MIDDLE-MANAGEMENT IN HIGHER EDUCATION:

An investigation into training and development needs at the University of the Western Cape.

by

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DEDICATION

This study is dedicated to my late mother, Anne Morta, whose wisdom and advice guided me through life. I will always treasure her memories.

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ABSTRACT

Middle management plays a pivotal role in the realization of the goals of higher education, yet very little or any attention has been given to this sector in literature. This study attempted to address this deficiency: using the University of the Western Cape as a case illustration the study sought to establish training and development needs of middle management in South African universities. A questionnaire, covering various skill items, was used to collect data, and twenty one (21) middle-managers responded.

The findings of the study revealed that current skills, orientations and competencies of middle management are awfully inadequate for meeting the challenges posed by expanding student enrollments, the changing composition of the study body along the line of race and language, and general transitional issues arising from national policies in post-apartheid South Africa. A fusion model of training and development in which a reiterative provision of appropriate range of skills and competencies is made has been proposed. It has also been proposed that the reiterative model be considered along with popular Organization Development approaches that focus on training and developing the entire institutional staff. Time, lack of expert resource persons, financial and other related constraints may impede efforts in this direction. However, training and developing middle managers is a challenge South African universities and perhaps technikons can ill-afford to ignore, especially if they are serious in pursuing the goal of providing higher education that is both relevant to the new South African and excellent in the age-old tradition of quality research and scholarship.

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DECLARATION

I declare that " Middle-Management in Higher Education: An investigation into the training and development needs at the University of the Western Cape" is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of references.

VINCENT MORTA

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ABBREVIATIONS:

SPD.   Strategic Plan Document.

UWC.   The University of The Western Cape.

HBU.   Historically Black Universities.

HWU.   Historically White Univerities.

IHE.   Institutions of Higher Education.

T&D.   Training and Development.

UWCWU   UWC Workers Union.

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CHAPTER 1

INTRODUCTION

Background

Persons within organisations are appointed to perform or render specific functions or services. What they sometimes fail to realize is that their functions are dynamic and continually being influenced by environmental factors. Persons employed within universities find themselves in similar circumstances. They must, to remain productive and relevant to the society they serve, continually adapt to external environmental pressures. In an era of increasing educational demands and resource constraints, those involved in the management of South African universities need new managerial strategies to enhance the role and quality of leadership, improve productivity, and maintain service excellence.

More than ever, the success of universities in creating and sustaining excellence will depend on the vision, talents and energy of their management. Middle-management play a crucial role in ensuring that the activities inside an organisation are coordinated and directed towards organisational objectives. It is at this level that the organisational objectives and strategies are translated into practical outcomes. In the face of increased environmental complexity, uncertainty and constraints, these management capabilities will depend on well-planned organisational and technical infrastructure, and a broadly yet adequately trained workforce. A proper grasp of environmental complexities and the challenges they pose for

contemporary South African university management generally, and for middle-management in particular is not possible without a brief historical outline of university development in this country.

University development in South Africa.

Various phases of development can be identified in the growth of South African universities . University education in this country developed late in comparison with other European settlements like the Americas and even Australia. It was only in the nineteenth century that South Africa acquired institutions for secondary and post-secondary education. Secondary schools like the South African College, (Cape Town, 1829), St Andrews College (Grahamstown, 1855), Grey College (1855), and Victoria College (1866), paved the way for the establishment of the universities of Cape Town, Rhodes, Orange Free State, and Stellenbosch respectively. The latter colleges only became fully fledged universities as from 1916 in conjunction with the University of South Africa which functioned as a federal examining body. Under its auspices various other university colleges were also established (See annexure A).

The Extension of University Education Act, 1959 (Act 45 of 1959) provided for separate state university colleges for African, Coloured and Indian students alongside the already 11 established White universities. This gave expression to the concept of "self-determination" of all major racial groupings in South Africa. (See Annexure A) These state-controlled university colleges soon acquired full university status, and by 1971, fifteen fully fledged universities had developed in South Africa. The Act introduced new principles for South Africa universities. It created state-controlled universities alongside state-aided universities; and deprived universities of

the autonomy to accept or reject students for admission. It prohibited white students from attending non-white universities and debarred non-whites from attending white universities other than the University of South Africa, a tertiary distance education institution. However, irrespective of pressures from the other state-aided universities, as well as the disturbances and boycotts at these ethnic universities, the government persisted in establishing new racially segregated universities. This gave rise to the establishment of the Medical University of South Africa (in 1980) and Vista University (1983), with the emphasis on the training of African students in medical and paramedical disciplines, and focusing on correspondence courses similar to those at the University of South Africa. While the historically white universities (HWU) developed their own administrative infra-structure and managerial capabilities, the newly established historically black universities (HBU) had to endure white conservative domination at managerial levels. These segregated institutions were run like state depart-ments to ensure that all actions and functions were in accordance with policy guidelines decreed by the apartheid regime. The need to develop and train non -white staff in managerial skills at various institutional levels and the integration and co-ordination of activities was non-existent. Non-white student enrolments, at South African universities in general increased significantly, but dramatically over the last four decades at HBU's. In 1960 only 642 (1.9 %) of all non-white students attending universities registered at HBUs and it increased to 144 836 (77%) in 1995. (Table. 1.)

This growth compelled HBU's to provide students with a wider range of services than its academic management activities such as admissions, examinations, and record-keeping. These auxiliary services included inter

alia housing, food-services, sport and other activities designed to enhance the welfare of the students.

STUDENTS REGISTERED AT SOUTH AFRICAN RESIDENTIAL UNIVERSITIES.

Table 1.

Year	Total at all residential universities	Non- White students at HWU	Non- White students at HBU	Total Non - White students.
1960	32 381	1 728	642 (1.9%)	2 370 (7.3%)
1970	61 023	1 364	4 528 (77%)	5 892 (9.6%)
1980	103 398	3 773	16 544 (81%)	20 317 (19.6%)
1994	121 166	29 732	55 332 (65%)	85 093 (70%)
1995*	249 834	33 938	110 908 (77%)	144 836 (58%)
*Before 1995 the universities in the previous home-lands were excluded in totals.				

Source: Department of National Education. 1982 ,1994 and 1995.

These developments further accentuated the need for more staff to be appointed to manage these services. Figaji (1996) states that HBU's have a legacy of under-resourcing that stems from the apartheid regime's unequal funding system. HBU's serve more students than their respective physical plants were built to accommodate. The size and structure of these universities changed, without taking cognisance of managerial training and development needs at various levels. Since the establishment of these HBU's for the period 1960 -1975 managerial functions were performed within a stable, but closed environment. The apartheid structure of South African non-white education created huge disparities between the quality of education [and management] delivered at HBU's compared to that at

HWU's. Although most of the HBU's secured their autonomy, they rejected the apartheid basis of their foundation. The late 1970's to mid 1980's then saw major student resistance to the apartheid structure in general , and the higher education system in particular at most HBU's. This resistance, through upheavals and student demonstrations, influenced the efficient academic management of HBU's in general and UWC's in particular.

The University of the Western Cape

This University was established in 1960 under the Extension of University Education Act (No 45 of 1959) as amended, and affiliated to the University of South Africa as a university college. It was granted full academic autonomy in 1970 in terms of the University of the Western Cape Act, 1969, (No 50 of 1969). Yet it was still under the direct political control (100% financially aided) of the Apartheid Regime who still persisted with the development of separate universities for each ethnic group. The first sign of open revolt at the University of the Western Cape (UWC) surfaced in 1973. These actions at UWC by both students and workers coincided with the re-emergence of resistance in the country at large. The students and a small number of "coloured" staff members at UWC challenged the system in no uncertain terms. The university was closed down for a short period, students had to re-register and a judicial commission of enquiry was set up. Its report failed to indicate that it understood, or appreciated, the root causes of campus revolt. The only significant outcome was the recognition of the need for the appointment of a "coloured" rector for UWC. The government responded and in 1975 appointed the first so called "coloured" rector, Prof Richard van der Ross. This was no real concession for it fitted in with the ideology of apartheid.

For UWC it meant a change in the style of leadership, which resulted in student grievances being resolved through negotiation and consultation, and introducing a new departure in its management history (UWC, 1988). However, changes in the administrative management of the university did not happen. Irrespective of this change in leadership all management positions within the Administration were still held by conservative white employees. They, together with equally conservative Senate members, tried to keep control of the university and its direction as an ethnic, so-called "coloured" University and were answerable to their apartheid masters outside the institution. By the end of the decade the battle by these staff members to retain the status of the university was patently a lost cause (UWC, 1988).

