of the organisation in terms of its output. The Directorate would fail a 'Peter's checklist'. There is no quality of service, no innovation, no responsiveness and staff rigidly stick to their positions and happily watch other staff members fail due to their inability to perform their designated tasks. The lack of autonomous units has led to the whole Province not having books rather than districts or regions having been allowed to follow their own process toward resourcing their Adult Education Centres.

CONCLUSION

This assignment deals with the analysis of an organisation using a certain tool- the Bush Models, and then also critiques those models as an analytical tool. It then draws on some other analytical tools to view the organisation. It does not go into a critique of those tools, as they are quoted to contrast against Bush's models and deepen the analysis.

I argue in this assignment that Bush's models have limited value as an analytic tool. I believe the models are too rigid and describe states which are merely milestones on a continuum and not separate entities. I argue further that the continuum is both vertical and horizontal, with degrees of features existing on different levels of the organisation i.e. degrees of Democracy contrasted to degrees of Ambiguity.

The ABET Directorate is a new organisation. At present it has a short term of office (four years) to prove its worth and I argue that it is failing dismally and its clients, adult learners, are receiving a poor service. The organisation has features of all of the five Bush Models, but is described as predominately Formal and Ambiguous. Its Formal features combined with its Democratic and Political features is what makes it Ambiguous. What is lacking in describing it as Ambiguous, is a quality statement related to its outputs. The organisation is not designed to fit into the Ambiguity Model. It is essentially designed to fit into the Formal Model, but valiant attempts to introduce features of a Democracy Model

have been taken. The lack of maturity of the members of the organisation, and the highly political nature of the make up of the organisation, have led to the Ambiguity Model being a description of an organisation which is failing. Unlike the other four Bush models, I do not believe the Ambiguity Model is describing a structure that can work. I believe it is essentially describing a dysfunctional organisation.

Other, mostly traditional theories of organisation are introduced for two reasons. These other theories are introduced to allow for further analysis of the ABET Directorate, but also to make a contrast with the Bush Models. The theories drawn on (Weber, Fayol and Peters) describe principles of successful organisations. I believe this allows for a better analysis, because the analyst is looking at whether the organisation contains principles ascribed to successful organisations, and not whether it fits into features merely described to a model, which may or may not be successful.

In conclusion, Bush's Models supply a limited analytical tool, but even this limited tool led me to ask questions of the organisation. When I asked these questions, I came up with a strong conclusion that the organisation I was observing was essentially ambiguous in its design, structure and functioning and totally lacking in performance criteria based on efficiency, effectiveness and the provision of a quality service.

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**An Investigation into short
course accreditation through
the South African Qualification
Authority.**

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**In partial fulfilment of the
requirements for the degree of
Masters in Education
Leadership and Management**

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LIST OF ABBREVIATIONS

CBOs	Community Based Organisations
CDRA	Community Development Resource Agency
CDU	Community Development Unit
CENCE	Centre for Continuing Education
ETQA	Education and Training Quality Authority
IPM	The Institute of People Management
LDP	Leadership Development Programme
NGOs	Non Government Organisations
NQF	National Qualification Framework
NSB	National Standard Body
OD	Organisation Development
OD&T	Olive Organisational Development and Training
PDM	Public and Development Management
SANGOCO	South Africa Non Government Organisation Coalition
SAQA	South African Qualification Authority
SGB's	Standard Generating Bodies
UPE	University of Port Elizabeth

1 INTRODUCTION

South Africa has legislated a National Qualification Framework, which aims to formalise all education and training in the country on a hierarchical structure. The National Qualification Framework (NQF) was legislated by the SAQA Act (4 October 1995, Gazette No. 16725).

Every level of education and training, from a Doctorate to Early Childhood Development, and every site of training, from a university to an open air community class under a tree, will need to seek to place its course on the NQF.

The Objectives of the National Qualification Framework are to create an integrated national framework for learning. Access, mobility and progression are key objectives, as is the need for enhancing quality in education and training. Attention must be given to the speedy redress of past discrimination in education, training and employment. Through these objectives, the NQF contributes to the full personal development of each learner and the social and economic development of the nation at large (South Africa 1997 a).

The implementation of the National Qualification Framework is the responsibility of the South African Qualification Authority (SAQA). The functions of SAQA are as follows

- i. It must oversee the **development** of the National Qualification Framework (NQF). It must formulate and publish policies and criteria for both the registration of bodies responsible for establishing education and training standards, and for the accreditation of bodies responsible for monitoring and auditing achievements.
- ii. Second, SAQA is responsible for overseeing the **implementation** of the National Qualification Framework. It must ensure the registration,

accreditation, and assignment of functions to the bodies referred to above, as well as the registration of national standards and qualifications. It must also take steps to ensure that provisions for accreditation are complied with, and that standards and registered qualifications are internationally comparable.

(South Africa 1997. b).

Universities, schools and private training providers need to seek accreditation and registration with SAQA. In the future, only qualifications registered at SAQA will be recognised as legitimate and will gain accreditation. SAQA will thus supersede the range of existing accreditation bodies in SA.

In this assignment I investigate the steps that a non-formal short course in management will need to take to gain accreditation with the South African Qualification Authority. There are countless short courses for adults in South Africa ranging from those offered by well known training institutions such as the Damelin College to courses run by non-profit organisations and consultants. The information gained from this project will form a useful guideline for any short course seeking accreditation. SAQA have already begun a process of registering qualifications and this project will provide a description of a process of interacting with SAQA which may assist similar organisations.

This project was carried out on behalf of the Community Development Unit (CDU) at the University of Port Elizabeth, as a part of their own process to gain accreditation. It is the first phase of the process for CDU, and designs the course of action for CDU to follow.

1.1 Introduction to the Community Development Unit

The Community Development Unit (CDU) at the University of Port Elizabeth is defined in its mission statement as; -

... a voluntary association seeking to contribute towards the process of social development and transformation in the Eastern Province, through the provision of organisational development and training services. These services are directed towards building individual and organisational capacity in non-profit organisations (Community Development Unit Information Brochure 1999).

Since 1994 the Community Development Unit has offered training in aspects of management and leadership to non-profit organisations in the Eastern Province. Since 1997 the unit has expanded its range of services to include Organisational Development (OD) training. In the past two years CDU has managed to reach 457 participants from 145 organisations in the Eastern Province. CDU now aims to consolidate their training services to include two certificated programmes and post training support offered to leaders in the NGO (Non Government Organisation) community.

One of the courses is the Leadership Development Programme (LDP), a two-year part time course which runs from May 1999 to December 2000.

The course includes modules on

- Self Development
- An introduction to Organisational Development
- Approaches to leadership
- An introduction to Human Resource Development
- Team Leadership
- Mentorship

The target group for the course is defined as department managers or programme co-ordinators in established NGOs and project co-ordinators or managers of Community Based Organisations (CBOs). The programme is viewed as a post matric (NQF Level 5) course and it is hoped that it will allow entry into other tertiary courses of study (Community Development Unit Information Brochure 1999).

The CDU employs three permanent staff members, a co-ordinator, a training manager and an administrative assistant, and contracts part-time trainers to conduct the different modules of the LDP. The CDU is managed by a committee elected at a community forum and has been part of the Community Services of University of Port Elizabeth (UPE), which has now disbanded. The CDU is going through a process of transformation regarding its relationship to the university and the outcome of this transformation was far from conclusive at the time of writing this report. CDU charges participants a nominal fee, but is dependent on donor funding for most of its running costs.

1.1.1 Education Leadership and Management topics covered by this project.

This project contributes information to various fields of Education Leadership and Management. The contribution to the field of education research is

contained within an exploration of the recent development in South Africa of a qualification authority.

This is then extended into the field of management education for adults, as the project focuses on a management-training course. The project is also relevant for Managers of training courses (from all fields) as it can be used to inform them of the accreditation process they would have to embark on for their own organisation.

1.1.2 Aim of this project

The specific aim of this project was to design a programme of action for the Community Development Unit (CDU) of the University of Port Elizabeth to gain accreditation for its Leadership Development Programme (LDP) training course.

The project aims to design the process for the development and accreditation of the training programme and does not aim to design the training programme.

The programme would be specific to the particular field appropriate to the CDU, and will further provide a set of generic guidelines for similar short courses and in particular short courses in management. To ensure that the design of the programme was optimised, various small-scale research initiatives were undertaken.

2 REVIEW OF SAQA PUBLICATIONS

Two separate bodies of literature were reviewed in the conducting of this project, reflecting the different facets to understanding and planning the design of the LDP course.

- Literature on research methodology was utilised in the choice of methodologies of data collection and the design of the data gathering instruments.
- Literature on qualification authorities was reviewed. Most of this literature was very current South African Qualification Authority publications, in the form of the quarterly SAQA bulletins.
- This chapter focuses on the review of the official SAQA publications. It aims to give guidelines to training providers around various elements of the accreditation process. The research literature is contained in the chapter on methodology.

2.1 South African Qualifications Authority

The South African Qualifications Authority (SAQA) is a new body in the process of developing both its own capacity and its regulations on how institutions will go about gaining accreditation. Information was compiled to allow the CDU to gain an overall perspective of how their accreditation process fits into the current development of SAQA. This information was used to formulate the questions asked of SAQA officials.

2.1.1 General Background to SAQA

SAQA was officially established by the passing of the SAQA Act on 4 October 1995 (Government Gazette 16725). In December 1995, nominations for appointments to the authority were called for (Government Gazette 16873) and were made jointly by the Ministers of Labour and Education. SAQA is composed of a chairperson and members nominated from a diversity of interests, groups and stakeholders.

2.1.2 Criteria for the registration of qualifications

The SAQA Bulletin (Volume One Number One) lays out clear requirements for what a qualification needs to be in order to be registered. In summary, a qualification must: -

- comprise a planned combination of outcomes with a defined purpose and set a basis for further learning,
- add enriching value to the learner through provision of status, recognition, credentials, licensing, enhancement of marketability and employability and opening access to further training,
- provide benefits to society through increasing social and economic productivity, enhancing citizenship and redressing legacies of inequity,
- comply with the objectives of the NQF,
- have both specific and critical cross field outcomes which promote life long learning, and
- be internationally compatible where applicable.

(South Africa 1997)

2.1.2.1 Level descriptors

Michael Cosser, Deputy Director, Framework Development, SAQA says of

Level Descriptors:

A level descriptor describes the 8 levels of the NQF, allowing the writer of a unit standard to assign a particular unit to the correct NQF level. The New Zealand NQF and the SA NQF were utilised to develop level descriptors. (South Africa 1998).

A table is then put forward by Cosser to determine a level descriptor. The table gives indicators of Nature of processes, Scope of Learning and Learning Pathway.

The bulletin continues to describe the credits needed for a qualification and to describe a national certificate, which would need to have 120 credits, with 72 of these at or above the level the course is registered.

There is however a qualifier, stating that courses that have fewer than 120 credits, may be registered if they meet the requirements (laid out above) and allow a learner to progress on the NQF. The composition of credits is not explained in this article.

As a comparison, a first degree would require three times as many credits (360) than a National Certificate. Based on this simple calculation, it seems unlikely that the LDP would have enough credits to make up a National Certificate.

2.1.2.2 The SAQA Structures

SAQA is in the process of setting up a range of bodies and structures with different roles in the accreditation process.

There is an ongoing process of setting up of Standard Generating Bodies. SGB's (Standard Generating Bodies) being set up within regulations set by

SAQA. SGB's need to be registered with SAQA and are the bodies responsible for generating standards for each field and sub-field of learning. Accreditation is only granted if a course fits into the national standards generated by the SGB's. A training provider therefore needs an SGB to approve its standards.

SGB's are being set up by training providers through out the country. There will only be one SGB for every sub-field recognised by SAQA. As an example, the Field (03) Business, Commerce and Management Studies will have a sub-field, Project Management, which will have a registered SGB.

Any SGB that has been set up would submit any unit standards through an NSB. The NSB (National Standard Body) is the body responsible for approving and maintaining standards. Together with the standards, they would submit a narrative report, indicating how the standards were drawn up and the systems that will be in place to meet the generation and review of standards. The narrative application to SAQA would include an 18 point detailed motivation of the systems which have been put in place to assure that the SGB is an inclusive and representative structure.

(South Africa 1998 16-20)

In addition to the SGB's and NSB's there are ETQA's (Education and Training Quality Assurance Bodies), which are responsible for assessment and quality assurance.

Gail Elliott, Head, Quality Assurance Division SAQA, describes an ETQA in SAQA Bulletin Volume Two Number Two.

An ETQA is

Responsible for assuring the quality of learning achievements within a specified context for registered standards (units and qualifications) chiefly through registration of assessors, accreditation of providers and quality management systems. (South Africa 1997).

A project like the CDU would therefore have to submit its application for accreditation to the ETQA, aligned to the appropriate NSB, with standards approved by an SGB.

3 THE RELEVANCE OF SHORT COURSE ACCREDITATION TO MANAGEMENT PRACTISE IN SOUTH AFRICA

This chapter aims to look at the relevance of training course accreditation from the perspective of management. It will primarily consider the issues of a small organisation requiring management training. The term 'small organisation' is used loosely, essentially to differentiate from large corporations and refers to organisations with twenty employees or less.

The typical client of the Community Development Unit (CDU) is a non-profit service organisation or a community based delivery organisation with twenty employees or less. The issues in this chapter refer to the entire spectrum of small organisations (including small businesses and a range of community based and other service organisations). The training of managers in small organisations, would share common values and problems that are different from those in large corporations, parastatals and government departments.

3.1 The training of managers in small organisations

The managerial pyramid in small organisations is lacking in clear role definition that creates the hierarchy found in large organisations with defined roles for top, middle and operational management. The roles of human resource and training manager are neglected in small organisations. All layers

of responsibility may be squashed into one or two persons. The manager is expected to fulfil all managerial roles, ranging from production management to human resource management and training. In small organisations the manager is often the owner or pioneer, and may have expert knowledge in their field but have very little training or experience in management.

The manager of a small organisation can rarely afford major amounts of time to attend training courses. They would therefore rely on the availability of short courses to stay abreast with developments in their sector and to equip themselves with management skills.

Hastings, Bixby and Lawton (1997:46-50) describe the role of successful entrepreneurial managers, as needing to be change masters in the cultivation of successful teams. The role of the manager is described as being the person who, through various strategies, seeks to search for specific expertise to fill the gaps in the team's knowledge and experience. The leader or manager is encouraged to build connections both inside and outside their organisation, and to 'utilise a powerful and varied network of experience and expertise to help them be successful' (Hastings, Bixby and Lawton (1997:47).

Hastings, Bixby & Lawton (1997) describe the role of the effective manager as a person who builds connections through preparing the ground for effective relationships, mobilising resources for their team and linking internal and external resources. They state that in building an organisation, the manager should not only look for specialist knowledge, but must also focus on the

individual's teamwork ability. They stress the importance of employing people who are able to contribute to how a team functions, and not only to what it does.

Able and motivated employees are an enterprise's greatest assets, but that these qualities do not come naturally and that effective training is necessary to achieve the required level of competence. Training and development are the responsibility of the enterprise if it wants to ensure that employees are competent and motivated (Gerber, Nel & Van Dyk (1987:216).

Morgan (1989) describes how the theory of organisation has changed over the years and how this has led to changes in the understanding of the role of the manager. Classical organisational theory, with division of labour and rigid, defined relationships, required managers whose primary responsibility was control. As the organisational theory of Taylor and Fayol was replaced by the Human Relations Movement, the role of the manager was redefined. The pre-1950's authoritarian manager, who was tasked with controlling employees, was by the 1970's replaced by a manager who needed to be innovative in a rapidly changing organisation, with temporary leadership and role assignment, as well as democratic access to the goals of the organisation (Morgan 1989:43).

The reality of many managers of small organisations in South Africa (especially in the non-profit sector) is not one of being innovative and building highly effective teams. It is of battling with teams constructed through inadequate employment procedures, haphazard growth and political

constraints. Small organisations do not have a HR department with sophisticated recruitment tools. Small organisations do not tend to prioritise induction programmes, leaving new employees to 'get on with the job.'