It was only in 1974 that the first "coloured" person was appointed to occupy a middle-management position. In 1978 there were 3 persons in middle-management positions without real managerial responsibility within the administrative sector. The managerial role and functions of these staff members were those of subservient civil servants. Most of their time was devoted to routine support functions guided by the policies established by the top management (White) and external regulatory agencies such as the Department of Coloured Affairs, an apartheid institution under whose control the university functioned. For the period 1972 to 1986 the university had very little management training and no development policies existed. The bureaucratic climate in vogue inhibited demands to change the management culture within the institution. Although Prof van der Ross as academic leader did not actually contribute to the development of a managerial vision for UWC, he initiated the first outlines of a possible future pattern for the university. This position and patterns were taken up

in an official document "**UWC Objectives**" accepted by the Senate in 1982. In it the university stated its rejection of the politico-ideological grounds on which it was established, and committed itself to the development of Third World communities. Prof G J Gerwel, his successor in 1987, acknowledged the contribution Prof van der Ross made to the university when he stated:

> In the twelve years he was Rector he led this institution
> away from its Verwoerdian identity as a "coloured community
> college "and saw it established as a university which enjoys universal
> respect. It was an extraordinary achievement, requiring patience,
> wisdom, generosity and courage. Those qualities inform his
> management style (**Vice-Chancellors Report**, 1987 p.1.).

This new policy, adopted in 1982, along with factors such as the substantial student increases, and the massive class boycotts from 1976 to 1985, not only changed the public image of the University, but its internal dynamics and structures and the perception of the university authorities. Aspects targeted for change were more of an academic nature with the focus on academic development to assist students from underprivileged communities attending the university. (UWC, 1988).

In 1984 UWC was granted autonomy in line with the other white universities. Yet on occasion the government attempted to exert control when certain policy directions of the University ran contrary to its intentions and designs, for example, in 1987 when limitations were placed on the admission of other race groups to the university in terms of the "Quota system". The prolonged boycotts against the prevailing political order and UWC's open admissions policy, contrary to government regulations, spurred government intervention. The state set conditions for

subsidization thereby using financing mechanisms to exert pressure on the University to conform with government policy. However, in October 1987, the University community responded with a week long class boycott and legal action against the state in protest against the attempt to impose political control on its funding and impinge on its autonomy.

In 1987 Prof G J Gerwel succeeded Prof van der Ross as Rector and Vice-Chancellor, and added a further dimension to the process of re-orientation of the university. Prof Gerwel created a new character and identity for the university namely, an "intellectual home of the left" and declared the university as a non-sectarian democratic institution that should provide broader access to the disadvantaged communities in the country (**The Argus**, 21 November, 1990). Under his leadership the University accepted another document "**UWC 2001: The University of the Western Cape in a changing South Africa**" in which it challenged its role and function as a university.

In the same period an important democratization process within the University commenced. Some of the major transformations at the University involved drawing students into the decision-making process in faculty councils, and the changed composition of senate also reflected this. The University also broadened its access to students from disadvantaged communities. For the period 1987-1990 the student population increased from 9 034 to 12 570. This gave rise to the expansion of services and facilities to students (Morta, 1994.). Due to this expansion middle - management positions increased from 5 to 12 in the following departments: Media Liaison, Fundraising, Finance, Engineering and Architectural Services, Transport and Telephones, Campus Control, and Industrial

Relations. The non-academic staff complement increased from 583 to 743 positions (Council Report. 1985 ; 1990). Despite this expansion of non-academic staff and management positions no training or induction programmes were in place. Middle-management was expected to manage the various sectors in a proactive and diligent manner. The democratic management ethos inherent in universities as communities of scholars was absent in the administrative structures. The administrative side seemed to have lagged behind academic developments within the University. This can be attributed to the fact that the academic side of the institution was the primary focus for change. A continuous interaction between the politics of the country and the academic programmes had characterized UWC during this period.

The Administration was also busy with "crisis management" by re-organising academic activities necessitated by student demonstrations, and in finding, or negotiating solutions for these problems. The Administration therefore had little time or opportunity to formally reflect and evaluate its own position within the transformation process (Morta, 1994). In 1987 significant developments were made in Industrial Relations at the university with the formation of a new trade union, the Workers Union (WU) and a staff organisation, the Clerical, Administrative, Library and Technical staff Association (CALTA). Full recognition agreements were signed in 1988. In 1989 both the WU and Calta amalgamated to form the UWC Workers Union (UWCWU). The UWCWU demanded that the democratic ethos inherent in universities immediately be extended to the non-academic sector and that all stakeholders (administration and workers) should now also participate in the democratisation process. Within the Administration they

demanded that procedures, rules, and management style should be modified where necessary in order to facilitate meaningful democratic participation.

The Union demanded that through the process of democratization, the goals of the University could be fulfilled and matched with the needs of the workforce. Worker needs were inter alia training, job enrichment, reduced conflict, commitment and loyalty. Simultaneously, middle-management requested training opportunities for themselves as well as for all non-academic staff members (UWCWU, 1989). The University's reaction to the issue of democracy was that until now there had been a generalised commitment to democracy as being something good and desirable and that there has been "democratisation exercises at various points in the institution". However, the type of democratisation within the various structures implied for the non-academic sector need clarification. A failure to understand the concept clearly and to act without clear comprehension could have disastrous effects. (Gerwel,1991).

Middle-management representatives on various occasions requested Training and Development opportunities but were not taken seriously by the executive of UWC (HOD,1988). Middle-management was increasingly isolated from the decision-making area. They were seldom given the opportunity to make contributions to decisions, and only received information after the fact. This can be attributed to the fact that, although a structure was created in 1989 for management to discuss common managerial problems' the Executive regarded these meetings as briefing sessions where business information was shared and managerial opinion tested. It was not seen as a forum through which middle- management could make demands and air their views constructively on matters that effected

them directly. As result they were disempowered by the university executive to meaningfully participate in, or contribute to, university affairs (HOD Minutes: 1990 - 1992).

Due to environmental pressures such as increased student population, subsidy cuts, proactive and crisis management , UWC in 1990-1993 under the leadership of Prof Gerwel embarked on a Strategic Planning exercise . UWC reflected on its current and future mission and objectives. From this exercise five goals and various objectives with associated strategies were identified. Of importance to this study were the goals, objectives and strategies identified in this Strategic Plan Document (SPD) that need to be implemented for middle-management development.

From the above developments it is clear that the following issues from a historical perspective hindered the development of middle management at UWC for the period 1960- 1989:

- During the period 1960-1983 most managerial positions were occupied by conservative white persons that had to ensure that the policy of academic apartheid was implemented. Subordinate positions were filled by subservient civil servants who had to execute their duties with the necessary diligence. No opportunities were created for training and development. UWC had a small administrative capacity to deal with institutional matters.

- Middle-managers were traditionally viewed as civil servants to fulfil a service activity, a tool through which the objectives of the educational process could be realised. Training and

development programmes were not deemed as priorities within the total administrative sector.

■ A lack of recognition of middle-management and its role and contribution to the general management of the university.

The demands from the students, and unions and middle- management during the late 1980' s and early 1990' s brought to the fore the need for better and improved management, especially at operational and middle levels. It is only in the early 1990 ' s that the university really gave serious thought to the development of its middle management's capabilities when it embarked on its Strategic Planning.

Statement of the problem

Through its Strategic Planning self-analysis exercise during the period 1990-1993 a picture emerged of its needs and the basic components upon which a comprehensive strategy should be developed (UWC, 1993). UWC acknowledged that it should improve the capabilities of its middle-management; redefine its organisational structure and communication, and decision-making arrangements to meet its overall objectives. The following weaknesses are of key concern. They are, inter alia, the absence of:

- a strong core of middle-management committed to the institution.
- a staff development programme (which includes management development).
- induction into UWC institutional culture.
- effective channels of communication.
- effective management with regard to decision-making.

In this situation one of the basic elements of the philosophy underlying UWC's managerial strategy is the belief that improvement in the performance of the business side can in the final analysis be achieved through the improvement of the people employed. Essentially this means the development of managerial abilities, knowledge and skills, influencing their attitudes, altering the environment in which they work, improving the organisational structure, and developing essential information and communication systems.

UWC has, therefore, worked out its goals for management development which are:

   i)   To achieve high quality support personnel

   ii)   To improve management capabilities

To realise the above goals the following strategies have been developed :

   i)   the enhancement of middle-management's ability to deal with conflict resolution;

   ii)   sending of staff on appropriate training courses;

   iii)   ensuring consistency of, and soundness in, management techniques;

The absence of a formal training and development function and the fragmented training inputs for management development have resulted in an inconsistent and poorly integrated training and development programme with which to address the core strategic competencies of middle-management (UWC, 1993). However, UWC will be required to evaluate its management development strategies. It is also imperative that a human resource portfolio analysis be undertaken. A fragmented approach to managerial development should be something of the past at UWC given the

complexities and dynamics of the university community. Development programmes should be linked to participation and realism. An active diagnostic approach in solving work-related problems is becoming a priority at UWC (Redelinghuis, 1995 a).