The establishment of the CCMA (Commission for Conciliation and Mediation), and the effects of the Basic Conditions of Service Act and Labour Relations Act, have been the creation of fear in small organisations to dismiss employees as they now have easy access to retribution through the CCMA. NGO's who are involved in Human Rights Work, have found themselves facing a CCMA Commissioner after terminating an employees services. Small and large companies seeking government tenders find that the composition of their work force is prescribed by the tender requirements. A small civil engineering contractor in Port Elizabeth, with an excellent track record in black empowerment and service conditions, won a tender to build roads and parks in a township outside Port Elizabeth. One of the criteria for the tender was that all unskilled labour was to be hired from local, unemployed people and that training was to be provided. One week before completion of the project, and knowing of their imminent return to being unemployed, the entire unskilled labour force went on strike. The contractor was bound not to change his labour force, lost the tender, lost R1 million and was asked to appear before the CCMA and was accused of not providing adequate on the job training.

Managers of small companies in South Africa tend not to prioritise training due to financial and person power constraints. My own experience in marketing a self-development course, is that the time and effort spent on marketing to small companies is seldom beneficial. They would tend to see the need for the training and would be impressed by the product, but not be prepared to part with money for training. NGO's have a slightly better track-record as funders and insist on a percent of their grant being spent on training and development.

3.2 Training of Managers in South Africa

Jones (1998:109-120) states that the training of managers in Africa paints a gloomy picture 'of a number of areas of conflict between classroom and culture, between Western theory and African reality' (Jones 1988:110). Jones states that the Western ideas of management development reflect values such as:

- Individual responsibility for self-actualisation.
- Learning, as problem solving involving puzzlement, perturbation even discomfort for the learner.
- The value of self discovered knowledge as opposed to prescribed knowledge.
- The view of a teacher-learner relationship as involving interdependence and assumed equality
- Development as involving risk and change for learners
- A view of the professional as an individual of independent judgement, self confident in his or her relationship with the employing organisation
- An increasing degree of openness in relationships

(Jones 1988:117).

He contrasts this with Malawian values that might be expected to influence management and training

The collectivist nature of social relationships

- Greater awareness to hierarchical levels and deference to authority which is expressed in the teacher-learner relationship by a greater need [by the learner] for unequivocal direction and regular face to face contact
- Education seen as ways to enhance status than for personal growth
- Learning viewed as a way of avoiding risks by acquiring additional information, to be hoarded and protected as a source of power.
- Training viewed as a threat rather than an opportunity for self -actualisation if it involves an admission of ignorance or short- comings. ((Jones 1988:118)

The values that influence management training in South Africa, especially in 1999, would differ from those quoted as influencing management training in Malawi. However, the contrast of values listed by Jones (1998), offer some interesting observations as we try to make sense of the impact that a national qualifications structure could have on the training of managers, and the decisions managers would make on sending their employees on training.

3.3 The values underwriting the National Qualification Framework in South Africa

The values that will underwrite all future training in South Africa, including training of managers, are captured in the Critical Cross Field Outcomes prescribed by SAQA. The intention of the outcomes is to ` facilitate the democratic transformation of the national education and training system into

one which serves the needs and interests of all the people of South Africa.

SAQA ensures the mobility and progression within education and training career paths.' (SAQA:1997)

The critical cross-field outcomes are: -

- 1) Identify and solve problems that in which responses display that responsible decisions using critical and creative thinking have been made.
- 2) Work effectively with others as a member of a team, group, organisation, and community.
- 3) Organise and manage oneself and one's activities responsibly and effectively.
- 4) Collect, analyse, organise and critically evaluate information.
- 5) Communicate effectively using visual, mathematical, and/or language skills in the modes of oral and or written presentation.
- 6) Use science and technology effectively and critically, showing responsibility towards the environment and health of others.
- 7) Demonstrate an understanding of the world as a set of related systems by recognising that problem-solving contexts do not exist in isolation.
- 8) In order to contribute to the full personal development of each learner, and the social and economic development of the society at large, it must be the intention underlying any programme of learning to make an individual aware of the importance of:
- 9) Reflecting on and exploring a variety of strategies to learn effectively
- 10) Participating as responsible citizens in the life of local, national and global communities.
- 11) Being culturally and aesthetically sensitive across a range of social contexts
- 12) Developing entrepreneurial opportunities.

(SAQA:1997)

In addition to the critical cross-field outcomes, nationally accepted unit standards will set the minimum criteria any learner would have to reach to be qualified. These criteria are currently being set by

standard generating bodies, comprised of stakeholders from the management level of various sectors. They will design and define the standards of training for their sector.

The SAQA act legislates that training needs to be based on most of the above values. Embedded in these values is the essence of the South African Growth and development strategy, GEAR. If a training programme has SAQA accreditation, managers are assured the training that they attend or send employees on, will go a lot further than encourage the effective team members, and provide the skills and expertise described by Hastings, Bixby and Lawton. (1997) any training accredited by SAQA will purportedly equip learners with the analytical and interpersonal skills described by the SAQA critical cross-field outcomes. The critical cross-field outcomes seem to embody a mixture of the values attributed to both African and Western management values by Jones (1998)

Implicit, therefore in a SAQA accredited training course are values (contained in the critical cross-field outcomes) and standards (contained in the unit standards) of self-development as well as development of the country's economy. SAQA thus offers many advantages to a manager seeking training both for him/herself and for their staff. A further advantage gained by SAQA is the field of career pathing.

3.4 Career Pathing based on the National Qualification Framework

SAQA is the body to ensure the implementation of the National Qualification Frameworks (NQF), which provides a major benefit for managers when it comes to training. The NQF gives a manager the ability to plot his or her own growth and development as well as that of his/her employees. The NQF gives clear guidelines as to the correlation between skills based training and education. It allows for small business people, who may have no qualifications, for the first time, to progress toward a qualification through having his or her informal learning assessed and having his or her skills and ability recognised as being equal to paper based qualifications.

3.5 SAQA should be the answer to a manager's training needs

Entrepreneurial management needs to build effective, skilled teams. The NQF and SAQA should provide management and employees access to meaningful training, based on nationally agreed standards that are underwritten by values and would lead to the development of managers and employees with the skills to build successful skilled teams.

One of SAQA's aims is to create the opportunity for trainees to become competent, through a competency based training system and motivated through the life skills which form part of the critical cross field outcomes.

Kim (1999:133) notes that there is a natural tendency for managers of today's 'fast paced business world' to want knowledge with immediate results. Kim states that managers interested in developing capacity, need to recognise that skill acquisition takes place in stages, reflecting levels of competence.

The NQF and SAQA allow managers to enter themselves their employees at a level of learning that will test their prior knowledge and aim to give them the appropriate level of competence. The Education and Training Authorities (ETQA's) and Sector Training Authorities (SETAS) will act as quality assurers, ensuring that the competence gained is of a minimal national standard.

3.6 The current situation with SAQA

The reality, as we come close to the end of 1999 is, sadly, far from this. It is noted in Chapter Four of this assignment and is confirmed by my more recent dealings with SAQA that all that SAQA provides at

present is a confused bureaucratic nightmare for managers. I will use an example of a small printing company in Port Elizabeth, which I have been involved in. The company employs twelve people.

The company would like to send a long-standing member, with excellent skills in printing on a management-training course. They cannot afford to release the employee to study full time, and so are essentially looking at a short course. There would be a range of courses to choose from. Regardless of the quality of the training provided, at present, there is no possibility for the aspirant manager to gain any type of qualification or credit toward a qualification through SAQA. At best, the training provider may have interim SAQA registration. If the training provider has interim SAQA registration, it means that when their course is finally accredited, the learner will be able to go through a process of having the credits they have received validated. The status of short course accreditation, as explained in chapter four and noting that the bodies responsible for generating the unit standards on which courses will be based, are only now in the process of receiving official recognition by SAQA. There is a long way to go before the course that the aspirant manager in the Port Elizabeth printing company will be able to gain a nationally recognised certificate, which reflects the skills and knowledge he attained by attending a short course.

Similarly, when it comes to career pathing, the mechanism are not in place for the recording and tracking of employees gaining credits toward qualifications.

3.6.1 How are big companies dealing with the situation?

Big companies have opted not to delay their training programs and most have for the last few years been importing British Standards and utilising these in their training programmes. This has the added benefit for management of ensuring international compatibility.

The possible benefits to be gained by training in South Africa being accredited by SAQA are at present so deeply hidden under the bureaucratic quagmire which SAQA has created that there appears to be more impediments than benefits. These may be disappear once SAQA is fully established, yet noting that the SAQA Act was passed almost five years ago, a level of frustration is surely warranted at the slow progress being made towards the establishment of a fully operation qualifications framework. This frustration is particularly appropriate in the arena of small organisations and short courses which are still on the 'wait and see' back burner while SAQA battles with the struggles of accrediting formal courses and resolving accreditation issues with tertiary institutions.

Management of small organisations in South Africa has every right to feel disappointed at the inability of SAQA to address their training needs. Much has been said by politicians about the importance of small organisations for the economic development of South Africa, be they NGO service organisations or SMME (Small and Medium Micro Enterprises), and their

importance to the economic transformation of South Africa. They are however, required to hang around on the peripheries of SAQA while energy is dispensed toward big companies and big education organisations.

When enquiring through SAQA about the establishment of a Human Resource Management Standard Generating Body, I was informed that the body had spent three months agreeing on the definition of Human Resource Management and having finally achieved that, are now waiting for final recognition as a Standard Generating Body, before they can start generating national standards.

Once standards have been generated, the monitoring systems still need to be put in place. Managers of small organisations have very little to gain from the establishment of an NQF and SAQA and the need for accredited management courses based on nationally recognised values and standards seems a far way off.

4 METHODOLOGY

Goodman (1992:121) stated that individuals interpret the world around them and that the 'study of social reality aims to understand the meaning that people give to their own actions and the actions of others'. This individual interpretation of societal regulations leads individuals, receiving the same information to interpret it very differently and therefore to respond to it differently (Goodman 1992:119-121). 'The world and reality are not objective and exterior but they are socially constructed and given meaning by people (Easterby-Smith, Thorpe and Lowe in Bennet, Glatter & Levacic 1994:78).

The research element of this project investigated a set of societal regulations, (the new legislation and regulations pertaining to a national qualification authority), and proposed how these regulations could be interpreted into a feasible course of action as a response to the demands made by the regulations on a particular institution.

The methodology adopted in the research element of this project would be of a phenomenological nature as it seeks to describe and interpret social regulations. These regulations are seen as being given meaning and reality through their interpretation and not holding any exterior meaning and value. I would argue, that if my approach to understanding the existence of reality was more of a positivistic approach, which held that 'the social world exists externally and that its properties should be measured through objective methods' (Easterby-Smith, Thorpe and Lowe in Bennet, Glatter & Levacic 1994:77), I would have used very different data collection methods. These data collection methods, which seek to be 'independent, value free, causal, hypothetico-deductive, operational, reductionist, and generalisable (Easterby-Smith, Thorpe and Lowe in Bennet, Glatter & Levacic 1994:77), would have led to a training programme designed on the above criteria and would not have allowed for the individualistic approach adopted.

My research project recognises that all of the individuals involved had their own reality and their own interpretation of the imposition of a qualification authority on their part in developing and facilitating a training course. The programme designed would therefore recognise these different interpretations and be flexible to allow for the different perspectives to be recognised. I believe that the understanding of the paradigm on which research is based has a major impact on the eventual outcome of the design of an education or training programme.

A further understanding of conducting positivistic research is that the researcher is a neutral, uninvolved collector of data. My approach to collecting data was that I viewed myself as part of creating that data. I can therefore not be seen as an independent, value free researcher. The data collected is based on my interpretation of societal processes. How I interpreted and reported on the data and the recommendations I chose to make are not of a hypothetico-deductive nature but based on my own interpretation.

Eisner (as cited in Leedy 1993:141) stated

qualitative research relies on the self as a research instrument in terms of situational perception and interpretational significance.

In this project, the researcher was also an agent of change, which introduced an action research element to the project. Having collected data by means of a questionnaire, I was then required to use that data in designing a programme. This designing process was done through continuous interaction and a continuous flow of new data requiring the participants to respond by engaging in actions, based on my proposals. The action taken by the participants led to myself as a researcher and consultant having to respond in turn and become engaged in action on a different level.

4.1 Data collection Methods

4.1.1 Aim of data collection

The central aim of the research element of this project was to provide the information to allow for the design of a programme of action for the Community Development Unit on which to embark in order to gain accreditation from the SAQA. The information requirements were divided into two categories. The first category was to ascertain the requirements of the CDU trainers to develop a course based on existing knowledge of the SAQA requirements. The second category of information was to illicit information from the SAQA around the process to follow to gain accreditation. These two categories of information would then need to be assimilated to design a programme of action for the CDU.

4.1.2 Method of data collection

The research involved multi-modal data gathering. The initial mode investigated the knowledge, needs and requirements of the part time trainers contracted to run a module of the LDP training course through the use of a questionnaire. The second mode was the use of unstructured telephonic interviews to investigate the structures and processes, which had been set up by the SAQA and the procedure the training organisation would need to follow to gain accreditation. The third mode of research embarked on a mini-pilot, aiming at the development of a module of the course, utilising the knowledge gathered from the first and second modes.

4.1.3 The Questionnaire

4.1.3.1 Aim of the questionnaire

The aim of the questionnaire was to investigate the level of support and assistance the contracted trainers would need in order to develop their

modules of the course into an outcomes based format, suitable to be used for gaining SAQA accreditation.

4.1.3.2 Design of questionnaire

Selltiz, Wrightsman & Cook (1981:147) stated that it is sometimes impractical to collect data by the best available method. A focus group workshop would have been an ideal data collection exercise as the coming together of the trainers would have allowed for an exploration of ideas and concepts on a deeper level than the one to one approach adopted for practical reasons. The six trainers contracted to the CDU were all engaged in other full time employment and study and had stated a reluctance to attending continual meetings and workshops. Previous experience of such workshops had never achieved a one hundred percent attendance rate. A questionnaire was seen as the most cost effective data collection tool for collecting most of the required data. A follow up in-depth interview was also planned in the form of a meeting between the trainers and the training co-ordinator and this was intended to compliment the data collected through the questionnaire as well as to allow the training manager a chance to introduce herself to the trainers. Selltiz, Wrightsman and Cook (1981:148) further stated that a questionnaire has certain advantages as a data collection tool. A questionnaire is less expensive than other social data collection processes and in the case of this project, the questionnaire was faxed to the respondents simultaneously. A negative feature of sending out a questionnaire would however be the difficulty in ensuring as high a return rate as one would have been able to by conducting in depth interviews. It is easier for a respondent to place a faxed questionnaire in their in-tray and ignore it, than it is to ignore an interviewer knocking at their door. In this case, there were only six respondents. For the data collection to be a success a one hundred percent return rate was needed. Faxing (or mailing) lowered the chance of a one hundred percent return rate and heightened the chance of the need for follow up phone calls and reminders to return the questionnaire. For this reason it was planned that the questionnaire would be sent out by fax and then collected by the

training co-ordinator on her introductory visit. The nature of the information needed, negated a need for anonymity or avoidance of interviewer bias although these would be further advantages of the use of a questionnaire.

A standardised questionnaire was utilised for all respondents, using the 'same wording, in the same order.' The order of the questions was predetermined although questions allowed sufficient space for additional comments.

Selltiz, Wrightsman Cook 1976:309-312)

The questionnaire was divided into 5 sections.

- The first section focussed on the process the trainer intended to follow in developing their module and the support they would require, specifically in regards to the information which had been given to them about the needs and requirements relating to the SAQA accreditation. This section was also utilised to collect practical information (such as which days the trainer was available for meetings)
- The second section of the questionnaire focussed on the delivery of the course, again asking some practical planning-related questions, but focusing on the process the trainer intended following to deliver their module and the type of support they envisaged they would require,
- The third section focused on communication and was primarily designed to gather practical information around modes of communication, as... 'Please indicate whether you have access to the following modes of communication...fax, email, Windows 95, scanner'
- Section four aimed at investigating the trainer's knowledge and perceptions of the national qualification framework, and
- Section five focused on the trainer's feelings around entering a contractual agreement with the CDU.