In the past middle-management at UWC played no part in developing and establishing operational standards, in forecasting departmental budgets, and in defining the information feedback which would enable them to monitor their own performance. Although they are not directly involved in making strategic choices they are normally in a better position to provide and offer ideas, information and suggestions which will have a higher probability of acceptance and recognition. It should also be recognised that middle management is in a tactical position in Strategic Planning since they have to implement strategy. Due to a lack of empowerment they can either prevent or prolong its implementation . Gray (1986) states that it is widely accepted that strategic planning involves middle-management, yet many organisations have done little to prepare them for this kind of role. They normally have to grapple with operational concepts such as strategic mindset, issue-formulation and conflict management. Strategic Planning is then perceived more as a burden imposed from above rather than a preferred way to run units. Middle-managers at IHE should be more pro-active in their managerial duties instead of adopting a reactive approach characterised by a sluggish institutional culture. Therefore, the training of middle-managers in strategic analysis and participative skills is of the utmost importance.

Hypothetical statement

Strategic Planning at UWC is not backed by opportunities for staff development at the middle-management level. It has not yet structured a focused training and development programme for its middle-management corps to contribute efficiently to the challenges facing the university as described in its Strategic Plan Document.

The purpose of the study

The objectives of the study are: to investigate the unmet training and development needs of **middle- managers** within the administrative sector of UWC; to determine and recommend what type of programmes should be established for training and development; and to develop an appropriate model whereby the training programme can be implemented.

Research Methodology

The research methodology will be a mixture of qualitative and quantitative methods. Relevant literature concerning management and development in higher education applicable to the purpose of this study will be considered. A questionnaire outlining skill and knowledge areas has been designed by obtaining information from various sources of literature pertaining to management skills analysis. (See Annexure B.) The purpose of the questionnaire was to determine what experience and skills were needed by middle-managers and how they perceive their role as managers within the administrative sector of the university. The respondents utilized a 5 point Likert-type scale ranging from 1, indicating most important, and 5 least important. It covered skill areas such as time-management, communication, delegation, interpersonal relationships, planning and organising. They were

also requested to indicate other areas they would like to see included in any training programme and to indicate how they perceive their roles within their subunits at the university given the changing demands placed on them. Space was also provided for other topics not covered. Specific questions were included in the questionnaire to establish certain facts not easily or readily obtainable via senior or top management.

Data collection and sampling

The questionnaires were circulated to:

i)   The Registrar, as Chief Administrative Officer, to indicate what competencies the University expects from its middle-management core.

ii)   All middle-managers reporting to the executive via senior management in the following sectors: The Central Administration (Finance, Committee Administration, Student Administration, and Personnel), the Library, Computer Centre, Faculty Administration and Campus Services (Gardens and Grounds, Campus Protection Services, Technical Services, Printing and Stores). 21 managers were identified. Since the population is small, the questionnaires were distributed to each of these incumbents

Significance of the study

This study can significantly contribute to the understanding of the training and development needs of middle-managers at South African universities in general and UWC in particular. New policies and strategies for training and development at S A universities in general and UWC could be designed, especially now that all IHE in South Africa are grappling with the process

of transformation. The study will also provide insight and information on the training needs and views of middle-managers on how other public institutions, especially in the educational sector, should operationally be managed.

Literature review

During the past decades there has been a growth of interest in management, management development and training in the higher education sector. Glatter (1972) has suggested that there is a need for a greater degree of management development at all levels within the education profession in general. Fielden and Lockwood (1973) and Moodie and Eustace (1974) have studied the application of management concepts at IHE in Britain. The research of Thorpe and Whittington (1975) centred on the lack of specific training for university managers in Britain. Their research attempted to provide information that would help the construction of a course appropriate for middle managers and to identify weaknesses in management training programmes. The authors called for more research into training needs and the expansion of University - specific administrative training in management techniques. St John and Weathersby (1980) explored the implications of a general management development model derived from research on developing institutions in the United States. They propose intervention schemes in the developing of managerial systems and the training that should accompany this development. Fortunato and Waddell (1981) summarise training and development programmes currently conducted in higher education institutions in America, and provide a sample of faculty and staff development needs, assessment instruments, and questionnaires to assess reaction to training presentations. Teater (1979) gives an international review of staff development in higher education

indicating the concepts and practices of staff development as perceived in the different countries. The emphasis is again placed on academic staff and very little is presented on administrative or middle-management development.

Although research has been done on management and development needs in the higher education sector the primary focus of the majority of studies was on management development and training in the academic side of IHE and limited to senior management such as Vice- chancellors, Registrars and Deans of Faculties. While comparative studies of institutions of higher education are in abundance (Kerr et. al., 1978) there has been little attempt to develop generalised models for management development activities for IHE in various national settings (Becher and Kogan,1980). There is a reluctance to generalize about management development approaches and patterns due to the diversity of these institutions within one national setting. From a historical perspective many new nations have borrowed their institutional style and formal structures from their colonizing country and this can limit the generalisation of a particular management development model to countries of similar origin (Millet, 1978; and Lungu, 1980). Scott (1978) is of the opinion that research in terms of the development needs of middle-management has been minimal in relation to that of senior and/ or top level administrators in educational institutions.

It is further emphasized that it is nearly impossible to ascertain the development needs of middle-management without first understanding what they do and how they contribute to the institution and its mission. Middle-management especially at IHE have a very important position although this is sometimes not recognised. As the first level of management, it makes a

very valuable contribution to the way these institutions are managed. Although research on the role, training and development needs of middle-managers has been undertaken by persons such as Langdon (1982) Bolt (1985) and Ludeman (1991), whose primary focus was on middle-management in the private-sector, similar research has been done for middle-management and management in general at institutions of higher education by Thorpe and Whittington (1975), Lungu (1980) and McDade (1987). However, this research was limited to IHE in Britain, Zambia, and the United States of America. Research on the role and training and development needs for middle-management in institutions of higher education in South Africa in general and at UWC in particular, has been very limited. What has been written mainly focused on the academic side of the institution. Resources for these studies were mainly based on local or international seminars or extracts from published literature. (Focus, 1994).

Current research on education and training at South African universities are focused on the middle-managers within the academic sphere such as heads of departments, or departmental chairs, which form the main component of the institutions. The training and development needs of administrative middle-managers in general have been neglected in the past (Kapp, 1995).

Models for Management Development

It is argued that there is now increasing recognition that MTD needs to be closely integrated with the needs of the organisation and with the needs of its employees. There is, to use the language of the Ashridge (1982) a move away from organisations who adopt a 'fragmented approach', that is to say a model where training is not linked to organisational goals, to a situation where training is either more systematically linked to such goals (the

'formalised approach') or else is so closely integrated with organisational needs that it is seen as a necessity for organisational survival (the 'focused approach'). St. John and Weathersby, (1980) and Burgoyne (1988) have also identified a hierarchy of 'levels of maturity of organisational management development' culminating at level 6 where there is strategic development of corporate management policy on training and development.

These hierarchy of levels are:-

*	Level I	Creation of new programmes;
*	Level II	Defining long-term direction;
*	Level III	Delegation of administrative responsibilities to organisational sub-units;
*	Level IV	Co-ordination of sub- unit activities, and
*	Level VI	Strategic planning.

They argue that institutional management training and development needs are likely to change as the institution develops structurally within the various phases. Each management development phase builds on the developments of the prior phase; each new need is added to the capacities developed in prior phases. Management training and development needs will become more sophisticated as the organisation increase in capacity and complexity. Theorists argue that changes in the formal organisation structure and changes in the appropriateness of different management practices are closely linked, and that the formal structure, to a large degree, determines the type of practices that should be implemented at a given time (Greiner,1972). This approach is particularly relevant to the study of the management of IHE (Balderston, 1974).

Organization of the study

The study will be further organized as follows: In Chapter Two conceptual issues on middle-management will be presented, e.g. its roles and challenges; its relevance within the current literature on the higher education sector; and the need for development and training at middle-management level will be discussed. Chapter Three will be the presentation and the analysis of data. Chapter Four will conclude with summaries and recommendations on a model for management training and development.