4.1.4 The interviews with trainers

4.1.4.1 Aim of the interview

The interview was based on a focus interview with prepared interview guidelines. The interview was planned to have the additional process of introducing the new training co-ordinator. The topics for the interview were sent to the respondents before the interview (together with the faxed questionnaire).

4.1.4.2 Design of interviews

An interview schedule provided the training manager with the topic to be explored and with brief notes on the type of data required and some suggested questions

It was suggested to the interviewer that a funnelling technique of asking questions be utilised using broad, open ended questions, designed at eliciting a free and open response which could then be followed by more specific, direct questions.

4.1.4.3 Interviews with SAQA officials

From 8 March 1999 a series of interviews were conducted with SAQA officials to try and elicit some basic information around the process of accreditation for CDU. The first round of interviews was conducted using a pre-prepared interview guideline), and after that a range of interviews, email questions and faxes continued as a mode of electronic conversation.

4.1.4.4 Aim of interviews

The aim of interviews with SAQA officials and other persons involved in the process of gaining accreditation through SAQA, was to build up a current body of knowledge around the accreditation process and what was required to achieve accreditation for the CDU course.

4.1.4.5 Types of interviews

A number of unstructured telephonic interviews were conducted. I would view these interviews as a fundamental part of the research on which to base the programme design. If the SAQA was a well-established body, which had finalised all its procedures, such as the British and New Zealand Qualification Authorities, it is recognised that this element of the project would in fact be contained in a literature review. The type of information required, which was gathered through a laborious process of phoning, faxing and emailing could in fact all be down-loaded instantly from the New Zealand Qualifications Authority's web site.

The interviews were conducted to 'find out what the basic issues are' (Selltiz, Wrightsman and Cook 1976:318). In the initial interviews, a short guideline, mostly of information needed was prepared. These interviews were focussed on eliciting information around procedures in place at the SAQA. The interviews ranged from those conducted with SAQA officials to those conducted with a range of stakeholders and organisations involved in some type of accreditation process. Follow up interviews ranged from ad hoc conversations to single question email messages.

4.1.5 The mini-pilot study

Having designed a draft set of procedures for the CDU trainers to follow, these procedures were tested out with one of the trainers. The mini-pilot study thus involved a trainer, taking the draft procedures and developing her own module of the course based on them. It was viewed as a pilot study as her experience was monitored carefully, and it was recognised that her experience might influence the design of the programme of action for the other trainers.

The questionnaire and interview guidelines are attached as addenda.

5 DATA

5.1 Data from the questionnaires

The Questionnaire looked at key principles which underpin the National Qualification Framework and the South African Qualification Authority and tried to investigate the contracted trainers understanding was of these.

Of the 6 contracted trainers, only 2 returned fully completed questionnaires by the stipulated date. Of the other 4 respondents, 1 filled in only the practical questions around times available for meetings and did not fill in the questions around the NQF. 1 completed a questionnaire but then withdrew herself as a trainer and the other 2, despite numerous phone calls did not return their questionnaires at all.

The responses from the two that did return their questionnaires indicated that they had broad knowledge of outcomes-based education and of the principles of the National Qualification Framework (NQF) and South African Qualification Authority (SAQA) but lacked any specific knowledge. They had very little knowledge of the practical implications of how the NQF and SAQA would affect their development and delivery of a training course.

The differences between adult and childhood education, and an understanding of outcomes-based education, were explored. The respondents agreed that prior learning was an essential process in adult learning. One saw this as the primary difference between child and adult learning. She felt that adults learn through a building process on top of their prior knowledge and experience, which children did not have. The other respondent stated that adult learning tends to be of a pedagogical nature, with no creativity or outcomes based emphasis. She stated that adult learning has little emphasis on team learning or human skills. She further

stated that both children and adults have prior knowledge and they should both learn through a two-way interaction with their facilitator.

Respondents agreed that outcomes based education is about the acquisition of both knowledge and skills. One stated that to attain the outcome of knowledge and skills a measurable input, namely training, is required. Learning was seen as not being undertaken for the sake of learning, but to enable the practical implementation of knowledge and skills in a way that is measurable and observable.

The purpose of the NQF was seen as a way of recognising and formalising previously informal education and allowing for various entry and exit points. It was further understood as enlarging the scope of adult learning beyond that of formal education. Ensuring uniformity and equity and standardising outcomes for the benefit of the learner were seen as a further purpose of the NQF.

The following questions were a shift to a more detailed level of the NQF. The previous questions were broadly conceptual, whereas the next six questions moved onto a knowledge and application of specific elements of the NQF and SAQA process.

The understanding of the purpose of a unit standard was very vague. Although it was seen as formulating assessment and ensuring that a module of a training course contributes significantly to the unit standard, neither respondent indicated a clear understanding of the full purpose of a unit standard. The one saw it only affecting the formulation of assessment and the other showed some understanding that learning contributes to the reaching of a unit standard, without explaining how this was done.

Neither trainer had a clear understanding of the purpose of a learning programme, and neither knew where a learning programme fitted into the process of course development.

One of the trainers felt that the need to assess learners depended on the nature of the certificate and that certification could be based on either attendance or competency. The other believed that it was essential to ensure that the learners were able to implement their learning. She further recognised that assessment served to assess the course and to see whether it was meeting the needs of the learners and whether the outcomes of the course were achieved. Neither respondents were in any way sure what the purpose of assessment was and only gave one example, that of practical assignments, as a method of assessment.

The data collected on availability of trainers and their issues around contracting to the CDU are not included in this project as the data was essentially collected for planning purposes for the training manager.

5.2 Data from piloting the course

As one of the trainers was expected to deliver a training module on self-development early in the year, it was felt that she could act as a pilot project for course development, setting guidelines for the rest of the trainers. As unit standards were available, it was decided to follow the Department of Education's recommended procedure for course development.

These procedures, which formed part of an outcomes based education training course of the National Department of Education are as follows: -

1. Familiarise yourself with the unit standard
2. Know the critical outcomes from the unit standard
3. Cluster relevant unit standards
4. Understand needs and interests of learners

5. Identify and select themes of learning
6. Identify/select/develop Learner and support material
7. Design activities
8. Check back against unit standards, outcomes and assessment criteria
9. Finalise a learning programme, ensuring unit standards are adequately covered (ABET Outcomes Based Training Manual, Department of Education 1998).

Unit Standards in 4 modules of a self-development course from a Life Skills organisation were provided to the trainer. These unit standards had no accreditation and had been developed for the specific needs of another training course. She was provided with four unit standards as well as a guideline on how to develop a learning program. Furthermore, the Training Co-ordinator of the CDU made herself available to assist in course development and the consultant also made himself available.

The training manager from the CDU met with the trainer to initiate the process of developing her module. The CDU Training Manager discussed the step by step development process, with explanation of both the objectives and the required activities. After the above meetings had taken place, the trainer indicated that she could not commit herself to continue with course development as the development of the course placed too high a demand for time on her. This was the second trainer who had withdrawn from offering a module on the CDU LDP. Trainers had been approached in the second half of 1998, and asked by the Co-ordinator of the CDU to offer a module in a specific field. An initial workshop had taken place to talk about the objectives and structure of the course in November 1998 and 6 trainers had made an agreement to offer various modules.

In January 1999 the consultant had run a workshop, with four of the six trainers present to give an introduction to the National Qualification Framework and to give a brief explanation as to what the accreditation

process would entail. Immediately after this workshop, one of the trainers, a university based lecturer withdrew her involvement in the course. She stated as her reasons, that she was not able to commit herself to course development as it had become apparent how much was involved in it.

5.3 Data from interviews with SAQA and related officials

5.3.1 Understanding this information

Gail Elliot stated that the Criteria and Guidelines for ETQAs must be treated as a "living document", a document that can be added to commented on and to which insertions can be made (South Africa 1998:16). This would appear to be the case with any information gathered from SAQA and would definitely be the case with the information in this report.

The first information I gathered on 8 March 1999, was a starting point, as the process of information gathering continued, this information was built on and altered, and what appears below is far from conclusive. The information in this report can be regarded as similar to a Financial Balance Sheet in that it is the recording of the state of affairs at a particular time. Information is merely captured up to the cut off date of concluding the writing up of this project, and will have altered by the time the project is read.

The fluidity of information is mainly due to SAQA and its related structures (National Standard Bodies (NSB), Standard Generating Bodies (SGB) and Education and Training Authorities [ETQAs]) still being in the process of being established. As mentioned earlier, if this kind of project was to be embarked on in Britain or New Zealand, which have an existing and established qualification authority, the process to gain the information and the state of information gained, would be a lot simpler. Information in the report below is

recorded in order of perceived importance around the impact it will have on the CDU accreditation process.

5.3.2 Two possible routes toward accreditation

A lengthy interview was held with staff members from Sedibeng, an Organisational Development and Training organisation in Gauteng. Sedibeng had investigated the accreditation process and felt there were two possible avenues to gain accreditation. The one route would be for Sedibeng to apply directly to SAQA, while the second route would be for Sedibeng to apply for registration through a tertiary institution. Sedibeng had chosen the latter and registered under the PDM at Wits University. The university charged them R30,000 for the registration and it took them five months to complete the process. Their course is a 220-hour course. These two routes are options for CDU to choose from as well.

5.3.2.1 Short Course Accreditation

SAQA grants accreditation to a provider, not to a course. The application date for providers of formal qualifications was in June 1998. Interim Accreditation was granted for a three-year period, after which time the institution will have to re-apply. If the CDU had been ready for accreditation by then, they could have applied for interim accreditation, either as an entity on their own, or as part of the university. Having missed that cut off date, the accreditation process appears a lot more complicated.

Zahra Cassim, the SAQA Assistant Director, Framework Implementation for Field 03, stated in an interview on 15 April 1999 that SAQA was not currently looking at any short course accreditation. She stated that SAQA had barely enough capacity to cope with the accreditation of formal national qualifications. It was important for the short course providers to be registered, but she stated that she was unsure of the process that a short course provider needed to follow.

On 18 May 1999, Joe Samuels from SAQA replied to an email question of mine, saying that SAQA were re-thinking the process of accreditation of short courses relating particularly to industry and training organisations. He did not elaborate on this and it may have positive implications on the course of action for the CDU. But at the time of writing this report. I was not able to gain further clarification from him.

5.3.2.2 Learning Fields

There are twelve learning fields recognised by SAQA: -

- 01 Agriculture and nature conservation
- 02 Cultures and art
- 03 Business, Commerce and Management studies
- 04 Communication studies and language
- 05 Education, training and development
- 06 Manufacturing, Engineering and technology
- 07 Human and social studies
- 08 Law, military science and security
- 09 Health Sciences and social services
- 10 Physical, mathematical, computer and life sciences
- 11 Services
- 12 Physical planning and construction

5.3.2.3 Relevant Standard Generating Bodies

In Field 03, there are two Standard Generating Bodies, which were investigated for the CDU with which to form a relationship. The two SGBs were the Project Management SGB and the Human Resource SGB.

5.3.2.4 Project Management SGB

The co-ordinator of this SGB was contacted on 23 April 1999 and furnished with details of the CDU-LDP. The co-ordinator, Professor Pieter Steyn, stated that this SGB had held four or five meetings. They had not drawn up any unit

standards and he only saw them doing this after at least five months. This SGB had three focus areas within the context of Project Management-

- 01 Human Resource Index tools and Techniques-with a focus on performance, physical analysis and cash flow discounting
- 02 Organisational Structures, systems, policy and management functions
- 03 Interpersonal Behaviour and interpersonal skills.

Professor Steyn was of the opinion that the CDU-LDP course would not fit in with this SGB, as the focus of this SGB was primarily on Project Management for engineering. I gained a sense from him that the SGB was not very open to expanding their definition of project management to include community based, non-engineering projects. This was not challenged, partly due to geographical reason- he, as the co-ordinator is in Pretoria and partly due to the fact that as they had not started generating standards, it did not seem a priority area for CDU to put energy into.

5.3.2.5 Human Resource SGB.

The Human Resource SGB was contacted on the 30th of April. Problems were experienced in gaining details of this SGB although various attempts were made to communicate with its co-ordinator Mr Raj Ramchander. He was faxed details of the CDU-LDP on 30 April 1999.

On 30 April 1999, all the NSB processes were on hold, due to 'funding issues' and were likely to only meet again in late April or May.

5.3.2.6 Existence of Unit Standards in sub-fields relevant to CDU-LDP

Joe Samuels of SAQA stated that Unit Standards had not been developed in the above-mentioned sub-fields, but confirmed that the 2 SGB's were in the process of being set up.

5.3.2.7 Process to develop unit standards

Unit standards are descriptions of the outcomes, assessment and range of a particular field of learning. There is an internationally recognised format in which they are written, and they form the core elements of the design of a learning programme. Without unit standards included in a course application for accreditation, a course will not be accredited.

Initially the CDU were advised to develop a set of generic unit standards and have them submitted to an NSB for consideration. It was however later advised that unit standards developed in this manner would have no legitimacy if the CDU developed them on their own. CDU's standards would need to be compliant with national core standards and might therefore be a waste if the CDU's standards were developed in isolation to national core standards. The CDU were advised to seek national stakeholder representation on an SGB.

5.3.2.8 Existence of relevant specific Interest groups

Organisational Development

My research diverted slightly from haranguing SAQA officials to investigating what other agencies in a similar position to CDU were doing around SAQA accreditation.

Two of the country's largest non-governmental, Organisation Development Agencies, the Community Development Resource Agency (CDRA) and Olive Organisational Development and Training (Olive OD&T) were contacted. Both organisations were aware of the accreditation process in broad terms but did not see their agency applying for accreditation in the short term. CDRA stated that their approach to facilitating their course was experiential and they had not modularised their course. Olive OD&T stated that their course was process oriented and changed every time they offered it. Director of Olive, Davine Thaw, stated in an email (28 April 1999) that they had no knowledge of accreditation. She stated that they may need to look at accreditation with regards to university entry.

Self Development, Leadership, Team Building and Mentorship

Self-Development Unit Standards were found, which had been developed internally by a Cape Town based Self-Development Organisation. They had made use of a consultant to develop Unit Standards, but these had not been used for any accreditation processes and had no formal status.

In communicating with this organisation (Free to Grow) they stated that their contact had been primarily through Standard Generating processes in the 07 Field - Human Sciences.

The Institute of People Management (IPM) previously the Institute of Personnel Management, who advertise a NQF advice service were contacted for information, but did not respond.

New Zealand and British Unit Standards

The New Zealand Qualification Authority makes all their unit standards freely available through a very accessible Web-site.

British unit standards are being utilised by a lot of SA industries and are freely available. They would provide useful guiding documents in the development of unit standards in SA.

6 CONCLUSION -PROPOSED PROGRAMME OF ACTION FOR THE CDU.

The intention of this project was to design a program of action for the Community Development Unit (CDU) to follow to gain SAQA accreditation. The conclusion is therefore an attempt to summarise all the data gathered from the various data gathering exercises and to propose a course of action that would lead to the CDU becoming an accredited training provider.

6.1 Non-Conclusive-Conclusion

A programme of action **is** proposed in this conclusion. However, the data gathered indicates that it is not possible for the CDU to gain accreditation at this time and that the course of action is based on non-conclusive findings. The course of action lays out a process, which spells out the logical steps to follow, based on the available data. The course of action is an interpretation of unclear data that at best may bring the CDU closer to accreditation, but is not purported to be a guideline to follow. There are too many uncertainties in the process of accrediting short courses in South Africa to have a clear set of guidelines.

The programme of action proposed has two separate focus areas-

- an external involvement, which relates to the CDU's relationship with the National Bodies and structures which will lead to accreditation being granted, and
- an internal process which is focused on the CDU taking all steps to be certain that the design of the course is as close to being ready for submission for accreditation, as the available data allows.

6.2 Accreditation processes recommended.

6.2.1 Choice of Learning Fields

The choice of Fields will have a great impact for the CDU in the future. The route to accreditation is through a National Standard Body, which would approve the standard of a course and an ETQA (Education and Training Quality Assurance Body) which would grant accreditation to a provider.