Delimitation of key terms

Higher Education Management

Higher educational management is a field of practice concerned with the operations of educational institutions such as universities. (Huse, 1979; Cans, 1990; and Jung, 1991). Management within these educational institutions is seen as planning, administration, and leadership involving decisions about the most effective human resources, materials and funds needed to achieve pre-determined goals and objectives (Powers,1983). However, it should also be acknowledged that there are major areas in which the management of educational institutions of higher education differ markedly from other organisations. Bush (1986) identified those areas as: (1) defining objectives; (2) quality control measures ; (3) the presence of students as the focal point of educational activity ; and (4) a fragmented organisational and management structure both within, and impinging upon, educational institutions. Decision-making is strongly influenced by a plethora of external and internal agencies, groups, and stakeholders. From within, there are multiple decision points concerning the management of

institutions of higher education and their sub-units: departments, faculties and the service sector.

Management

Management will be referred to as the process of utilizing institutional resources to achieve specific objectives through the functions of planning, organizing, leading and controlling (Huse, 1990; Koontz, 1990; Du Brin, 1991). The researcher's view in this study will be that management of IHE, particularly at middle-management level, is not only to ensure that the basic management role and functions are executed with the necessary professionalism in support of the academic function, but to recognize that the administrative managerial activities and dynamics are part of a multiple structure within the institution.

Management Development

Development is a continuous process by which managers, or potential managers, acquire the required experience, managerial skills, management training, and the correct attitudes to function effectively as managers (Van Dyk, 1992). Management development is therefore a series of processes, activities, and events in the organization which are designed to improve performance now and to provide for future management needs.

Mission Statements

Mission statements for institutions represent the highest level of their philosophical goals aimed at the future. The mission statement describes in the broadest sense the overall aims of the institution and subunit within it. A clear statement of a university's mission is important which should be seen as the cornerstone of any planning process if it is to be effective at

guiding the university in its endeavour. The general accepted mission of universities are:

The generation of knowledge and truth through research;

The dissemination of that knowledge through teaching and

publication, and community service (Kast, 1986).

Through its mission statement IHE provides all stakeholders with a focal point for its entire planning and management process.

Managerial levels

Every institution must function on at least three distinct but overlapping managerial levels, or subsystems, with each level having a somewhat different managerial focus and emphasis. The three levels are normally: Top Management, Middle Management and Supervisors. These three levels are applicable in both private and public enterprises. (Huse, 1979; Boone and Kurtz, 1992). Middle-level managers are somewhat more difficult to identify than other managers, especially in higher education. One indication of middle -managers is in their specific reporting relationships. Many middle-level managers have first-level supervisors who report directly to them. Middle management should insure that the work/service of the institution is coordinated and integrated with the vision and strategies developed by top management. All managers between first level and top management are middle management regardless of the number of levels (Huse, 1979; Du Brin, 1992).

In this study the view will be taken that the non-academic sector of IHE have three management levels. Top Management includes the Vice-Chancellors, Deputy - Vice Chancellors, Registrars and Deputy-Registrars (any positions classified as equal to that of Deputy Registrar will be

inclusive). Middle-management will be heads of all service departments who have first level supervisors reporting to them. They in turn report to the Registrar(s) via Deputy Registrar(s).

Management Training needs

Training can be defined as a systematic process of changing the behaviour and attitudes of people in a certain direction, and to increase goal achievement within the organisation (Van Dyk, 1992). Training is thus regarded as the whole range of activities by which a manager acquires or develop new knowledge, skills, attitudes, and behavioural patterns. It includes education, instruction, demonstrations, practice and planned experience (Markwell, 1984). The difference between knowledge, skills and attitude, required by the task environment and the existing knowledge, skills and attitudes of the middle-managers constitutes the training need. A need can thus be defined as ... a discrepancy or gap between the way things "are" and the way things "ought to be" (Van Dyk et. al., 1992, p.168).

The ultimate objective of training and development is to ensure that the organisation will always have a managerial staff with sufficient skills and abilities needed to attain present and future organisational objectives.

Management skills

Managerial work involves using a variety of skills that are important at all levels within the organisation. Skills can be seen as job-related competence that a manager possesses and uses when appropriate. It is a specific behaviour that results in effective performance (Stoner, et. al., 1989; Boone et. al., 1992). Management skills should not be seen as conceptual, but rather, as responsive. Skills knowledge is a property of the subconscious part of the human mind, rather than being, in any sense, conceptual. It

takes the form of awareness, which can be acquired only from experience, not from conceptual learning. A skills development course therefore has to be a course in awareness (Knight, 1992, p.205).

Management roles

A managerial role is that behaviour pattern expected from a manager within his social or functional unit in relation to institutional goals and objectives.. Therefore a managerial role should be seen as inherent to the execution of managerial functions (Stoner, et. al., 1989).

Transformation process

Transformation is a fundamental organisational change process for understanding and improving any and/or all substantive processes and structures a institution of higher education may develop for performing any tasks and pursuing any objective (Dlamini, 1995).

Strategic planning

Strategic Planning refers to a process of determining future institutional mission, goals and objectives, and then adopting various action strategies to implement these objectives (Boone, et. al., 1992; Du Brin, et. al., 1989).

ooOoo

CHAPTER TWO

CONCEPTUAL ISSUES

The concept Administration at Institutions of Higher Education

A university's organizational structure consists of two components. There is an academic and a non-academic side. The first consists of the Vic-Chancellors, academics and students while the latter refers to administrative and other staff. The "administration" is seen as a separate corps from both the academic and laboratory staff. According to Dunshire (1973) all activities that are not teaching or research related are seen as "administration" by the academic corps. The role of the administration excludes the enabling functions. It only has to implement the functional and auxiliary services deemed necessary by the academic component of the university under the leadership of the Vice-Chancellor. At institutions of higher education it seems that the term administration is used to refer to a separate entity, a formal unit in the organizational structure like the library and faculties with a specific plan and establishment. A boundary has been drawn around the administration; not around its component offices or departments (Lockwood, 1986).

Authors on higher education (Baldrige et. al., 1978 ; Blau, 1973; Balderston, 1974) also use the term administration in various ways such as the "Administration have to make a recommendation". The trustees will relyon

the "Administration to settle disputes." The usage of the concept administration does not actually indicate what the role and functions of the administration really are. It seems that persons have their own proverbs of administration, that is certain beliefs which they bring to bear upon situations within the institution in an effort to effect explanation and motive for the way things are done. The whole issue of this misconception could also be attributed to the fact that the functions of administration appear to be distant from the normal day to day instruction activities of institutions of higher education. It seems that the concept administration is more related to activities in which people are engaged at a particular time. The Vice-Chancellor, as academic leader, is the chief Executive Officer of the academic and administrative side of IHE. The Vice-Chancellor has to provide leadership to the institution and since the incumbent heads the administration, the term Administrator has been coined.

Manager versus Administrator in Higher Education

From an examination of views, definitions and arguments from various authors in the field of management and administration it is immediately apparent that there are a variety of meanings attached to the term administrator and manager. Generally, the term manager is used more often in profit-making organisations, while the terms administrator and director, are used more widely in government and non-governmental organisations such as hospitals, agencies and educational institutions (Huse, 1979). It seems that each sector has its own nomenclature these concepts which one would assume should be beneficial to a clear demarcation of concepts. This is not so. The interplay of these two terms in different environmental settings clouds this distinction between the operational areas of each sector.

Are the two terms really different? To answer this question it is necessary to review three schools of thought in the literature for and against the usage of these terms.

View one: Administrators versus Managers

The first view is that administrators fulfill different functions from those of managers within institutions of higher education. The former has to do with organisational leadership while the latter is found in the lower levels of IHE. Authors for this view are Gibson (1964) Henderson (1970) Weathersby (1972) Zaleznik (1977) and Murphy (1984). They view that administrators as organisational leaders or top level executives and their broaden roles centre on the determination of institutional goals and providing direction and leadership. See diagram 1.

Viewpoint 1: Administration above Management

A

M

Diagram 1.
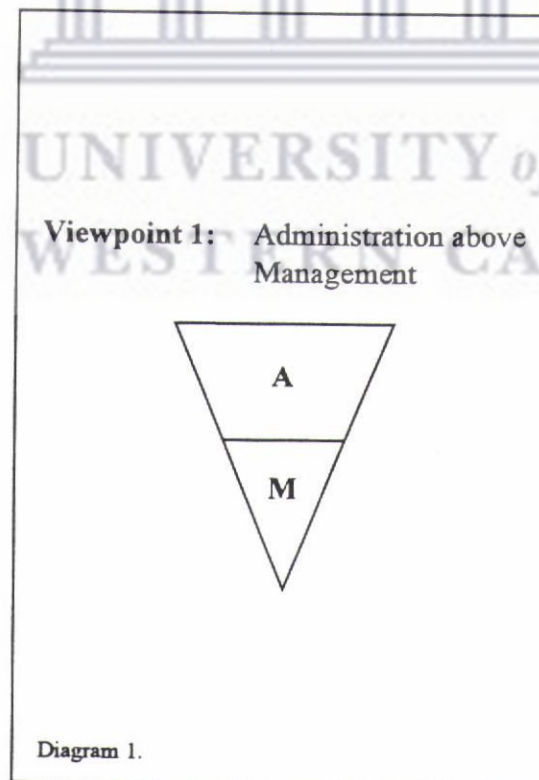
Gibson (1964) and Henderson (1970) view the administrator as one who facilitates the process of teaching, learning and research. He must bring about the creative integration of the different groups within the university in a developing unit to the benefit of the institution. Zalkeznik (1977) and Murphy (1984) are of the opinion that managers in institutions of higher eduction occupy middle and lower positions and are concerned with functional and operational issues of means- ends rela-tionships.

View two: Managers versus Administrators

This view is contrary to the one above. Richman and Farmer (1977) and Dunshire (1973) regard managers as institutional leaders executing those functions as identified by Weathersby (1972) Zaleznik (1977) and Murphy (1984). Management has to do with strategy, innovation, initiating, bringing about change, problemsolving and decision-making (Richman and Farmer 1977). Administrators again, actually fulfill lower level routine clerical functions, which include the implementation of goals, priorities and strategies usually determined by others. See diagram 2.

Viewpoint 2:   Administration below
          Management

M

A

Diagram 2.
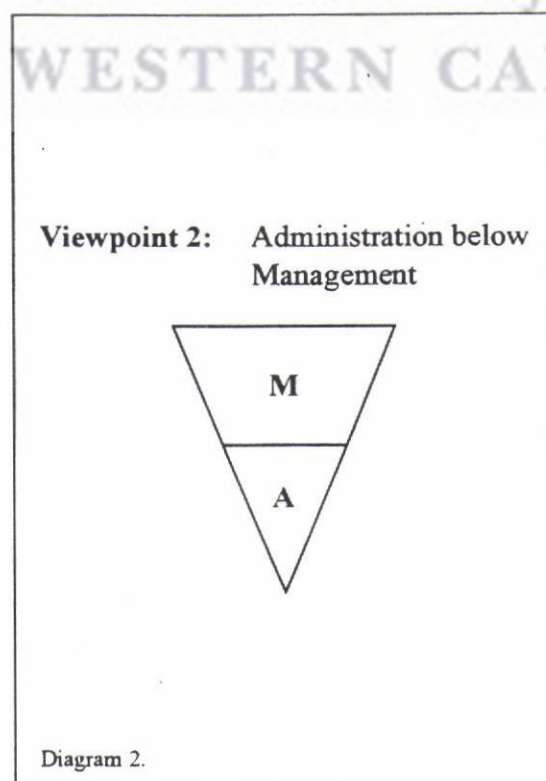
Richman and Farmer (1977) are of the opinion that the functions of administrators tend to be much more adaptive, passive, and reactive than management's. They operate in a closed system concept primarily concerned with internal efficiency and operations.

View Three : Administrators equals Managers

This third view regards the terms administrators and managers as synonymous. Its proponents argue that both refer to the same elements and functions. Bogue and Saunders (1976) rejects the supposed difference in the usage of the terms and argues that:

> We believe this to be a false distinction and one not found in the practice of those who hold responsibility in the field of administration and management... We do not want wish to generate unnecessary and unproductive arguments over the meaning of the two terms, since they are frequently used with synonymous meaning (Bogue and Saunders, 1976 : 14).

See diagram 3.

Viewpoint 3: Administration synonymous with Management at various hierarchical positions in the organisation.

A = M — Top level administrators/managers

A = M — Middle-upper level administrators/managers

A = M — Middle-lower level administrators/managers

A = M — Low-level administrators/managers

Note: The triangles have their bases facing upwards to denote the broader roles of top managers.

Diagram 3.

Jones (1983) again argues for the usage of the term management in the governance of institutions of higher education. He makes a sharp distinction between management in a wider sense of aims and direction which refers to academic leadership, and management in terms of techniques and procedures. Jones, (1983) and Lungu, (1984) argue that the only difference between administrators and managers in institutions of higher education is the hierarchical position within the organization. The Sapse *Programme Classification Manual* (1982) in terms of its Institutional Support Programme uses the term "Executive Management" instead of administrator. Management's primary activities concern the management, policy formulation, and long range planning of the institution. The over-arching objective of the executive management should be to :

a)   provide for planning and executive leadership.

b)   provide for administrative and logistic services.

c)   enhance relationships with the institution's constituencies.

The terms administrator and manager are used synonymously with such frequency in the current literature that to insist on their difference is rather unpersuasive. The view taken in this study is that the two terms are synonymous, but that administrators /managers operate at various levels of the university, and that they do different things.

The debate on the two terms is largely motivated by the fact that officials designated by either term in effect are not a homogenous group. They operate at various levels and in different sections at institutions of higher

education. Despite differences in levels and departments, administrators/managers play a crucial role in facilitating teaching, learning and research (Lungu, 1980).

Three major categories of university administrators/managers have been identified (Thorpe, Fielden and Lockwood, 1973). These are:

i) **Academic**: Deans of Faculties, Heads of Departments, Vice- Chancellors, Registrars and their immediate deputies.

ii) **Financial**: Accountants, Bursars, Planning Officers, Food and Housing Managers.

iii) **Technical**: Engineers, Computer Officers, medical and other technical staff.

These categories are not discrete and they can be subdivided into smaller groups depending on how the institution is internally organised (Thorpe and Whittington,1975). Although the focus of both administrator and manager within IHE may have changed, many so called administrators (Vice-Chancellors and Registrars) tend to devote their time and energy to operational rather than policy issues and they therefore become fire-fighters. This behaviour occurs because standard operating procedures often exist for resolving issues while innovative strategies have to be developed to decide new policy directions.

Murphy is of the opinion that these administrators:

> "fall into the trap" of only dealing with here and now issues rather than giving adequate consideration to future contingencies. As a consequence they become "fire-fighters" rather than anticipatory leaders (Murphy, 1984 p. 442.).

Managerial positions at South African Universities

In South African universities, administrative managerial levels are not clearly defined. In terms of Sapse's *Manual Classification of Personnel* (1982) universities may classify their staff in various categories in terms of pre-determined principles. When considering classification both the rank and status of the established post should be taken into consideration. These post classifications are inter alia :

Professional positions (Executive/Administrative/Managerial)

These are professional positions within the institution, who primarily exercise responsibility for the management of the university, or a recognised department or subdivision thereof. In this category we find Vice-Chancellors, Deputy Vice- Chancellors, Registrars, (on occasion the Deputy - Registrars depending on whether the university considers this position as professional or not), University Librarians, Deans, and Heads of academic departments and institutes.

Non-Professional Positions (Administrative/Technical and Secretarial employees)

This category is very straight forward and includes all employees who perform clerical or secretarial duties . The majority of middle- management positions fall within this category at IHE. They are normally heads of administrative departments such as Residences, Sports, Food Services, Finance, Student Affairs, Personnel and auxiliary services. Universities in South Africa normally only distinguish between two levels of management namely, the top management (Executive) level and the Management level which includes middle-management.

The University of the Western Cape

UWC applies the Peromnes Job Evaluation grading system as the guideline to classify its various managerial levels . Management levels in terms of this grading system are : Top Management and Senior Specialists grades 1-3; Senior Management and High level Specialists grades 4-6; Middle-management, and lower level specialists, Grades 7-9.

The following levels of management have been identified at the UWC:

Rectorate/Executive

These positions are filled by the Vice-Chancellor, Deputy Vice-Chancellors and Registrars.

Senior Management

These positions are the Deputy Registrar, the Heads of Finance and Food Services, Personnel, Campus Services, the Librarian, and the Director for Development and Public Affairs.

Management

The Management level at UWC are Heads of the following administrative departments who report directly to one of the Senior Managers above: Telephone Services, Technical Services, System Development, Campus Protection Services, Gardens and Grounds, Sports Administration, Printing, Personnel, Finance, Residences, Food Services, End User Support, Student Administration, Committee Administration, Nature Reserve, and Training and Development.

No other positions except the above have been identified as a managerial level. The university could only distinguish between these three levels of management and could not identify actual middle-management positions within its administrative structure.

Given the current grading guidelines there are other positions at the university that could also be regarded as middle-management since they also fall within the grade ranges 7 to 9 as indicated above. Positions such as Faculty Officers, the Admission Officer, and the Examination Officer are such positions. Since the current grading levels are just guidelines the university should develop its own guidelines in terms of management position classification. (See diagram 4).