SAQA officials recommended that the CDU offered management training and should therefore align itself to Field 03, Business, Commerce and Management Studies. This Field has various sub-fields, such as Human Resource Development and Project Management which would adequately accommodate the nature of the training offered by the CDU.

CDU could also align itself comfortably with field 07-Human and Social Sciences in the sub-field Individual Development and Socialisation. The essence of the CDU training course is about individual development. Although it is recognised that many training courses will not fit neatly into one field and one sub-field and that standards from many fields may be drawn on to compile a course, the accreditation of a course will be through an ETQA- which is aligned to a particular field.

Viewing all the outcomes of the CDU Course, alignment to the 03 field appears to make some sense, as the course is designed to provide learning opportunities for managers. However, the strong self-development nature of the course shows a closer alignment to the 07 field.

There is no conclusive answer to the issue of which field to align. SAQA officials have recommended aligning with Field 03. The CDU, however, are considering a relationship with the Department of Human and Social Sciences,

which has been integrally involved in the establishing of the CDU at the University of Port Elizabeth and this may mean that aligning with field 07 may be beneficial in terms of Learning Paths.

It is therefore recommended that more investigation be done before the CDU chooses a field with which to align themselves. The fields are represented by people who will sit on the various structures. The final choice of fields may be made in terms of the CDU choosing a field which is run by an NSB and ETQA, in which the CDU would feel the most comfortable in terms of the type of people involved and what their motivation is for their involvement. The CDU is a non-commercial provider motivated by a strong community development ethic. The battles they may have to fight to gain recognition and finally accreditation may be less intense in the Human and Social Sciences Field, than the Business, Commerce and Management Field.

6.2.2 Routes to accreditation

As of June 1999, there is no clear route for the CDU course to follow to gain accreditation. Most tertiary Institutions and a lot of training providers submitted applications and a number of providers were granted interim registration status. Another management training course at the University of Port Elizabeth, the Management Development Programme, which runs management training for primarily corporate middle management, was successful in gaining interim accreditation.

The CDU missed the interim accreditation bus. At the time when Institutions and providers were scurrying around to fill in the registration forms, the previous Manager of the unit was resigning and the organisation was in a state of flux. Having missed the interim registration opportunity, it appears that it is not possible for the CDU to gain immediate accreditation as a short course provider.

'Short Course' is a confusing term, but seems to be used by SAQA to define anything which is not of a National Qualification Status (i.e. Degrees, Diplomas and Education Certificates which gain national recognition). A number of the messages to the CDU, as a short course provider were that they should wait until the SAQA had completed their task with national qualifications and were ready to deal with accrediting 'short courses.'

There were two reasons why this route was problematic for the CDU. The first reason was the conflicting messages from SAQA. Processes, like ETQA's being set up, seemed to indicate that waiting around in the aisles was not the most appropriate course of action. By the same token, not being in Pretoria and not being a part of a current functioning network or interest group resulted in information being very hard to come by.

The second reason which makes a 'wait and see' approach problematic is the CDU's own struggle for survival at the university. Due to rationalisation and transformation processes at UPE, organisations like the CDU have to find a niche and create partnerships and prove their financial viability to guarantee survival. This is a highly contested terrain. There are at least 2 other management training organisations at UPE, and all the Faculties have an interest in having linkages with a management training programme. It is unlikely that all three will survive in the long term.

The CDU used to be part of the Centre for Continuing Education (CENCE)– a community outreach arm of UPE. CENCE was disbanded in 1997 and replaced by Community Services, which was disbanded in 1998. The CDU have been told by the University to align themselves with a Faculty and are exploring these options. Because of this struggle, it is a 'selling point for the CDU' if it is able to hold its own in the field of being accredited and is able to show that it is an outcomes based course. This means that the CDU are under pressure to get as far down the accreditation path as is feasible.

Noting the pressure to gain some form of accreditation, and noting the lack of an official route, it appears that the CDU have two options.

- The first option is to work as an individual training provider, and to continue blundering through the maze of confusion of structures and bodies and hope that this leads to gaining some type of interim registration and to accreditation before the end of 1999. This course of action would entail choosing one of the two fields mentioned earlier and becoming involved in the process of setting up and being involved in National Standard Bodies and Standard generating task teams. This would be a very time consuming process and it is not clear whether SAQA fund individual providers involvement or whether the provider would have to carry its own costs for air tickets and accommodation to attend meetings. The Manager of the CDU believes that as an individual, very small training provider, they may have no ability to influence national bodies to accommodating their needs. They are therefore investigating whether the South Africa Non Government Organisation Coalition (SANGOCO) could become an umbrella lobby group for small NGO training providers and become a more powerful voice on National Standard Bodies and ETQA's.
- The second option available to the CDU, is that the CDU do not attempt to gain individual accreditation with SAQA, but gain accreditation through an already accredited provider. Noting that some providers and institutions have already got interim accreditation, the CDU could approach such an institution and ask this institution to accredit the CDU's courses. The benefit of this route is that the CDU will gain accreditation immediately. This is the route that Sedibeng chose and this option is available to the CDU. There are a range of providers which could give the CDU this type of accreditation. The benefit of this is that it will mean immediate accreditation. Added to the cost involved, there are some longer term shortcomings with this approach. The CDU would lose some independence around curriculum design and its future course development would be heavily influenced by the direction that the accredited provider may follow.

At the time of writing this report, I did not feel confident to recommend a clear course of action for the CDU to follow. The research conducted was not in any way conclusive and as each possible route had major cost implications both in terms of time and resources, the CDU needed to continue the investigation before feeling confident that they had chosen the most appropriate and effective route.

6.2.3 Recommendations around the design of the CDU

Learning program

Noting the above conclusions, it did however make sense that the CDU continue to get its course into what is being called an outcomes based format. Essentially, this would mean that the CDU need to design an overall learning programme and have Unit Standards from each module of the course, which clearly state the outcome of each module.

The bulk of work required is the writing of unit standards. SAQA has a set format of a Unit Standard. The unit standard essentially states the outcomes of a module of learning and how these outcomes will be assessed.

To write unit standards, a module of training would need to be broken up into coherent objectives and for each objective a unit standard written. Choices would need to be made as to grouping of outcomes and how broad an objective would be.

A clear message from Ansi Scout of SAQA, at a SAQA Forum held in Port Elizabeth in April, was that providers should not produce their own unit standards, but should become part of the National Standard Generating Bodies and be part of generating national core standards in each field. Noting that at the time of writing this report, the information was unclear as to which

SGBs existed, the recommendation to the CDU was to embark on a process of attaining their own standards.

There are a number of reasons why this recommendation is made, but before spelling out those reasons the process to be followed needs to be clarified.

The first step of the process would be to try and get an idea of what standards do exist in a particular field and whether there are any processes under way to generate any standards.

For the CDU, this would mean investigating each separate field : Self Development, Organisational Development, Mentorship, Leadership and Management Team Building and Human Resource Management and seeing whether there is any initiative to develop standards in these fields. The level of developing will differ. It may be that other organisations similar to the CDU are developing standards on their own. It may be an interest group of organisations developing standards together or it may be an official Standard Generating Task Team. It is clear that if any of the above processes are happening, the CDU must become part of the process and that working in isolation to an existing process can only lead to the CDU becoming isolated as well as wasting resources by working on their own. If any of the above processes are happening, it is difficult to recommend a course of action, as it would be determined by the current level of activity, the work that has already been completed and the status of the process. The only clear finding is that if there is a process, the CDU needs to link into it and feed its own standard generating activities into the larger initiative.

If there is no process taking place or if no standards exist, the next step would be for the CDU to look for Unit Standards from other countries - primarily Britain or New Zealand, who both have Qualification frameworks similar to South Africa. New Zealand's standards are available on their web site and Britain's can be attained directly from accrediting bodies in Britain.

A number of South African industries are utilising British Unit Standards on which to base their assessment and training courses. The process of gaining these standards is simple. Once standards have been found for each module, the provider would then need to revise them to meet their own specific requirements and write standards where gaps exist.

The third and final possibility is that no standards will exist, from either South Africa or from another country. This may be the case in sub-fields such as Organisational Development, and Mentorship. In this instance, the CDU need to generate their own standards.

For the CDU to attain standards through one of the above processes, it is necessary for the CDU to have an overall learning programme for its course. A 'learning programme' is the outcomes based terminology for a curriculum. It is a framework for the entire course, stating the objectives for each module. In March 1999, a proposal was made to the CDU as to the process of designing their learning programme. The proposal that was made was based on an understanding that the trainers selected to deliver the various modules of the CDU course were experts in their particular field. It therefore seemed to make sense that they should be the driving force to designing learning programmes on which the module they were offering would be based.

The withdrawal of two trainers, the lack of other trainers to attend meetings and incomplete questionnaires is treated as an indication of what could be expected from trainers in terms of their input to course development. The primary learning experience from these interactions with trainers was that the CDU could not rely on the trainers to play a major role in the design of the course. It was hoped that the trainers would be involved in each step of design. This would include setting outcomes, having a major input into the setting the objectives and framework of the entire course and then setting the

outcomes of and assessment criteria (the two major elements of the unit standard) for each module.

The conclusion from these experiences was to exclude the trainers from the first two stages of the design process (setting the objectives of the entire course and setting the outcomes and assessment for each module). These two stages would be done by the consultant and the full time CDU staff. This meant that the trainers would be presented with unit standards and told to design their mini learning programme from these. This is what the process would be, if the SAQA was fully established with registered standards and so on one level, one is essentially following what will become normal procedure for trainers in the future. The desire to involve the trainers in the first two stages was in recognition of their expertise and recognition that their involvement would enrich the process.

7 CONCLUDING REMARKS

The purpose of the project was to design a course of action for the CDU to gain accreditation. As the project needed to have an ending for academic purposes the course of action cannot be included and the project and recommended course of action are thus inconclusive. It is not possible to know when a clear course of action for the accreditation of 'short courses' will be provided. The frustration for such courses is that it may be published tomorrow or next year and either of these two scenarios could leave such courses ill prepared. Instead of providing a clear course of action, this project serves to provide an understanding of the context and some recommendations of steps which may amount to progress toward accreditation.

Having had access to the New Zealand Qualification Authority, superficial observations are that it is exciting to see the possibilities which could exist once SAQA are established and once clear guidelines are worked out. Unit Standards, procedures for accreditation and explanatory notes around required procedures are all easily available on the New Zealand Qualification Authority web site.

Having spent the last eight months investigating accreditation and qualifications and having become very familiar with the drafting and assessment of unit standards, there are very obvious weaknesses in the process, which undermine the principles of outcomes based education.

The first observation is that the process of attempting to gain accreditation is very competitive. Tertiary Institutions are faced with huge budget cuts, training providers need to maintain and/or win their place in the market and organisations like the CDU are competing with other NGO's to win recognition.

This competitiveness discourages the co-operation required to come to an agreement on national standards and for organisations to use the process as a way of getting ahead in the race for survival. The competitiveness is enhanced by the lack of clear procedure and the difficulty at gaining assistance from SAQA officials. Part of the progress made in gaining the information for the CDU was due to a prior relationships with certain SAQA officials and a very determined approach to information gathering, where hours were spent, faxing, emailing and phoning. SAQA officials only responded to cellular phone calls, Telkom phones rarely get answered and messages rarely returned. I would often balk at the cost of a twenty-minute cell phone call, but having spent a week trying to track a certain official down, once found, the cost of gaining the necessary information had to be put aside. The only way, for the CDU to make real progress was to send a person to spend a week in Pretoria, having face to face meetings with officials. This is a cost not all non-profit training providers will be able to afford and may thus lose the competitive edge in the race for accreditation due to the lack of the ability to access the information timeously. This reinforces the notion of such providers banding together under an umbrella organisation such as SANGOCO, which can both lobby for their needs as well as disseminate information.

One of the most substantial areas of doubt in my mind, is whether the NQF is going to lead to the fundamental change to the quality of education and training that I would understand to be one of its core objectives. Providers have written units standards and can apply for accreditation without altering the content or process of their training. National Core standards need to be broad to allow for the divergence of programmes to which they will give accreditation. Once the mammoth task of agreeing on national core standards is completed, the task of monitoring how accredited trainers interpret them into training programmes of an equal quality, will require a massive inspectorate and verification system, otherwise the accrediting of the course will remain a paper exercise which will not lead to a guarantee of

equality and equity in service provision. This doubt is confounded by a sense that the SAQA is seriously understaffed and under resourced and that a massive increase in its budget is required both to speed up its establishment and then to monitor its implementation.

The frustration of the act of gaining accreditation begins to detract from the beliefs and high ideal of outcomes based education which is embodied in SAQA. There is no doubt that the CDU will gain accreditation through one or other means but the question that needs to be asked is whether it will provide better quality training. As the CDU was previously an unstructured course, in which modules and the outcomes of modules was left in an ad hoc way to individual contract trainers to provide the exercise of utilising the learning programme and unit standard designs which have emanated from the Education Department and SAQA, have led to the course being re-designed into a clear programme with clear outcomes and an overall learning programme which gives the course continuity. The existence of the format for learning programmes and unit standards and the pressure to gain accreditation has led to a formalisation of the CDU course which is a vast improvement. The primary long term benefit, will be that once accreditation is resolved the student gaining a certificate from the CDU after the completion of the two year course, will gain a national qualification which will also allow for accreditation toward other courses. The many NGO managers and staff who previously attended the CDU course have gained only a certificate, which outside of the Port Elizabeth NGO sector, carries very little value. These two benefits serve to outweigh the frustration and doubts around the SAQA process and lead to and organisations like the CDU continuing to dedicate time and resources to the accreditation process.

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8 APPENDICES

COPY OF QUESTIONNAIRE

COPY OF INTERVIEW GUIDELINES

Filename: NQF Assignment.doc
Directory: C:\RU Digital Library\RU Theses\2000\mackenzie\source
Template: C:\WINDOWS\Application Data\Microsoft\Templates\Normal.dot
Title: 1 Introduction
Subject:
Author: Toshiba
Keywords:
Comments:
Creation Date: 03/23/2000 10:42 AM
Change Number: 2
Last Saved On: 03/23/2000 10:42 AM
Last Saved By: Ian Mackenzie
Total Editing Time: 0 Minutes
Last Printed On: 12/04/2000 4:42 PM
As of Last Complete Printing
Number of Pages: 58
Number of Words: 12,440 (approx.)
Number of Characters: 70,908 (approx.)

Appendix 1 Questionnaire

Section 1. Development of Course

1. What material will you need to develop to deliver your module of the LDC?
(eg. Trainers manual? Course notes?....)

2. Would you be **developing** your module primarily during work hours or in your private time?

3. How long do you estimate you will need to develop your module? (Please give an estimated number of days you feel you will need.)

4. If CDU has regular (approximately once per month) meetings and workshops, will you be able to attend?

Yes	
No	

5. If no, indicate your difficulties in attending regular meetings.

6. If yes, indicate which of the following time slots will be best for you to attend meetings/workshops.

	09h00-11h00	11h00-13h00	13h00-15h00	15h00-17h00	17h00-19h00	19h00-21h00
Monday						
Tuesday						
Wednesday						
Thursday						
Friday						
Saturday						
Other						

7. If CDU meetings/weekends are during a weekend would you have any serious constraints to attending such a meeting?

Yes	
No	

8. Please name the areas of support in **developing** the course that you would want **the consultant** to give you.

9. Please name the areas of support in **developing** the course that you would want **CDU** to give you.

Section 2-Delivery of course

Through CDU's experience, May -September are the best times to run course modules.

10. Which month would best suit you to deliver your module? Please indicate below which month would suit you best for running your module.

January	
February	
March	
April	
May	
June	
July	
August	
September	
October	
November	
December	

11. Please give a brief explanation as to why you have chosen the time slot indicated above and why other months would be difficult to conduct training.

12. How long (number of days) do you envisage the contact training time of your module to be?

13. Please name the areas of support in **delivering** the course that you would want from **the consultant**

14. Please name the areas of support in **delivering** the course that you would want from **CDU**.

Section3-Communication

15. Please indicate whether you have access to the following modes of communication. Place a tick in the first column if you do have access. Please indicate in one of the following columns whether this access is limited to only work hours or both work and after hours.

	access	Only work hours	Both work and after hours
fax			
email			
a computer with Windows 95			
scanner			

16. What word processing package would you use for developing your course?

--

17. How would you rate your word processing, editing and formatting skills? Please mark the following scale with 1 being –very competent, with a good working knowledge of editing techniques and 5-rudimentary with very little knowledge of editing techniques.

1	
2	
3	
4	
5	

18. Would you like to comment on the above-i.e. your computer skills.

--

Section4-Knowledge of NQF

This is a test of your knowledge of the National Qualification framework and how it may effect the development of your course.

Please do not spend long answering the questions. Please answer the questions 'off the top of your head', do not read or research the answers. The reason for this is that the questions are designed to give CDU and indication of your working knowledge for their planning purposes.

Your lack of knowledge around some answers is not a judgement on you.

CDU needs to get an indication of how much all their trainers know around the NQF. Access to your questionnaire is restricted to the Consultant (Ian) Training Manager (Vuyelwa) and to Irna-when a report back is given at the workshop, it will be a synopsis of all of the trainers answers, not of individuals.

General Knowledge about adult learning and outcomes based education

19. Briefly describe why you think providing training for adults is different from providing training for children

20. Briefly describe what your understanding is of outcomes based education

**1.
General Knowledge around the NQF.**

21. What does NQF stand for?

22. What is the purpose of the NQF?

23. What are the bands of the NQF?

24. How many levels are on the NQF?

**2.
Knowledge of Unit Standards**

25. Give a brief description of a Unit Standard. Not longer than three lines.

26. How do you think you would use a unit standard in designing your training module?

Knowledge of learning programmes

27. Please describe briefly what a learning programme is

28. Would you design a learning programme before or after developing your course material?

Assessment

29. Should adults attending a course such as the CDU LDC be assessed ? Please explain your answer.

30. If you answered yes, what is the purpose of assessing participants?

31. Name some of the assessment methods you may choose to use to assess adults attending your module?

Section 5. Contractual Agreement with CDU

32. Please use the space below to hi-light any concern you have around signing a contract with CDU around the development and delivery of your module of the CDU LDC.

Appendix 2 Interview Guidelines

These interview guidelines are intended for the interviewer (Vuyelwa). The interview guidelines are based on a focus interview, in which three topics are given for exploration by the interviewer (Vuyelwa). These topics have already been given to the interviewees (trainers) in the introductory letter, allowing the opportunity for the interviewees to have considered their experiences, knowledge and how this may effect their involvement in the designing and developing of their module. The interview schedule gives the topics to be explored, with a brief explanation as to what data is required, why it is required and some suggested questions.

Format of asking questions

It is suggested that a funnelling type of format be utilised by the interviewer. This entails the use of broad, open-ended questions, which will elicit a free response followed by more specific fixed questions.

Topics to be explored

- 1) **Background of trainer**
- 2) **Content of module**
- 3) **Method of delivery**

1) Background of trainer

Purpose: -

The primary purpose is to illicit information in two areas: -

- Training experience
- Knowledge and experience of content of their module

(This is not a focus of the interview, so should be kept brief.)

It is suggested that the interviewer begins with some personal information, to 'warm the interviewee up' as well as to gain any information that may be useful for CDU.

1.1) Personal Information

Age
Family background
Brief synopsis of work experience
Past and current relationship to CDU

1.2) Training Experience

What are interviewee's beliefs of what make successful training of adults?
Current training conducted by interviewee (specific)
Past (recent) training conducted by interviewee

2) Knowledge of content of module

2.1) Trainers involvement in field

What is interviewee's involvement in the field of the training they are offering?
Are they currently active in this field- what is the nature of this involvement?
Are they currently involved in reading, researching, writing papers or any other research related activity in this field?

2.2) Content of their Module

Note to interviewer: -

There will most probably be a very varied response. Some interviewees may have had offered this, or similar training, before and be very clear on exact topics and areas to be covered, others may only have a very general idea of the field they want to cover. An important part of the data we need to collect will revolve around your perception of how structured their module already is.

We need to ask what the trainer thinks the purpose of teaching this module is.
We need to ask what the key learnings from this module will be.
We need to ask where the trainer will be drawing the contents of their module from.

3) Method of delivery

Note to interviewer: -

This area may be similar to the area of content; some of the interviewees may be very experienced and have clear ideas of their method of delivery. Others may not have even thought of it. One of the key areas we need to explore is the trainer's creativity.

3.1) Primary method of delivery

We need to ask what their primary method of training/facilitation will entail

This is a good area to explore practical specifics such as: -

Length of module (how many days contact training?)
What material they intend to develop?
What other learning aids they may require? (videos, displays)
What type of venue is best suited?
What practical work they intend including?

3.2) Assessment

Note to interviewer: -

This will probably be a new area for most of the trainers- the need to have formal assessment on what was previously an informal course. We need to explore their perceptions and experiences of assessment and what assessment methods they may think of using.

**An assessment of the readiness
of the Guguletu Comprehensive
School to embark on an
Organisational Development
Intervention.**

Ian Mackenzie

December 1999

**In partial fulfilment of the
requirements for the degree of
Masters in Education Leadership
and Management
Rhodes University**

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INTRODUCTION

This research project aimed to investigate how the members of an institution interpreted the social and institutional dynamics of the institution, and to assess whether they were ready to embark on an organisational development process.

The research project was based at Guguletu Comprehensive School in Cape Town. The school had been chosen by a non governmental service organisation EMEP (the Extra Mural Education Project) as the school to pilot their 'whole school development programme.' The research project aimed at assessing the state of readiness of the school to embark on this programme.

EMEP aimed to use the introduction of an extra mural programme at black schools, to change the manner in which schools were managed and to lead to a 'whole school development'. The idea was that a school would redefine its purpose by shifting from being an institution which only provided formal, classroom-based education between 8.30 and 2pm, to a comprehensive centre of learning and activity for the whole community.

EMEP had been involved with the school for six months and was of the opinion that their level of involvement could now move from Phase One to Phase Two. Phase One was focused on preparatory work, primarily the setting up of

relationships and gaining the commitment from the members of the institution to embark on a programme which would see the transformation of the school. The research project was commissioned to investigate the state of readiness of the school community for the implementation of the organisational development programme (Phase Two).

During Phase One, a structure had been established at the school, the DMG, (Development Management Group) consisting of school management and representatives of various sectors of the school community, including teachers, non-teaching staff, parents, and students. Once the research project was complete, the researcher would present his findings to the Development Management Group. It was expected that the findings would form the basis of the design of Phase Two of EMEP's implementation plan.

EMEP had decided on utilising a survey-data-feedback intervention, and this project is the report of that intervention. The survey-data feedback included in-depth interviews with the entire staff of the school, as well as representatives of other stakeholder groups, which would then be followed by a 'Weekend Workshop' which would receive the feedback from the interviews and then utilise this feedback to design the organisational development intervention programme.

Guguletu Comprehensive was a school in crisis. The findings of the research will detail the crisis. The school is large (over one thousand students) and is a comprehensive secondary school, meaning that it offers both academic and technical subjects. The school building is unkempt, with peeling paint, broken doors and windows and is surrounded by a low cost housing development including both formal and non-formal housing.

Although this research report describes much of the crisis, it may fail to fully describe the level of apathy and decay at the school. The following two incidents add some colour to the description of the school.

Interviews were unable to proceed on a particular Monday as the entire (three-story) school was flooded due to students having turned all the taps on in a science laboratory and having left them on over the weekend. The science laboratory was on the top floor of the school building, and so the sabotage was particularly successful as it resulted in all classes being canceled for the entire day.

On another day, the researcher was asked to leave a staff meeting owing to the level of anger being displayed by the teachers toward the school principal. The school principal did not normally attend staff meetings, having delegated this to her two deputy principals. On this particular day, the school principal

walked in, announced that money would be deducted from teacher's salaries for coming late to class, and promptly left the staff meeting before any response could be given. The staff meeting disintegrated into teachers shouting abuse. It would have been fascinating to observe and document as part of this project, but unfortunately, one of the deputy principals asked the researcher to leave the meeting.

The non-government service organisation, EMEP, had been established in 1986. It had received foreign donor funding to implement its programme. It had attempted to implement the programme at two other schools in Cape Town, which had not been successful.

I was awarded the contract to conduct the research shortly after having established myself as an education and research consultant. This was thus one of my first contracts. This was my first involvement in school based work, although I had been involved in numerous development projects focused on adult education centres.

CHAPTER 1 RESEARCH METHODOLOGY AND METHODS

Research was carried out within a phenomenological paradigm. The placing of research within this paradigm shifted it away from a research intervention designed to statistically prove a pre-formulated hypothesis and made the research an investigation, seeking to describe and not to prove or answer. The investigation undertaken was designed to give credence to the feelings, thoughts and opinions of all the stakeholders who played a role in an institution (Guguletu Comprehensive School). These feelings, thoughts and opinions were viewed as being the reality of the institution being investigated, as they were the reality of the people who made up the institution.

'The phenomenological research approach arises from an existential view of the world, one which seeks to understand the human condition' (Van der Mescht 1996:40). The human condition, described by Van der Mescht, is seen in the phenomenological approach as one 'in which the relationship between perceptions and reality is also seen to be "interdependent and dynamic", so much so, that our perceptions come to mean reality itself, or at least the only reality we are able to subject to scrutiny' (Van der Mescht 1996:44).

Goodman (1992:121) stated that individuals interpret the world around them and that the 'study of social reality aims to understand the meaning that people give to their own actions and the actions of others'. This individual interpretation of

societal regulations leads individuals, receiving the same information, to interpret it very differently and therefore to respond to it differently (Goodman 1992:119-121). 'The world and reality are not objective and exterior but they are socially constructed and given meaning by people (Easterby-Smith, Thorpe and Lowe 1994:78).

Guguletu Comprehensive School existed only through the perceptions of all those involved with the school. If those perceptions did not exist then the school would not exist. When an organisation (such as a school) is described, the organisation seems to assume a concrete and tangible nature. This concrete and tangible nature only exists because it is given life by the variety of people who, in any way, are linked to the organisation. If those people are taken away, the organisation ceases to exist. The organisation only exists as they perceive it; so, if this perception is taken away, the organisation ceases to exist. 'Human beings are thus never seen as separate from the World they inhabit' (Van der Mescht 1996:40)

Appropriateness of Research Tradition.

An organisation is the collective perceptions of all of its members, structured by the institutional definitions given to it by its members. The system and definitions only exist within the perceptions of the members, and exist separately and distinctly for each individual member. Organisational change only occurs when individuals change the way they perceive a situation. This research aimed to investigate these perceptions and make findings and recommendation on how these perceptions could be changed.

Description of Research Methods

The primary research intervention was an Organisational Development (OD) intervention, a survey-data-feedback. The survey-data-feedback is what Schmuck and Runkel (1994:363) refer to as the 'microdesign' element of a 'macrodesign' intervention. The macrodesign, in this case, would refer to overall OD intervention on behalf of the NGO service provider which was a whole school development programme, through introducing an extra-mural programme as an integrated part of the school management system. The survey-data feedback was a data gathering process to investigate readiness for the macrodesign.

A survey-data-feedback has three elements: collecting data, feeding the data back to participants and incorporating the feedback of data into the macro design. The primary data collection tool for this project was individual in-depth interviews, which was then followed by a two-day workshop to feed the data back and incorporate the feedback into the macrodesign.

Questionnaires

A questionnaire was used as an additional method of data collection, and was also intended to feed into the themes and trends to be explored at the workshop. The questionnaire was the responsibility of the NGO service provider and was separate from this research project. The questionnaire was distributed at the same time as the interviews were conducted, but was excluded from feeding into the research findings, due to major flaws in the questionnaire design. The questionnaire was 39 pages long, containing primarily open ended, narrative questions. Although the consultant advised the organisation not to use the questionnaire, the advice was ignored. The advice of the consultant was based on an understanding that a questionnaire needs to comply with the following guidelines provided by Czaja and Blair (1996):-

- Each question must be checked to assure that it relates directly to the research objectives contained in the Terms of Reference.
- Terms must be clearly defined in the questions

- If terms had components, these must be separated into separate questions
- Information required must be specific and concrete
- All attempts must be made to avoid any bias
- Questions must be uncomplicated

All of the above guidelines were flagrantly ignored, and by the return date, only 3 (out of 60) questionnaires were returned. For this reason, the data from the questionnaire was excluded.

The Interviews

The interviews were conducted by four experienced, organisational development practitioners and managed by me. The interviews were semi-structured and open ended with interviewers having an opening question as a guideline and then a range of possible questions to follow if they needed assistance, but the interviewers were briefed to follow the direction that the interviewee had taken, and to explore the information which the interviewee presented, aiming to gain depth and meaning. The interviews were approximately forty minutes long. After each interview, the interviewer wrote up a detailed report. The interviews were conducted at the school, during school hours and were spread over a ten-day period.

In-depth interviews were held with stakeholders. The interviews were semi-structured interviews and each interviewer had interview guidelines with a list of issues to discuss, and a list of possible questions to ask. Although the interviewers needed to cover some major issues, they were flexible in their questioning and would allow for exploration of issues that were raised by respondents. All the questions in the interview guideline were open-ended questions. The open-ended questions allowed for the collection of qualitative data.

Bogdan and Bilken (1982) provided a list of features of qualitative data collection which influenced the manner in which the interviews were conducted. Those features are:-

Qualitative research is conducted by means of the field or life situation and the researcher is the key data collection instrument.

The aims are firstly to describe, then analyse.

The focus is on process as well as outcome

'The central concern is with the meaning of things, i.e. the why as well as the what' (Bogdan and Bilken 1988:388).

The interviewers were aware that an interview must be considered as a complex social situation in which the interviewer and interviewee are making continuous adjustments to the response of one another' (Travers 1969:143).

Schmuck and Runkel (1994:366) listed a number of 'principles' which assist the researcher when utilising formal data collection and feedback. What Schmuck and Runkel (1994) called principles, are merely practical guidelines, and not 'fundamental truths', 'general laws' or 'primary elements' (The Concise Oxford Dictionary 1951:951) of data collection. The 'principles' which were relevant to the interviews included:-

Within interviews, to ask general questions before specific ones, to assist to form the context of the later specific questions.
Modeling communication on paraphrasing, describing behaviours objectively, checking impressions of participants
Use only a few categories ('ten are plenty') for feedback

Finally, observe the participants group as it discusses the meaning of the data, voice your observations to encourage the group to discuss its interactions during the data feedback and ask how typical these interactions are (Schmuck and Runkel 1994: 367).

The Feedback workshop

The feedback workshop was held two weeks after the completion of the interviews. All forty-two teachers, as well as a School Governing Body representative were invited. The non-government service organisation was to carry the cost of the workshop; however the teachers were expected to carry the cost of the transport to the venue. The workshop began on a Friday evening and

ran until the Sunday lunch. The workshop was facilitated by a very experienced organisational development consultant, who was also one of the interviewers. A consideration when planning a feedback workshop is that facilitators should be able to use methods and instruments to weave the formal data collection into the primary stages of the macro design. The weekend workshop was designed to utilise this idea, by flowing from a feedback report of the in-depth interviews to describing a vision of an improved situation and the steps to get there. The feedback workshop followed the S-T-P Model proposed by Schmuck and Runkel (1994:252)

1) [S] Specify the Problem

The existing situation is described with all its facets and complexities. This step was fulfilled by the completion of the in-depth interviews and the feeding back of the findings of the interviews to all stakeholders.

2) [T] Describe the desired Target State

The stakeholders at the workshop were asked to describe a good school model. They were asked give a graphic description of what the school would look like and what they would be able to observe if they were walking around the school.

3) [P] Formulate Plans and procedures to reach the target state

At the Feedback workshop, a plan of action was decided on, which would lead to the drawing up of the implementation plans for the organisational development intervention.

The Feedback Workshop was a data collection technique, designed to utilise the group dynamic of a group to contribute to data through a facilitated discussion. The researcher chose to use discussion groups, focused on particular themes emerging from the initial data collection (interviews) to construct a theme and to bring the groups together to discuss this theme.