Managerial levels at UWC

Vice Chancellor, Vice-Rectors & Registrars	Top level
Deputy Registrars & equal positions	
Heads of various service departments	Middle level
Other staff in supervisory capacity	First level

Diagram 4.
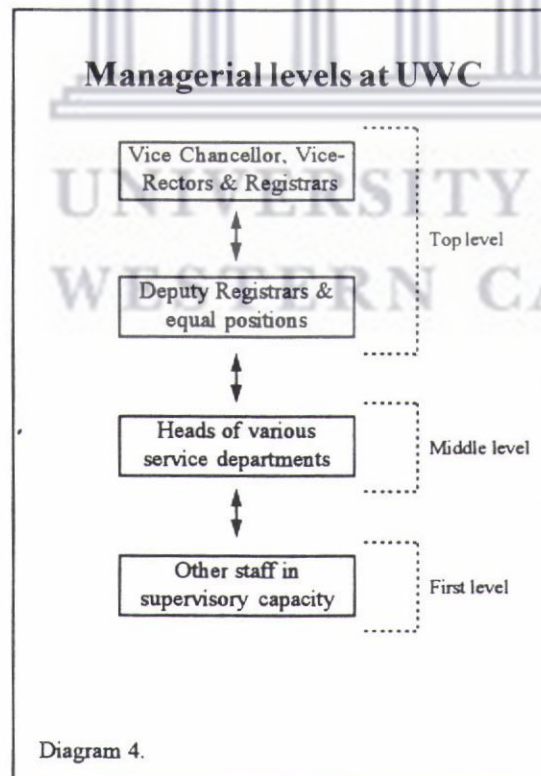
Managers in general must assume certain roles in order to accomplish the different objectives for which they are responsible, irrespective of the organisation type in which they operate. The interrelationship and understanding of their management functions and roles will determine how successful operations within institutions are executed. However, middle-management at IHE faces certain constraints in the execution of their duties.

The role of Middle- Management

Since middle-management within the administrative sector knows more than was intended, it can actively exert influence within the university administration in general. The question is: What roles should middle-management within a university play? The role of the middle-manager in IHE is more concerned with the utilization of scarce resources and their efficient use to achieve goals and objectives that the academic sector deems desirable (Weathersby,1972). However, Nind and Lockwood (1973) argue that while actual decision-making does not fall within the ambit of their managerial role, it does not mean that middle-management cannot influence decisions on policy matters. The very nature of the managerial roles and position provides opportunities to exercise this influence. Decision-making committees within universities rely on the middle-manager for information that is both factual and normative in nature. The role of middle management is therefore an important one. The manager has a uniquely dual-purpose role to fulfil within a university. Within the purpose, goals and strategic planning sphere the middle- manager should be seen and recognised as:-

i) the key link between the unit and the academic structure as well as between subordinates and others within the university's administrative structure;

ii) the information nerve centre of the specific unit in relation to the total university structure;

iii) a monitor by continuously scanning the environment to receive , collect and collate information. In doing so, (s)he should constantly check whether the unit is operating effectively, internally and externally, to ensure that possible changes are identified, problems and opportunities detected, and to determine when information has to be communicated to other stake-holders, and

iv) an entrepreneur; a person who is innovative, enterprising, and industrious (Huse, 1990; Katz and Khan 1978).

Given the challenges S A Universities face in general, and UWC in particular, it is important that the role of the middle-manager be recognised and expanded for him/her to act as facilitator, obstacle remover, team builder and coach as opposed to the traditional roles of instructor, planner, organiser and controller.

Factors that influence the role of middle-management at IHE

The primary task of a university is the dissemination of knowledge and the fostering of research led by scholars and academics. This professionalism is best described and organised by an academic ideology known as the collegium. The collegial system actually consists of two basic components. The first is the group of independent professional specialists who find in the institution a realm in which they can exist, study, and actively perform their search for knowledge. The second component is the house-keeping function,

which exists for the sole purpose of maintaining and supporting the institution for the professional specialists. The two components are separate yet distinct (Rice, 1971;Lungu, 1980). Faculty and research personnel share a value system and attitudes about academic status that such a system induces. They are, as academics, involved in a process of self-governing through the participation of all scholars in decision-making in the promotion of educational values, teaching, research and scholarship. (Lungu, 1980). In contrast, the support staff should maintain the organisation for the benefit of the academe. Decision-making within the academic sector relies on consensus rather than on a structure of superordination or subordination. Almost all of the administrative elements in collegial organisations are established bureaucracies. Duties are fairly well defined and largely routine in the application of rules and procedures. Rice (1971 p.95.) distinguishes the two components as follows.

> In order for the collegial organisation to exist, both the technical and the administrative functions must be performed. The two functions are performed by separate and independent groups of people having separate and independent objectives, guided by separate independent value structures.

Stroup (1966) also states that the very word "administration" evoke images of capricious bureaucratic power bent on choking the groves of academe. Administrative staff, including those at middle-management level, are seen as typical civil servants and therefore cannot share directly in this status value. Worse still, they are sometimes the victims of academic snobbery and contempt for bureaucracy (Balderstone, 1974). Administrative and managerial staff are commonly regarded by academics as lowly sub-

professionals whose proper job is not to manage the university but to serve the faculty in their academic pursuit. According to Stroup (1966) academic staff have regarded the rise of administrative staff and their role as "thwarting" the finer purpose of higher education. Therefore the training and development of this side of the institution has either been overlooked or resisted for the same reason. Many conflicts in a university are seen to stem from a basic difference and interaction between the bureaucratic and collegial dimensions within the university because, historically, the role of the university's middle- management was limited to that of a subordinate supportive status (Lungu, 1980).

Managers need specialised knowledge of **technical skills**, the ability to perform and accomplish specific managerial aspects that are work-task orientated; apply **interpersonal skills** to lead, communicate, motivate and to interact with the workforce and clients; exercise **conceptual skills** to understand and communicate the institution's mission, objectives, and plans to ensure their accomplishment (Katz, 1974). Interpersonal and conceptual skills are critical for middle- managers in their efforts to integrate the desires of top management with the realities faced by supervisors and workforce (Huse, 1979: Boone and Kurtz, 1992 ; Du Brin, 1993). In addition, for the university management environment other skill area groups have been identified by Argyris and Cyert (1980). These are **peer skills** (the ability to establish and maintain networks); **leadership skills** (authority, power and dependence) **conflict resolution skills**, (mediation, handling of disturbances and working under pressure) and **information processing skills**, (collection, evaluation, organisation, and dissemination of information). These skills are seen as transactional skills required by middle-management.

Skills which future managers will need will be directly related to changes in the business side of the educational institution.

Middle-management within institutions of higher education should have skills to enable them to be dynamic, flexible, self-reliant, self-starting, supporting team effort, be able to anticipate and accommodate change, not afraid to take positions, to take risks and to innovate new policy directions and be able to be participatory in the execution of their functions (Mc Beath, 1994; Fast, 1977). Management training and development should not only focus on the development of skills for maintaining equilibrium, but should promote change and pioneer new directions within the institution. De Bono (1971) therfore argues that any training should stimulate the capacity for transformational behaviour. The development of managerial skills should also be linked to effectively deal with multiple issues within the various institutional levels in which middle-management participate (Rushford and Coghlan, 1987). Programmes should focus on how people participate in organisations by defining them in terms of tasks and interventions, thereby providing useful action- skill tools in relation to individual, group and inter-group behaviour, and combining them with strategic planning and management. Transformational skills call for innovative training and developed approaches for middle-managers to empower them in the context of the institutional strategic issues (Nonaka 1988; Davis 1982).

CHALLENGES FACING SOUTH AFRICAN UNIVERSITIES

South Africa is currently undergoing political and social transformation of great magnitude. Its new political dispensation is premised on nonracial, non-sexist democratic ideals. Universities will therefore be dealing with political problems for some time. These problems are exacerbated by the post 1994 political dispensation in the country (Dlamini, 1994). These changes will have far-reaching effects on South African universities in general, and on UWC in particular. There is a call to democratise IHE and for open access to all South African IHE . The challenge that the current transformation poses is how universities in general, and UWC in particular, should respond to it.
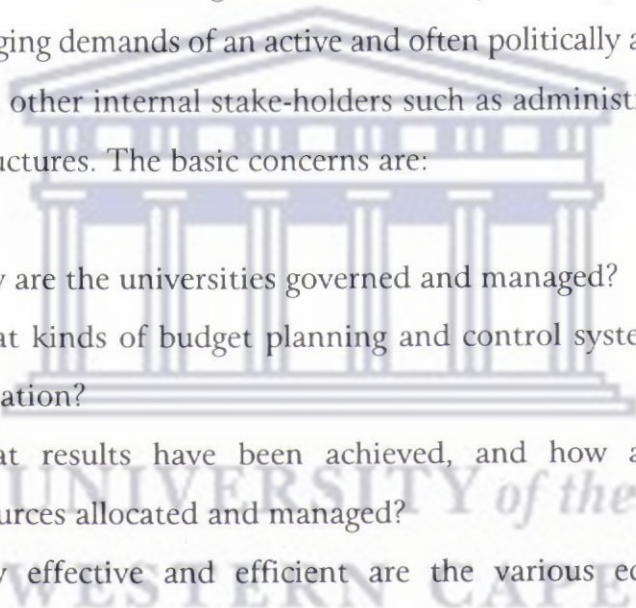
In a letter to all Vice-Chancellors of IHE the Minister of National Education (April, 1995) acknowledges these challenges and supports the call for transformation when inter alia he stated that:

> "the problems of transformation in our institutions of higher learning are very grave and will persist for some time."

He further stated that it is his duty to

> "act as facilitator to ensure that the higher education sector is fully involved in the development of new policies; governance structures; admission and personnel policies in line with the national Constitution and democratic transformation of the country."

The opening of all South African IHE will result in the admission of more historically disadvantaged students. IHE will be confronted with the demands of a large, politically active student population for a more open and participatory management structure. While this will not necessarily have a negative impact, it will require an inordinate amount of effort from senior [and middle-management] at these institutions (Figaji,1996). The transformational process will result in many traditional management principles and practices becoming obsolete at IHE. In many areas of university activity, decision-making structures are likely to change due to the presence and changing demands of an active and often politically articulated student body, and other internal stake-holders such as administrative and academic staff structures. The basic concerns are:

a)   How are the universities governed and managed?

b)   What kinds of budget planning and control systems are in operation?

c)   What results have been achieved, and how are scarce resources allocated and managed?

d)   How effective and efficient are the various educational programmes, policies, systems and procedures in the administrative and academic sectors?

The growing concern for quality management in higher education brings with it the challenge for universities, and for UWC specifically to take a more proactive approach to staff matters such as training and development. This should be enhanced and linked to institutional priorities. Training has traditionally been neglected (Schofield, 1994).

In its report to the Committee of University Principals the Australian Vice-chancellors Group who visited S A IHE during 1995 indicated that:

In general the training of administrators {management inclusive} throughout South African education sector was an area of considerable concern. An urgent need for training at all levels was frequently raised at universities (CUP, 1995, p.6.)

The challenge middle-managers within higher educational institutions will have to face is whether they are empowered and skilled enough to implement these changes effected by the current transformation process. They will have to be more skilled, experienced, and trained with regard to basic management functions. In fact, a higher premium will be placed on their abilities. There will have to be better, tighter, and more creative management in terms of all available resources. They will have to develop new attitudes and practices if they are to lead organizational staff into the twenty first century and give them the kind of rewarding and fulfilling work experience they are being conditioned to expect. When working with people, they will have to take into account the interests, habits, attitudes, and skills which, when properly exercised, could lead the staff to new heights of individual and collective achievement. However, most important is the fact that all training and development programmes will have to take cognisance of and respect academic life and traditions at IHE.

Managerial Challenges at the UWC

The managerial problems middle-management face at the university will be highlighted in five specific areas viz:

- Increased decision-making complexities;
- Organisational structure and decision-making;
- The increasing influence of constituencies;

- Managerial pressure to reduce administrative costs, and

- Organisational Culture.

Increased decision making complexities

Since 1984 the enrolment at the university has increased by 116% from 6772 to 14 655 in 1994. Degrees and diplomas awarded increased from 772 in 1984 to 2380 in 1994, an increase of 206% (Morta, 1993). The number of non academic employees has increased by 114% from 450 in 1984 to 1050 in 1994. Accommodation for students increased from 540 beds in 1984 to 1706 beds in 1994. Service departments increased from 9 general service departments (1984) to 17 specialised service departments (1994). Three new departments, one Faculty and two specialised schools were established in the period 1984 to 1994. For the past year 480 items appeared on the Council's and Senate's agenda compared to 230 during 1984. In addition committee meetings attending to various policy issues and oversight increased from 57 meetings 1984 to 336 in 1994. During the same period the university faced labour unrest and collective bargaining from both academic and non-academic personnel (Vice-Chancellor's Report, 1989).

The growth, size, and scope of university activities has exacerbated the decision making complexities for both academic and non- academic management. Budget cuts , decreased research sponsorship, and the process of defining the institution's national role and mission were further complications. These developments have influenced the university's busi-ness activities and are straining already complex activities (UWC,1984; 1985).

As the scope , size, and activities of the university increased , demands from internal stake-holders increased accordingly. Middle-management's functions and roles have become more complex. No guidelines from the executive of the university were forthcoming on how middle-management should respond to these complexities, both actual and potential in their operational activities. Managers became fire-fighters in attempting to solve problems rooted in challenges from the environment, having little time available to plan, coordinate or develop alternative strategic activities associated with their operational functions.

Organisational structure and decision-making

Universities have two formal organizational structures. One is a policy making structure, which is a key part of a governance system unique to institutions of higher learning. Because of the tradition of collegiality that has been built into most governance structures, academic policy issues progress upward through a series of committees, Faculty Boards and, ultimately, to Senate and Council for approval (Rice,1971). Administrative staff, as coopted members of the various committees, contribute to the enhancement of decisions taken, by providing information, advice, alternatives, and their implications. However, once policy is formulated, a downward organizational flow is responsible for its implementation by the administering organization. The two distinct but separate organizational structures present two different types of organizational cultures within universities. These cultures influence the type of organizational structure within, or the dynamics of operations within, the total structure (Rice, 1971).

The administrative side of a university, normally regarded as the "Administration", has to implement the functional and auxiliary services required by the academic component of the institution. Its role within this setting is to implement educational plans and objectives, to organise and coordinate all efforts, to monitor operations, to provide leadership, and to facilitate decision- making. The key elements here are the hierarchial system of management, the size of the university, the flow of information through the various structures, and the extent to which authority for action is delegated.

In essence, UWC with its highly centralised administrative authority system, forces decision making up to higher levels. Due to environmental uncertainty and the increased size and scope of activities, considerable responsibility for decision making is elevated to the Executive, Senior Management or Committees. This upward delegation creates the risk of overloading senior decision- makers and, therefore, retarding the functions and role of middle-management. As a bureaucracy, the university's administration creates a portion of this complexity which is mitigated by a high degree of division of labour and specification of expected employee behaviour through rules and procedures. The use of the latter however, is limited to activities that can be anticipated, and to which a predictable response can be identified. It should be noted that as task uncertainty increases the number of exceptions increases until the hierarchy experiences overload. Tampering with the organisational structure by creating additional positions to satisfy growth needs, had an inevitable consequence for performance at the UWC. The university becomes less responsive, flexible and dynamic because decisions are delayed and co-ordination of various positions become problematic . Too many levels and positions lead to the

erosion of authority and responsibility down the line and, this adversely affect the motivation of employees at lower levels. The role of middle-management, therefore, became that of spectators rather than a doers, when the situation demands dynamic action.

However, we should not completely ignore the reality of the work system experienced by middle-management which shapes their consciousness and working environment in a significant manner. The university must therefore employ new design strategies. Middle-management can contribute to the re-engineering of activities since they are directly responsible for operational management and service rendering within the university.

Increasing influence of constituents

As the scope and character of the university has changed during the last decade, so has the interest of others in its role, mission, strategies and activities. UWC witnessed a significant increase in the number of employees, academic and non-academic, covered by collective bargaining agreements. The increasing influence of these employee unions in their quest for democratisation impinged on the role and functions of middle-management. Thus, after nearly a decade, industrial relations within the administrative sector are still not on a sound footing. The IR department contextualised Industrial Relations and the role of middle-management as follows:-

> To date IR practice circumvented or deferred IR problems within the working relationship. Workers as well as management, individuals and constituencies, are not empowered or compelled to resolve their relationship problem. Furthermore, the insufficient level of IR experience and competence of middle-management in resolving

relationship and disciplinary problems within departments creates a reliance on a specialised function such as industrial relations (Coetzee, 1995 p.3.).

Students on the other hand request the transformation of structures, procedures and processes so that they are more transparent in the interest of democracy (UWC, 1995). A balance of interests amongst the various constituencies is of utmost importance in achieving the university's mission and goals. Middle-management within the university have an important contribution to make in the challenge of fostering positive relationship between constituents. The growth of the university will generate new stakeholders, new supporters, and special interests. This change in the campus workforce will weaken the influence of traditional constituents such as senate, faculty, and the administration.

Pressure to reduce administrative costs.