As a data collection tool, the benefits of a Feedback Workshop are: -

The researcher acts as a facilitator and can follow a particular line of questions or thinking

The data collected is varied, and is the product of the contributions of the group.

Data that may be incorrect or invalid, can be validated as it is collected orally, in the presence of others.

Possible disadvantages of a Feedback Workshop are: -

Vocal individuals with strong opinions may dominate it, and less assertive individuals may not express themselves.

It may be utilised as an opportunity for certain groups to 'score points' through having a position put across

The researcher was aware of the possibilities of his own bias affecting the direction of discussion in the workshop and to avoid this, he had a guideline of questions drawn up to follow in the workshop and had two facilitators present in the workshop. The researcher was also aware of taking care in the nature of the report on the workshop, and the need to attempt to objectively capture the opinions and feelings of the participants.

CHAPTER THREE LITERATURE SURVEY

The nature of this research project was an investigation into the conditions at a black school in South Africa, to determine the readiness of the school to embark on an organisational development intervention programme.

The research project covers a broad spectrum of issues related to education in South Africa. The Literature Survey is limited to the three areas of education management, which are the most pertinent to the research project. These are: -

- A contextualisation of conditions at Guguletu Comprehensive School
- A contextualisation of management issues at Guguletu Comprehensive school
- A contextualisation of organisational development interventions in schools

A contextualisation of conditions at Guguletu Comprehensive School

EMEP, an independent non-profit development agency, has the stated Mission of 'enabling the whole school development of historically disadvantaged urban and rural schools, by building up an extra mural sector to provide for a range of needed student, teacher and adult learning, work, recreation and support services' (EMEP Funding Proposal 1998). The focus of this research intervention was to conduct an assessment at the Guguletu Comprehensive School in

preparation for the implementation of an extra mural programme that would lead to a 'whole school development.'

The Problem

The vast majority of South African Schools are neglected, poorly managed, under resourced and underutilised. The vast majority of schools are open for less than 25% of their usable time. At the same time, poorly trained, under supported and demoralised teachers have neither systematic time, nor support for vital management and development needs. It is upon this disabled and disabling environment that EMEP focuses its vision and activities (EMEP Funding Proposal 1998).

Origins of the Problem

Molteno (1984) traced the history of black schooling to 1658, when the Dutch East India Company set up a school for its company slaves with the intention of preparing slaves to 'serve the purpose for which they had been bought, namely to labour for their masters' (Molteno 1984:45).

The intentions of the early Dutch colonists in providing education designed to prepare 'labour for their masters' is the theme which runs consistently through the history of South African Education. The litany of laws and policies passed by the colonial governments which ruled South Africa up until 1994, served not only to continue a deliberate creation of dutiful 'labour for their masters', but strived to do this in the cheapest manner possible.

By 1935 the Government of South Africa had established policies and mechanisms to deliberately deprive black schools of resources. The Interdepartmental Committee on Native Education, found that 'the Government contribution per pupil for the education of whites was ten times as large as that for the education of blacks, and over forty times as much per head of the white population as per head of the black population' (Behr 1988:31).

By allocating so few resources to Black schooling, the government was creating schools with no facilities.

In one school, there were nearly four hundred pupils huddled together, most of them sitting on the floor of a badly lighted and badly ventilated wooden and iron room. There was scarcely room for a blackboard or a teacher's desk –let alone other equipment such as maps (Interdepartmental Committee on Native Education 1935-1936 as cited in Behr 1988:31).

This trend of under resourcing Black schools was adhered to as religiously as the dogma of creating 'labour for their masters.' In 1981 the Human Science Research Council (HSRC) in depth investigation into all facets of education reported that, 'spending on black education was disproportionately low and on white education disproportionately high' (Behr 1988:43). In addition, there was a reluctance on the side of the government to spend money on buildings and infrastructure for black pupils, so that by 1981, there was a shortage in excess of

one and a half million classrooms for primary school and three hundred thousand for secondary school pupils. In addition, the HSRC report found that owing to financial consideration it was necessary for Black schools to share equipped laboratories and sporting facilities.

Parallel to the lack of willingness to spend money on black pupils, was an equal stubbornness by the various governments that ruled South Africa to spend money on training black teachers. In 1981 the HSRC noted that there was a 'disparity in the provision of those educational facilities which determine the quality of education.' They stated that '...black and coloured teachers were grossly under qualified' (Behr 1988:42). This mirrored the Interdepartmental Committee on Native Education 1935-1936 findings that, 'at least thirty percent of black teachers had no qualifications and those secondary teachers who had a qualification had completed a two year course after completing Std 10' (Behr 1998:43).

Apart from being a product of over three hundred years of colonial education, an urban black school like the Guguletu Comprehensive School was further ravaged by the struggles which students and teachers waged from 1976 through to the present day. These struggles, which aimed to challenge, amongst other, the history of poor financing of black schools had the unfortunate, yet inevitable consequence of worsening the situation in schools. In many instances, the

minimal property and resources which did exist were destroyed and an erosion of both the management of schools and the education provided by schools occurred.

Walters (1996:23) stated that 1976 led students to believe that they had the power to change the system and that they began to reject all forms of authority.

Large classes; overcrowded classrooms; shortage of textbooks, facilities and writing material; poor working conditions; unqualified teachers and high pupil teacher ratios are all realities in black schools today. The physical factors combined with the cumulative effects of the past decade of social upheaval...have left thousands of practicing teachers quite unable to pursue the work of teaching, studying and backing up their pupils and students in recognised enrichment activities (Walters 1996:15).

The disruption of education at Guguletu Comprehensive was described by teachers and students interviewed. Makosana (1988:65) stated that 'The rejection of Bantu Education in Guguletu and surrounding townships started on 11 August 1976 at Guzany High School.'

Students left school and led protest marches. They were dispersed by police. The result of this was that widespread rioting occurred and numerous people were killed in the skirmishes. Rioting later spread to shops, liquor outlets and beer halls resulting in looting, death and destruction on a wide scale (Walters 1996:23).

A contextualisation of management issues at Guguletu Comprehensive School

Walters (1996) described how the violent forms of protest which started in 1976 and continued until the 1992 affected the management of black schools. She described how, for over twenty years, students rejected the authority of their teachers and formed student representative councils. There was no meaningful relationship between students and their teachers.

It must also be understood that teachers in African Society were not used to having their authority questioned, as this was in conflict with accepted norms and traditions in African culture. e.g. respect for elders. In 1980 the situation became so bad that not even leaders of the community could reason with the students (Walters 1996).

Some of the older teachers at Guguletu Comprehensive spoke of teachers siding with students in the 1980's. Many of the 1976 pupils were now teachers, but they were also primarily members of the liberation movements.

...the ANC tacitly encouraged the disruptions since they saw this as a way of attracting world attention to the plight of the majority of South Africans. In fact the ANC's policy of 'ungovernability'-a word coined in the 1980's must also have contributed in no small manner to the loss of a culture of learning in the black education sector of our society (Walters 1996:25).

The 'ungovernability' of the 1980's was followed by the guinea pig years of the 1990's. Since 1992, task teams, policy experts, workshops and consultants have

resulted in the apartheid education system being systematically dismantled. The process of undoing three hundred years of colonial education has not been an easy one for school management. The culture of resistance is still strong in black schools and was very evident at Guguletu Comprehensive School. And yet the following Acts have redefined the management and culture of schools: -

The South African Schools Act (1996)

The SA Schools Act defines management of schools and the establishment of School Governing Bodies.

The National Education Policy Act (no 27 of 1996)

The Act allows the Minister of Education to draw up National Education Policy and describes how policy will be drawn up. It also describes how the standards of education will be monitored and evaluated.

The Labour Relations Act (no 66 of 1995)

The Labour Relations Act spells out the duties and rights of all employees and employers.

The Educators Employment Act (no 138 of 1994)

The Educators Employment Act spells out the specific duties and rights of all employees and employers in the education sector.

In addition to the Educators Employment Act, regulations such as The Regulations Regarding the Appointment and Conditions of Service of Educators (1994) and the Personnel Administration Measures (PAM) give more detail about the subjects in the Educator's Employment Act.

Just as school management were grappling with this new legislation, The Schools Amendment Bills (1999) generated by the National Council of Provinces are set to change areas of the above mentioned legislation.

It is within this context of resistance and changes in policy, which Walters (1996:223) described a situation at the Guzany High School in Guguletu, in which '...it was clear from this exchange and through the observations of the settings throughout the research period, that the students wielded more power, both as individuals and as group organisations than they would in other schools.'

Added to this, is the observation that in black schools, outside organisations were power blocks. '... Throughout the six-month research period, not once did the principal, staff or students go against any outside call by a community organisation. In fact often they were not part of the decision but merely complied with it' Walters (1996:223).

The findings of the research project at Guguletu Comprehensive School are dominated by poor management and a break down of relations between the staff and the Principal. At the neighbouring Guzany High School, Walters' description of management mirrors that of Guguletu Comprehensive. Walters (1996:221) described an incident which highlights the Principal's management of Guzany High... 'even though they (the students) were admonished by other teachers for their attitude, the principal backed down.' Although the power of students was not a dominant theme of the interviews at Guguletu Comprehensive, there are numerous references to an unhealthy relationship between the Principal, the teachers and the students. Open resistance appeared to have been replaced by a passive, aggressive resistance, from both teachers and students.

A contextualisation of organisational development interventions in schools

By embarking on an organisational development intervention an organisational development practitioner is involved in a 'systematic, planned' collaboration (Schmuck and Runkel 1994:4) to change an organisation. The primary stages of a macro design include, according to Schmuck and Runkel (1994:369)

- using data to develop an understanding and agreement about the project's objectives

- during the first OD event (the feedback workshop) that data previously collected be fed back as part of the planned design.

Organisational Development is a:-

Coherent, systematically planned, sustained effort at system self study and improvement, focusing explicitly on change in formal and informal procedure, processes, norms or structures and using behavioral science concepts. The goals of OD include improving both the quality of lives of individuals as well as organizational functioning and performance... (Fullan, Miles and Taylor 1980:135).

Using this as a starting point of understanding what OD is, OD becomes both a change process, as Schmuck and Runkel and Fullan, Miles and Taylor suggest, as well as a research methodology in itself. As a process of change, OD, as defined by Fullan, Miles and Taylor, uses behavioural science concepts to bring about change in an organisation. OD practitioners use a range of techniques and methods to engage with an organisation and collaborate with it to bring about change. Included in these techniques are processes of 'self study', which necessitates some level of data gathering. OD thus utilises research methods as an element of a process designed at making change.

Merely understanding OD as a management vehicle to bring about systematic, organisational change, which includes an element of data gathering, does not offer a complete understanding of OD. OD is itself a research method and the

whole OD process from start to finish is a data collection process. By defining OD as a data collection process, it places it within the critical theory tradition of emancipatory, empowering action research.

OD related research, in the form of a survey-data-feedback process was chosen as the method of both collecting data and inputting to a process of change at the crisis ridden Guguletu Comprehensive School. Bennis (1966) stated that there are certain ingredients which are fundamental to a successful change strategy. These 'ingredients' include a rearrangement of patterns of power, status, skills and values the trust and support of the change agent (Bennis 1966:105).

Bushnel described a change process which 'seeks to achieve a socially desirable goal through a planned process. Bushnel stated that this planned process needed to have two fundamental elements, those of collaboration and interpersonal skills (Bushnel 1971:7). Bushnel (1971) stated that school systems must seek to grow in problem solving effectiveness and that compatible changes must be sought among the variety of sub-systems within the school system.

CHAPTER FOUR FINDINGS OF IN-DEPTH INTERVIEWS

The following report from the interviewing transcripts tries to capture the feelings, emotions and sentiments of the all the stakeholders involved with the schools. In the spirit of Phenomenological Research, it is not a report on a survey or opinion poll, but on conversational, in depth interviews, which reflect the realities experienced by the interviewees and therefore the reality of the organisation.

A traditional organisational evaluation tool-SWOT (Strengths, Weaknesses, Opportunities, and Threats) format is used for the report, as it reflects the structure followed by the interviewers. Within this structure, the headings are ordered in such a way as to reflect the perceived importance of the issues.

Strengths of the School

Commitment from all stakeholders

The overwhelming majority of teachers, SRC and Governing Board members, interviewed, stated that they supported the idea of introducing an extra mural project at the school. A small group of teachers interviewed, stated that they were excited about the possibility of being part of a development initiative and stated they could learn as well as contribute to a development initiative.

Teachers explained that there had previously been an extra mural programme with sport (netball and soccer) as well as other activities (choir and computer classes) at the school. The timetable of the school had been revised to incorporate these extra mural activities. It was stated that there was still an active choir at the school and there had been a number of once off extra mural initiatives, by staff and students, including AIDS awareness and life skills programmes. Teachers stated that they saw the EMEP project as an opportunity to bring a culture of learning to both teachers and students.

Present resources at the school

Teachers stated that as a comprehensive school, they offered a broad range of subjects, not just academic subjects. The school had resources for skill training (art, woodwork, motor mechanics). Teachers stated that they had skills which could be of benefit to an extra-mural project. Teachers interviewed said that the school was used for community meetings and a teacher's resource centre had been based at the school, in addition, the school had ample grounds for further developments and a big enough field for a soccer field.

It was stated that there were active religious groupings using the school.

A number of teachers stated that they were trained in physical education and sports coaching and there was a national basket ball coach at the school who

had contacts with sports development bodies. Certain interviewees stated that there was currently a culture of discipline at the school, with limited disruptions.

Commitment from student (SRC)

According to the SRC members interviewed, the school was no longer as unstable as it had been in the past. They expressed a strong desire to build up their school and a belief that they as students had skills and resources to contribute to this. There was also expressed keenness to see the introduction of extra-mural activities, such as drama, modelling, music and sport facilities. The SRC members stated that it would be able to fundraise for extra mural activities. The SRC members further stated that they would be able to gain support from community groups such as the community policing forum, local politicians and local councillors.

Some SRC members stated a total commitment to the project* and a clear understanding of its merits. The SRC members indicated more of a community developmental understanding of the project and the benefits it would have to the youth in the community. They further stated that conflict had decreased amongst staff since the new principal had arrived. The SRC members stated that their structures of class representatives could be a strong force in ensuring the success of the project.

Weaknesses of Organisation

Organisational and Management Issues

Every staff member interviewed referred to organisational problems in the school. The school was described by most staff as volatile and in a crisis.

Lack of consultation was stated as being a major recurring issue.

Many teachers said the tension, backstabbing and lack of consultation at the school demotivated them. Even when teachers were in school they did not always attend classes.

*Throughout the report on the interviews, the term 'project' is used. This was the term used by interviewees. One of the main reasons for this is that EMEP had used the concept of extra mural activities to 'sell' their programme of school development. The 'project' thus refers more to the concept of extra mural activities as opposed to a 'whole school development' intervention.

Teachers attending classes

It was stated that teachers did not attend classes and that there was very little teaching happening in the school. Teachers were said to have a low morale and lack of interest. Furthermore, it was stated that the school management did not take both teachers and the SRC seriously and that their issues (especially the SRC's) were not responded to.

Issues around the School Principal

Many staff stated that the Principal managed the school in an autocratic manner and that staff was not consulted on major issues.

It was said that she had disregard for teachers and embarrassed them in front of students. Some staff stated she had used her Christianity as a guise to hide behind, but that she treated teachers very poorly, especially younger teachers. Some staff stated that even though there had been disruptions at the school in the past there had been more unity amongst the staff and the Principal was sited as a divisive factor in the school. A number of teachers stated that they were 'victimised' by the school management.

Major recurring comments (by teachers) relating to the Principal were: -

She had been appointed 'over' more competent long-standing staff members.

She appointed friends and her associates to positions before long standing staff.

She did not have a relationship with the staff and never left her office.

She did not respect the staff and never gave support or affirmation.

She left the school at 14h30 on a daily basis.

She is said to have poor communication skills.

She is said to have taken credit for other people's work.

Other members of the management team were seen to be in league with her.

General Management and Organisational issues and comments

The school was seen by interviewees as more stable than the past. It was said that teachers had in the past played an activist role together with students for political reasons, informing them of management decisions so as to disrupt the school. Staff said that they did not understand the role that management was supposed to play and resisted their attempts to make changes.

The staff said that they were split into factions, which revolve around management issues of the school. One of the main issues was around staff appointments, including the appointment of the present principal, over an internal appointment. There were statements that appointments were made to suit the Principal's personal agenda.

The Governing Body was seen to work in collusion with the Principal around staff appointments. A number of staff suggested that staff were appointed from Paarl when the Principal was living there, to assure she had a lift to work and when she moved to Simonstown, she appointed staff from Simonstown to assure the same. These insinuations were countered by other staff pointing out that all appointment committees included staff representatives (through the unions) and that allegations of nepotism were unfounded. These 'debates' further highlighted the existence of cliques and factions amongst the staff

There was an expressed fear that staff may agree to activities, but not cooperate with the success of the project, so as to deliberately undermine school

management. There was a further concern that if the DMG (Development Management Group) were not seen as working democratically, staff would not co-operate with the project. One of the conflicts between staff was stated to be between staff actively campaigning for a higher post level that would frustrate the school management by undermining the principal and deputies.

It was said that there were teachers who stayed out of the conflict and generally had not participated in the running of the school, and seemed to have very little interest in positive or negative developments. The general morale of the teachers was reported as very low.

The conflict amongst the staff was of such a nature that certain school management stated that professional intervention was needed. (It was also stated that if properly managed, the EMEP process could be part of a conflict resolution process in the school.)

Financial Mismanagement

There were repeated comments in interviews around financial mismanagement at the school. It was stated that there had been about R130 000 in 1997 for school funds and that it was now rumoured that there were no school funds available. Staff questioned how these funds could be used up, as they were mainly earmarked for stationary and transport. A financial report had apparently been promised, which would clarify these issue/rumours- there were mixed

statements of sentiment from the staff as to whether financial irregularities did or did not exist.

It was stated that the project's finances and resources should not be managed by the school, owing to the tendency for such funds to be mismanaged - community members needed to be part of the financial management.

There were numerous comments that the school did not cope with its current responsibilities and could not look at taking on more responsibility.

High absenteeism amongst Staff

On one day of the interviewing process, 6 staff (out of 42) were absent. In an interview with a senior staff member, he stated that it was not unusual to have up to twelve staff absent at a time. It was stated that the level of depression and demotivation amongst staff contributed to high absenteeism, and that absenteeism was often defiance against the principal

Various comments were made about lazy teachers and their lack of commitment to attending class. This was said to be an issue which brought conflict between the teachers and management.

Unattended classes were said to lead to a problem, as the students were noisy, disrupting those classes trying to work.

Racial/Cultural issues

Gaps between African and non-African staff were said not to be a major issue for staff. Some staff stated that there were problems around cultural tolerance and understanding but on the surface staff worked well together.

Staff from different racial groups stated that they socialised out side of school hours. There were some statements made that white and coloured teachers ('outsiders') came and went from the school, and were always able to get jobs in other areas, whereas black teachers were not able to get jobs in outside areas.

Women's issues

The group of women staff interviewed related accounts of verbal and on occasions physical abuse from students. Some women staff said that they had been assaulted, their bags stolen and they had been threatened. They stated that in a community with a lot of dysfunctional families, teachers were asked to play parenting roles. It was said that male teachers are less affected but women teachers are expected to play mothering roles for students and this led to abusive relationships.

Job Security of the staff

It was said that there were a number of temporary positions at the school and all the administrative and support staff were temporary.

Teachers holding a second job

Teachers stated that they were underpaid and to support their families they needed to gain additional works. Teachers stated that they were involved in Night Schools (ABET) as well as various other income generating activities. It was reported that at least one third of teachers were involved in other employment. For teachers to commit themselves to regular after hour's activities, it was stated that, there would need to be financial incentives. Only a small group of teachers sited family commitments as a reason that would stop their involvement in extra-mural activity.

It was stated that there is a lack of commitment from teachers toward learners. Teachers were seen as not taking the initiative when it came to problems but leaving either school management or students to sort out messy situations. The conditions at the school, such as broken doors, windows and equipment were a further demoralising factor, as it gave a message that no-one cared about them. The number of teachers who would have a sustainable commitment to the project, was said to be only about a quarter of the staff. It was stated that a low number of staff members would lead to demoralisation from both the staff as well as students.

Some teachers lack of faith in the project

Two teachers refused to be interviewed. One stated that she did not see the point, as there was no communication between staff and the principal or with

parents. She stated that the principal did not consult teachers and forced her own decisions and that the only solution to anything in the school was to change the management style. It was stated that all previous projects had flopped due to teacher's lack of commitment. Teachers had agreed to do a project, then only a small hand full had got involved. Examples were given of the Matric Fundraising and the Achievement Celebrations. In both instances, it was said that the same small group had been the ones doing all the work.

Administration and Support Staff

The support and administrative staff interviewed, stated that they knew very little about the project and were not involved. The school administrator stated that she felt the project would lead to more administration work for her.

Some support staff members stated that their complaints, requests and issues were not taken seriously by management, especially around the security issue.

They saw the condition of the school as a problem, but it was said that resources were not available for repairs. Teachers commented that the caretakers did not seem to do much in terms of maintaining the school and equipment. It was stated that, although there is a gatekeeper, there is still a lot of trespassing during the day and there are no night watchmen.

Crime

Although the issue of crime is reported essentially as an external factor, the SRC also hi-lighted that students were gang members and that this would seriously hi-jack any project at the school. They stated that apart from the computers,

which had been stolen, other equipment like a fridge had also been stolen from the school.

Opportunities in the environment

Guguletu was said to be a community, which had enjoyed stability over the last few years and that there had been economic and social development in the community. It was stated that the school was very accessible to various communities, bordering on Nyanga Junction making it also accessible to areas like Mannenburg. Certain teachers stated that they had links to bodies like BIFSA (Building Institute Federation of South Africa) which had indicated interest in the possibility of construction related training. The Nyanaga Junction (a neighbouring shopping centre) businesses were seen by some teachers as a source of possible support as they benefited greatly from the student's trade.

It was also stated that the project would be beneficial to the whole of Cape Town as it was a pilot project and if Cape Town saw the benefit of this they may want to support the project.

Threats in Environment

Security

Teachers stated that they would not come to the school at night if there were no security guards. They stated that when a computer room was introduced, the computers were stolen, even though an expensive alarm system was in place.

Teachers stated that security would be an issue for fundraising events- such as a

carnival, as well as effecting teachers spending evenings at the school. Added to the threat of burglary, is the meaningless vandalism that occurs to property.

Pupils have been shot at on the school grounds.

It was said that there were three break-ins to the school in the 2nd term of 1998 and there had been 30 break-ins over the last five years. There was at some stage a security company employed (with dogs) to guard the school, but this was discontinued as it was too expensive.

Community Involvement

Teachers stated that there was no spirit of volunteerism in the community.

The community was said to have a perception that Guguletu Comprehensive was a school with a history of ungovernability and was badly maintained with broken toilets, windows and dirty classrooms and offices.

Teachers stated that parents did not care and declined from any involvement in the school. It was stated that the community surrounding the school is an impoverished community, with a high unemployment rate, especially amongst youth. Previous fundraising in the Guguletu community was said not to have been very successful. Attempts to involve parents in activities were stated as not having been very successful and it was said that parents did not have a strong sense of ownership in the school. It was stated that the community did not have a sense of ownership of the school.

Certain teachers' feelings about the 'project'

Certain teachers claimed not to know much about the EMEP project and not to be interested in it. They stated that the project was only in the hands of EMEP and the Principal. Another group was openly negative and on occasions hostile toward the project. Again this open negativeness was said to be because there was a view that the project 'belonged' to the Principal. They would not support the project because of the Principal's attitude toward her staff.

Certain teachers stated that they were hanging onto a hope that the project would bring in some money for them. This had had a profound effect- teachers had got excited that they may gain financially from the project, but then became disillusioned when nothing had happened since the initial workshop.

It was stated that some teachers might use the Principal as an excuse for not being involved in extra mural activities. However, it was stated that an examination of the period before 1997 would show that they were never involved in extra mural activity before the new Principal arrived at the school anyway.

It was said that EMEP had become involved in the school as a result of consensus at the school. However, members of the staff, who are resident in Guguletu, stated that there are community members who view outside development organisations with suspicion. It was stated that organisations which raise foreign funds on behalf of the poor, are using poverty for their own benefit. It was stated that EMEP had caused divisions amongst the staff, as they all had

different opinions about the project. At the same time it was stated that the 'nonsense and politics of the school' might lead to EMEP pulling out.

Queries were raised as to why EMEP had not acted on the security issue, as it was a major issue in their meetings with EMEP.

Before the project can be successful, it was stated, that there needed to be a bridge between staff and management and staff and students.

It was said that EMEP would provide solutions to the school's problems.

SRC members stated that the project was not introduced in a positive way at the school, leading to students being sceptical of it. It was stated that it was announced at assembly but benefits or disadvantages were not discussed.

There was some suspicion stated around EMEP, primarily around the delay of implementing the project. Staff stated that they were aware of EMEP's withdrawal from a Khayelitsha School and have twice been disappointed about the failure of the project to begin. It was said that there are rumours being spread that EMEP is deliberately delaying the implementation, to assure that the project is not implemented, so that funding goes to EMEP, and not the school.

Teachers stated that they had been involved in discussions about the project when it was first introduced, and were now losing interest. Long EMEP workshops were stated as one of the main reasons for this. They stated that they were suspicious of the Director of EMEP and of his motives.

CHAPTER FIVE FINDINGS OF WEEKEND WORKSHOP

The Weekend workshop was the opportunity to feedback data collected from interviews and to use that data to influence the macro-design of the organisational development initiative. All of the staff were invited to the workshop, which was sponsored by the NGO service provider and held in a holiday resort in Ceres, outside Cape Town.

The Schmuck and Runkel (1994) S-T-P approach to organisational development problem solving, was utilised to form the basic structure for the workshop.

An experienced organisational development consultant was contracted to facilitate the weekend and the process was planned and managed by the team consisting of the research consultant (Ian Mackenzie); the Director of EMEP and the OD Consultant (from the organisation CDRA-Community Development Resource Agency).

A total of ten (out of forty-two) teachers attended the workshop.

The Principal excused herself on the grounds of illness. During the week prior to the workshop there had been extensive lobbying of teachers to attend and by the Thursday prior to the workshop there was still great uncertainty as to how many teachers would attend. The ten teachers who attended included the two deputy principals from the school. In addition, one governing body member attended, bringing the total to 11 participants.

Initial expressions from the staff after having reviewed the Interview report

Utilising Schmuck and Runkel's (1994) S-T-P formula for problem solving, the first part of the workshop focused on describing the existing situation. The existing situation had been described in the interview report, which was then built on by the participants in the workshop.

The participants had been provided with a copy of the interview report, prior to the workshop. On the Friday night of the workshop, the research consultant gave a presentation of the report and then open discussion was held to allow for members from the organisation to respond to the report. The following section records the verbatim initial feedback from the workshop participants: -

- There are positive aspects in the school, it is not all hopeless, and something can be done.
- The report makes me angry. The interviews were used for individuals to raise their own issues. Issues raised are false and information is twisted.
- The present situation is disheartening, but I feel hopeful that some level of development will take place.

- Information captured is not new. It is discussed in the staff room. However, to see the issues stated on paper raises feelings of disgust. It is a pity that the Principal and certain HOD's (Heads of Department) who are important are not at the workshop.

- The report is shocking and I am unsure how valid the findings are.
- There is a truth in some of the horrible things being said but there is a challenge being raised for us teachers to overcome these issues.
- I have different levels of feelings about the report. One feeling is of relief, that issues that were bubbling under the surface are now stated clearly, out in the open. As a senior manager, it is difficult to be cast in the same light as the Principal. It is disappointing that staff members use management problems as a reason not to attend class and make pupils suffer. The way the school has dealt with problems up to now is disappointing.

- Perceptions at the school may be based on the fact that many staff have not been exposed to other school situations. The workshop needs to set steps in place as to how to move forward. I am angry that certain members of staff may be using the current situation at the school to cover up their own laziness.

- The nature of the problems at Guguletu Comprehensive are not in isolation to things happening at other schools.
- There is a heavy responsibility placed on the teachers who are present. We are consciously holding the information which has previously been under the surface.

Focus Group responses to interview report.

Following the initial, individual 'brainstorming' response to the report, the workshop was broken into a number of smaller groups which were asked to look at the report in a more focused manner.

It was stated in the workshop that much of what had been said in interviews was not objective, but based on teacher's own prejudices. No mention had been made of any strong points at the school or any strengths of the principal.

One of the participants stated that the lid had been taken off a boiling pot, which may lead to the pot not exploding, but simmering, and teachers needed to commit themselves to being part of the solution, not the problem.

It was said that there seemed to be no culture of open communication at the school. There were times, it was said, when management made an announcement and teacher did not challenge it, but once management had left,

the staff room exploded with unhappiness. Teachers who had spoken out had been shouted down and this led to a reluctance to speak out.

A member of the governing body stated that there was a big gap between them and staff. As the governing body, they felt excluded from the schools and that they were not welcome as they were seen by teachers as being in collusion with the Principal. They felt alienated from the school. They felt concerned about teachers not doing their work and concerned about their role of being answerable to the Department of Education.

A staff member responded, stating that the Governing Body was being fed with incorrect information. They did not know the staff and the staff did not know them. There was a barrier between teachers and the Governing Body. There was a need for direct communication between the staff and Governing Body. The Governing Body had made a choice that they wanted to meet the staff but the response from the staff had been suspicion as to why they wanted to meet them. The staff had then sent a letter to the Governing Body of issues that needed to be dealt with.

It was stated that there were certain issues around the election of the Governing Body, which needed to be clarified. When the Governing Body had been elected,

the principal had not been present and the hall was full of parents who elected the governing body.

The above statements were challenged. It was stated that the two deputy principals had acted as electoral officers when the governing body was elected. It was stated that the staff had shirked their responsibility of being represented on the SGB. The staff must take responsibility for the fact that they elected a person who was not capable of representing them and reporting back to the staff. Staff were misrepresented and were losing out. Teachers did not know their rights. Teachers needed to know what their roles and responsibilities were and what the SGB roles and responsibilities were.

It was said that teachers needed to know their roles, rights and responsibilities on a legal level, and the consequences of various actions. The rights of the staff needed to be acknowledged. There was an attitude in the school that teachers not teaching Grade 12 were inferior. This further indicated the need for clarity on roles and responsibility. This needed to include clarification of roles of students and maintenance staff.

A staff member stated that the school needed to be run as a business institution and become financially viable. The management-staff relationship needed to be changed, there needed to be a move away from a top down approach and a

good relationship needed to be fostered. Teamwork needed to be fostered.

Different managers use different styles, some use military styles, others treated their management role as a game and others treated it as a family affair.

One of the teachers stated that, before the Deputies came to the school, there had been management structures in place. When the deputies came they put in place new structures and although the old structures were fragmented it upset people that the old systems had been thrown out the window

The reality of the situation, it was stated, is that there is a hierarchy. The Department sent circulars and management needed to implement these orders. It was very difficult to move away from what is being called top down management. There was recognition from a Post Level-one teacher that management makes decisions. However it is stated that there is no discussion around serious issues which effect teachers. When the new deputies began, systems were put in place for good management, but these systems were not being used.

The security and maintenance of the school needed to be resolved. There needed to be 24-hour security. Teachers were threatened during school hours. Doors and windows need to be replaced. The only real way to secure the school was a process that involves the community.

A future Vision of a good working school

Having discussed the data from the interviews, the staff members were asked to work in three groups and construct future visions of a good working school.

The term 'good working school' was used to attempt to create a generic model of how participants viewed an improved situation. This was done to continue the S-T-P formula and to allow participants to begin to describe the target state.

Participants were asked to describe the school in visual terms. They were encouraged to focus on tangible evidence of a good school.

Group One

A good school will fulfil all needs, inclusive of physical and spiritual of its learners. It will mould them to be independent, self-sufficient members of the community. A visitor would be met by a 24 hour security guard, fully equipped with phones which would be linked to phones all over the complex. There would be visible police patrols outside the school. There would be a secretary who would receive visitors and there would be three other secretaries doing a range of specific tasks.

There would be posters of a Vision and Mission Statements all over the school.

The Principal would be visible and would be walking around the school. Deputy

Principals would be doing their specific, assigned work, according to their job descriptions. Teachers should be paid on a performance/outcome basis. There would be five support staff keeping the grounds maintained and also growing fruit and vegetables. Teachers would utilise the outside as a teaching environment and classrooms would be fully utilised with audio-visual displays. There would be a library that would be utilised. There would be students learning computer skills. There would be ten to fifteen students in a class with the teacher acting as a facilitator. There would be signs marking out classes, intercoms and all the students would be in uniform. There would be well-equipped sports fields and a locked hall when it is not utilised. There would be a choir practising and other activities for students

Group Two

There would be teachers who are punctual and who regularly attend classes. There would be effective teaching with co-operation between students and teachers. Students would be streaming in to classes and not avoiding going to class. There would be effective teaching with students motivated to take responsibility for their own learning. The academic programme would end at 14h00 and there would be a choice of extra mural activities taking place, including sport and counselling services. The Principal would be managing and monitoring as well as be actively involved in activities. There would be transport (a school bus) for the use of the school and visitors. Parents would visit the

school regularly and art exhibitions would be held. Staff functions would be held regularly which would serve to motivate staff.

Group Three

The principal and deputies and secretaries and the maintenance staff would arrive half an hour early to open the school. The gates would be open till eight and then closed. All students would arrive early and in uniform and teachers should arrive ten minutes early. A siren would sound. There would be pigeonholes for each staff member with mail and correspondence. There would be a board in the staff room indicating absent teachers and their replacements. The classrooms would be clean and there would be physical education classes in full sports gear and supervised. During lunch break neither students nor staff would leave. There would be a fully functioning cafeteria managed by the School Governing Body. The Principal would be visible. All staff would be appropriately attired, with uniforms. There would be a fully functioning intercom system. There would be an extra mural programme. Classrooms would have audio-visual equipment.

Group Four

Students and teachers would arrive early. The school would be clean with gardens, flowers, and trees. Students would be in full uniform. There would be discussion between teachers.

There would be assembly twice per week with different teachers holding assembly. Teaching would start immediately and the classrooms would be disciplined. There would be efficient changing of periods with minimal time wastage. Classes would be orderly and productive with a happy environment, striving for academic excellence. At break no students would leave the school. There would be a tuck-shop, as well as extra-mural activities, supervised by management. After school there would be activities which would be open to the community.

Plans to reach the desired target state (the Good School)

The focus of the workshop shifted to looking at the plans, procedures or paths to get to the desired state. The first step was to focus on what participants believed they could do. The workshop was divided into three groups to look at: -

- What can participants do?
- What will hinder them (obstacles)?
- What resources they need.

What can we do?

- We can effect change within our spheres of influence
- We can give assistance in committees and departments
- We can hold a workshop with those who are absent

- We can change our own attitude and the role we play
- We can use the curiosity of the staff to engage them
- We can engage in constructive criticism at school

What will hinder us? (Obstacles)

- A minority of teachers attended the workshop
- There is a large proportion of dissatisfied staff
- Teachers are overburdened with work
- There is a passive aggressive approach from some staff
- Lack of resources at the school
- There is a lack of support from the area office
- Indifference from our colleagues
- Ridicule from our colleagues- we may become the laughing stock
- We will be watched- waiting for us to make a mistake
- There may be a passive aggressive response, non co-operation
- Suspicion from rest of staff
- If the Project is seen as the Principals project, we may be seen as her delegation and this is influenced by their perceptions of the Principal
- The crime rate is a problem
- There is a communication problem at the school
- The socio-economic reality of the community
- The lack of equipment and facilities

What support do we need (resources)

- We need help from the WCED; parents; fellow staff members; the community; NGO's police; teacher's unions
- We need professional help to deal with the school's issues
- We need help to empower the Principal
- We need resources and security
- We need help in workshopping others
- We need to support each other, but not become a clique
- We need support from EMEP, but EMEP also needs to listen to what we are saying and understand that we are the ones implementing the change.

Plan of action adopted by the workshop participants

The workshop concluded on Sunday afternoon with adopting a plan of action.

'The Way Forward and EMEP's Role

Recognising that the school has the following needs

1. A conflict resolution process
2. An organisational development process
3. Staff and management leadership development

4. Parent/ staff relationship building
5. Maximising use of available facilities
6. A school governing Body capacity building programme
7. An extra-mural programme

It is resolved that this group will propose to the Development Management Group (DMG) that EMEP will work with the school to address these issues and that the DMG will then draw up a programme plan.

Immediate Action Plan

A brief verbal feedback is given to the staff (by teachers present) on Monday 17/08/1998

1. The summary interview report is given to all staff by Ian Mackenzie (the Research Consultant) on Wednesday 19/08/1998
2. The weekend workshop report is given to workshop participants on Wednesday 19/08/1999 at which time the final questionnaires will be collected.
3. The Feasibility report will be presented to the DMG and this will lead to them drawing up the Action Plan.
4. Present extra-mural activities will continue
5. Staff present, not involved in extra mural activities will implement an extra mural programme. The following new activities will be started: - basketball; life-skills; extra home economic lessons; volleyball and rugby.
6. EMEP will make itself available to offer assistance.

CHAPTER SIX FINDINGS AND RECOMMENDATIONS

This research project aimed to investigate whether an organisation was ready to see the successful implementation of an organisational development process. Having chosen a survey-data-feedback micro design as the essential data collection process, the organisational development process had already begun, as Schmuck and Runkel (1994: 369) noted, a survey-data-feedback is part of the start up phase of an organisational development intervention. The macrodesign organisational development intervention revolved around the implementation of an extra-mural project. It was however, the stated aim of EMEP to utilise the introduction of the extra-mural program to bring about changes to the entire organisation.

The state of readiness of the organisation

As this research project was around establishing organisational readiness, the primary finding of the research is that the organisation is not ready, and that the macrodesign organisational development intervention, envisaged by EMEP, should be halted.

The school was riddled with management problems, the staff was highly divided and the Principal mistrusted. In addition, the school had a track record of

robberies and attacks on its members (both educators and learners). Teachers did not even meet their basic job requirements of teaching during school hours, there was a high teacher absentee rate and at least one-third of teachers had a second job requiring them to leave school as soon as the formal timetable ended. The more detailed findings below are given to support the finding that the implementation of an extra mural program, of the nature which the EMEP, the NGO service provider intended implementing, would fail.

Guguletu Comprehensive emerged as an organisation of ambiguities and contradictions from in depth interviews conducted with the staff. Almost 100% of staff interviewed stated that they would support the introduction of an extra-mural project. This optimism was cancelled out by the fact that almost 100% of all staff interviewed spoke of mis-management and factions amongst the staff as well as a crime rate that could cripple any project getting off the ground.

Staff members contradicted each other, students contradicted each other, there was no shared present image of the school, let alone a future image. The school was clearly divided into strong factions and opposing groups. The only uniting factor was that every single staff and student interviewed saw crime as the biggest threat to the project.

New management had been appointed and attempts were made to introduce a formal model of; - systems, structure, hierarchy, authority and accountability at the school. The members of the organisation stated categorically that this attempt to 'sort the school out' was not working. There was a small group of SRC members, who stated that there had been improvements in the school since the new Principal arrived. However, the overriding majority of teachers reinforced the notion that this formal approach had been eroded by what they saw as nepotism, failed communication systems, lack of openness and an eventual break down of confidence in Management.

Apart from the conflicts and organisational problems which existed in the school, a lot of what was being experienced is symptomatic of the current state of education in South Africa. Throughout South Africa, education management is in a crisis, with poorly defined roles, a break down of leadership models and in general a lack of commitment to a work and learning ethic. The 'democratisation' of education management, embodied in the Schools Act, has led to confusion around the roles and responsibilities of School Management.

The organisation was volatile and was observed to be experiencing a management crisis. The core of this crisis appeared to be the management style of the present Principal. Lack of consultation, communication and conflict around staff appointments appeared to be major recurring issues. The members of the

staff were very divided. One of the main issues was around staff appointments, including the appointment of the present principal, over an internal appointment. There were feelings that appointments were made to suit the Principal's personal agenda. It was stated that some staff factions were using a passive aggressive approach, to undermine management without direct, visible conflict. Staff saw the School Governing Body as working in collusion with the Principal around staff appointments.

There was dissatisfaction around the manner in which school funds were managed and the reporting mechanisms for these funds. A Report on the use of school funds had been promised to teachers. There were mixed feeling amongst the staff as to whether financial irregularities did or did not exist.

Security was perceived as a major problem for the project. A computer room had been introduced, but the computers had been stolen even though an expensive alarm system had been in place. Security would be an issue for fundraising events- such as carnivals, as well as effecting teachers spending evenings at the school. Added to the threat of burglary, was the meaningless vandalism that occurred to property. Pupils have been shot at on the school grounds.

It was stated that the level of depression and demotivation amongst staff contributed to high absenteeism, and that absenteeism was often defiance against the Principal. Various comments were made about lazy teachers and their

lack of commitment to attending class. This was an issue, which brought conflict between the teachers and management. Unattended classes had led to problems, as the students were very noisy, disrupting those classes trying to work.

An analysis of the above findings could only lead to the conclusion that the implementation of the macrodesign, which saw an extra mural program being implemented, and that the process of the implementation would lead to gradual organisational change, would fail hopelessly. The conditions at the school were of such a nature that the introduction of resources to the school would have led to more conflict, more splits amongst members and would not guarantee a successful growth and development opportunity for the organisation. The organisation did not show indications of readiness that Schmuck and Runkel (1994:55) describe.

An Organisation is not ready for OD when its members stay apart from one another as much as they can, when they try to benefit themselves at the expense of others (and believe that others do the same) and when they are unhappy with the life in the organisation, but believe that they themselves have no hope of making it better. (Schmuck and Runkel 1994:56)

In the above paragraph Schmuck and Runkel may as well be directly describing the conditions at Guguletu Comprehensive. Their description of an organisation which is ready includes; -

- Members with some imagination about a better life at work
- Members that are capable of working together towards jointly prized goals
- Members who have some experience of the satisfaction of being cherished for their own personal qualities
- Members who believe that there could be a reasonable chance that co-ordinated work to move toward a better state could succeed

Schmuck and Runkel (1994) describe a facilitator enquiring of an organisation whether there is hopefulness or resignation and complacency. They state that if there is mostly resignation and complacency, an OD project should not be proposed.

Comparing the data collected, to the description of readiness by Schmuck and Runkel, the findings of the research were that the Guguletu Comprehensive School was not ready for the introduction of an Organisational Development programme, especially a programme linked to tangible resources such as extra mural equipment. The research consultant was contracted to the service NGO and was required to make recommendations. There were two possibilities seen by the research consultant: -

1. For the NGO service provider to withdraw from all involvement at Guguletu Comprehensive school and seek another school to attempt to implement their organisational development/extra mural programme.
2. For the NGO service provider to change the nature of its intervention to one of raising the levels of readiness of the organisation. A comprehensive macrodesign organisational development programme could be implemented.

The research consultant recommended the second option, that of changing the nature of their involvement.

The motivation for this recommendation will be given, followed by the action plan proposed to both the organisation and the NGO service provider.

The introductory chapter describes the unique, and complex macro organisational development design adopted by the NGO Service Provider. The overall goal of the organisation is to facilitate an organisational development process that will lead to changes in the management of the school. The organisation has chosen the introduction of an extra mural program as the vehicle to bring about comprehensive organisational change. The extra mural program is therefore both an outcome as well as a process. For a fully functional

extra mural program to be in place management practices in the organisation are going to need to change. Once these management practices have changed the extra mural project could be functional and could in this light be viewed as an outcome. However, the outcome of a well managed school extends a lot further than only an extra mural project, to what EMEP describe as a whole school development. Viewing the higher level goal as a whole school development, the introduction of an extra mural programme becomes a process to reach this.

Schmuck and Runkel warn that it is 'frequently unwise to pursue an OD project in an unready system.' (1994:60) They state that it would result in wasted effort and that some minimal degree of readiness is necessary at the outset to ensure future success.

However, they state that 'raising the readiness' of an educational system for OD is often feasible, and should be tried wherever it does not threaten to become too expensive.' (1994:60)

The process to raise readiness should be targeted at three levels: -

- Individual level
- Group level
- Organisational level

The individual level would need to focus on providing individual motive satisfaction.

The group level would need to focus on areas of norms, roles and cohesiveness to enable groups to be 'powerful molders of behaviour' (Schmuck and Runkel 1994:58) and the organisational level would focus on preparing structures, climate and environment for an intervention.

Schmuck and Runkel (1994:56) state that

If there is almost no hope or if there is mostly resignation or complacency, do not propose an OD project. Or find a pocket of people who have some hope and some confidence that they can join in and work toward a better life.

At the weekend workshop, a small group of teachers made a commitment to be a facilitating group to assist in an OD process. They recognised eight needs the school had, which were all capacity building OD related processes, but also deferred the action plan to a formal structure (the Development Management Group). The commitment from this group is encouraging and, if managed correctly, could become the 'pocket of people' for the NGO Service provider to work with in establishing readiness. 25 % of educators attended the weekend workshop and that 25% indicated their willingness to be part of the process of change.

For the NGO service provider to engage in a fully-fledged OD process, they would be clearly entering an organisation which is not in a state of readiness. Their involvement should be focused around creating that readiness.

There are a number of reasons that the NGO service provider should engage with the school and not withdraw totally.

Firstly, they are not going to find a black school in a better position to guarantee success. They had previously withdrawn from two schools in Cape Town, and not engaging Guguletu Comprehensive would be their third withdrawal. The Literature Survey strengthens the argument that the problems occurring at Guguletu Comprehensive School are not atypical to black schools in South Africa. If an organisational development model did not succeed at Guguletu Comprehensive School, it is unlikely to succeed at any black school in South Africa.

The above motivation takes both the benefits of the school into account, as well as the benefits to the NGO service provider and the education sector as a whole. OD interventions are not commonplace in black educational organisations and the motivation to embark on a process to attempt to establish readiness may be opening up future opportunities.

EMEP is an organisation funded by foreign donor money, and for the sake of their credibility, not withdrawing from the school was seen as important.

Noting the lack of readiness of the school, the proposal made to EMEP was to delay the implementation of phase two- the initiation of the project and to focus on establishing readiness. A rider to this proposal would be, that at a point in the future, the readiness of the school would once again need to be assessed, and if at this stage the school still appeared far from ready, it may then be the correct time for the NGO Service Provider to withdraw.

The Recommendations made to EMEP were as follows.

To establish a state of readiness for the implementation of Phase 2.

The entry point to phase 2 is preceded by a series of workshops which would include different stakeholders at different levels, but would result in an Implementation Plan in which the school plays a dominant role. This would imply that the school would dominate in terms of setting the agenda, establishing roles and responsibilities and deciding on the scope of work and frames of reference.

In the planning and then in implementation, EMEP needs to actively and consciously shift from leading the process to allowing the school and/or its elected representatives to lead and be ultimately responsible for the programme.

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The NGO Service Provider had been the primary facilitator in all activities related to the intervention thus far. The Management Structure (the DMG) had proved to be an ineffectual bureaucratic structure and was largely a rubber stamping mechanism for the plans and ideas emanating from the NGO. By suggesting that during the establishing readiness phase, the NGO Service provider withdraw, and the school hold a number of workshops on their own it gives an opportunity for the 'pocket of individuals' who emerged at the Weekend Workshop, to take on a role and to implement the action steps which they undertook to do. It is essentially an opportunity to test the will of the organisation, without the NGO service provider facilitating the process. It is an opportunity to see whether the survey-data-feedback process and the commitment from this, expressed at the Weekend workshop, can lead to creating readiness, which would then lead to implementation of the intervention.

It was then recommended that if the above process is successful, that an Implementation contract be drawn up for implementation of a comprehensive organisational development program at the school.

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