Since becoming autonomous in 1984 state subsidies to UWC have fallen continuously during the following five years culminating in a 52% slash in the amount due in 1989. This made UWC the worst hit university in the country in respect of state funding. For the period 1985-1989 subsidy cuts averaged 21.1.% and in 1989 when the national subsidy cut was set on a 25% average, UWC's subsidy was cut by 52% (UWC, 1989). The source of some of the financial pressures UWC faces can partly be traced to the schools unrest in 1985 when thousands of matriculants did not write their examinations, leading to a drop of almost 1 000 students in UWC's enrolment. The state subsidy formula based its calculation of funds for a particular year on the enrolment figures two years previous to the year of funding. Thus the UWC funds for 1988 were based on the low enrolment

of 1986. In 1989 the growth factor, a major component of the subsidy formula, was disregarded in determinig the allocation of funds. For the 1990s UWC's subsidy was effectively cut by 36% as all universities were allocated an amount of 6% more than the 1989 figure in which the all important growth factor was arbitrarily disregarded and became the basis for the 1990 calculation (UWC 1988; 1989; 1990, 1991). For the period 1984 to 1987 the unit cost per student increased by 31.4% from R4 606 to R6 053 (Vice Chancellors Report, 1988). The annual student debt for unrecovered fees rose from R9m in 1994 to R26m at end of 1995. For the period 1984 to 1994 unrecovered fees amounted to R14m (Financial Mail, 22 December, 1995).

UWC's financial constraints are not all of its own making; they are the result of reduced state-funding, fluctuations in student numbers, the enrolment of students from disadvantaged communities , the application of an inappropriate subsidy system, and limitations on its fundraising potential. Therefore, the university had no choice but to apply measures to manage the institution as effectively as possible. It froze vacant academic and non-academic posts, and out-sourced the operations of the Student Centre and certain service departments. Irrespective of these measures, the student enrolment drastically increased every year, placing a burden on both the academic and non-academic sector. The student staff ratio increased from 1:19 in 1985 to 1:33 at the end of 1995. Middle-management had to render the same quality of service to an increased student population with operational budget and staff cuts. Although the university closed its books at the end of 1993 with an operating surplus in the General Fund, this was due to an increased government subsidy in 1992. However, salaries have increased by 22%. This represents 68% of the

total expenses from the General Fund. This high proportion of salary increases has a significant effect on the overall operating costs of the university. Supplies and services on the General Fund increased by 31% in relation to the previous year (UWC,1994). Therefore, administrative and support costs place a high burden on the university's annual budget. The administrative structure of the university is particularly labour intensive with concomitant cost disease in terms of institutional rules and procedures. The cost disease is reflected by the rising trend of salaries and wages indepenently of improvements in productivity.

The continued rise in the volume and complexity of administrative transactions exacerbates the trend. The combined pressure of retaining academic programs while holding the line on tuition fees and other indirect expenditure are forcing the university to trim administrative costs aggressively. In the present periods of financial constraint very limited opportunities are created to empower middle-management with the necessary skills to enable them to manage their operations more effectively.

Organization Culture
An organisation's culture is particularly relevant to managers because it establishes constraints upon what they can and cannot do. Culture controls the manager. As it gains strength this culture becomes pervasive impacting on the managerial function. All managerial activities are culturally in-fluenced and biased to an unknown degree. There is no such thing as a culture-free concept of management (Robbins,1993). Coetzee (1995) and Morta (1994) are both of the opinion that UWC managers have to deal with a work environment characterised by poor work performance, adversarial relationships, mistrust, alienation, low morale and commitment,

entitlement, suspicion and unreasonable exceptions. Like all organisations, universities possess a culture which is not incidental to, nor separate from the structural elements of the organisation, but separable only conceptually (Clark,1980). This different levels of structure creates distinctive forms of culture that are sustained and protected.

The cultural dilemma university managers face pertains to the administrative, academic and student sub-structures. In essence, greater administrative control over academic inputs leading to tighter bureaucratic regulation must result in as ultimately stifling academic autonomy (Balderstone, 1989). Consequently greater symbolic separation between the academic and administrative sectors at IHE could develop. Managers should have insight into what university culture can or cannot do, for the academic side. This could provide knowledge indispensable to a better appreciation of cooperation in managing the university.

Organisational culture clearly affects the behaviour of organisational members and the institution's ability to function effectively, to meet institutional needs and demands, and to cope with the external environment. Management training and development programs should therefore also focus on maintaining and nurturing the desired and desirable organisational culture and climate (French,1990).

Suggested response of middle-management

At the UWC a heightened demand for consultation and participative management exists. There is a need for middle-management to be sensitive and responsive to the demands of their changing environment. They will have to accept that environmental factors will always play an important role

in goal attainment, especially the changing values and ideals of the community they serve. Redelinghuis (1995 a) is of the opinion that at UWC management in general will have to adjust and adapt pro-actively to environmental turbulence which frequently assails the university.

More crucially middle-management will have to approach these changing demands by adopting a stakeholder viewpoint. They need to be sensitive and accommodative of the views of all interested groups. They should themselves re-define their "public role" and how they should interact with the rest of the UWC community. In the eyes of the broader university community the primary role and functions of middle-management will revolve around service delivery and the quality thereof. Given the various needs and expectations of this community it becomes imperative that, inter alia, the following should be revisited:-

i)   accessibility and enhancement/improvement of service delivery;

ii)   effective utilization of resources;

iii)   capacity for policy development and co-ordination, and

iv)   management of change within the institution.

Middle-management will have to develop a systems thinking approach within sections which is aimed at creating a more holistic and dynamic understanding of the institution. Middle-management should exercise innovative and creative leadership skills in managing multi-cultural teams who are committed to quality as a philosophy. It also requires middle-management to exercise transformational leadership in implementing changes, empowering team members and giving them greater participation in the management process and, therefore, to become agents

of change (Redelinghuis, 1995 b). To face these challenges management skills development will also have to undergo dramatic change. The shift should be away from traditional skills (control, planning, and power and authority). New skills should be developed to meet the changing demands from the university's environments. Traditional skills will still be necessary as pillars for effective management but traditional management practices should be combined with contemporary leadership skills (facilitating, teamworking, coaching and mediating). Moreover, the current managers should be able to balance the old with the new. The main task of middle-management still remains the provision of efficient and quality support service .

The importance of management training and development at the university

As an institution of higher learning UWC should at the same time become a learning organisation. Within its historical and operational context it should create capacity to manage its internal and external environment with sophistication. Staff development, which includes managerial training and development, should form part of the total organisational development strategy and its potential as a catalyst for initiating change and sustaining the institution. At present the university is being challenged in a changed political and financial climate. This situation is making unprecedented demands on the direction and quality of management and it requires at all levels, the creation of capacity to manage in a much more self-conscious way. The university should combine organisational development strategies with focused management training and development programmes. Thus, strategies for organisation development generally include structural or procedural modifications along with growth-producing experiences. Positive

change results from new combinations of human and structural variables that are consistent with goals of both the organization and the individuals within it.

Throughout the literature, the symbiotic relationship between individual, organisational and group needs are stressed (Kurpius, 1980; Mable, et. al., 1980; Tripp, 1977). For example, Richardson (1975) outlined six stages of organization development beginning with individual and small group learning experiences, but including such processes as analysis and revision of administrative and governance structure and establishing goals and priorities for the institution. Regardless of how lavish the budget or exciting the activities provided for staff development, Richardson insists that changed behaviour by management will not occur unless the institutional environment and its governance procedures support the concept of a community in which everyone grows and learns. Staff development, which includes management development, then, is not merely a matter of exposing people to new ideas and experiences. To be effective it must be conceived and implemented in terms of the desired development of the organisation. Enhancement of individual performance must be integrated with the institution's needs and goals. The process of organization and management development ideally culminates in self-directed and continuing "renewal activities" collaboratively designed by organization members. It is important for all staff to have a shared vision of what the university stands for and to develop a sense of organisational allegiance alongside collegiate loyalties. Managerial development can play a key role in the ensuing processes of organisational change and development. To manage the environment requires innovation. Training and development are therefore extremely important for managerial staff to develop competencies for new assign-

ments encouraged by the current organisational transformation process within UWC. The university needs to develop new capacities if it is to take full advantage of new environmental opportunities, or to manage problems and difficulties effectively. The university should become a learning organisation in order to manage and to make effective use of the available people skills which are their main resource. Effective management of the institution should integrate goal setting, development, review and leadership in a way that is sensitive to the academic context and culture, to the nature of academic work, and to the motivations and values of support staff (Lonsdale,1990).

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CHAPTER THREE

PRESENTATION AND ANALYSIS OF DATA.

The purpose of the study is to identify middle-management training and development needs at UWC and to recommend which types of programmes should be established for the training and developing of its middle-managers in realising the objectives as described in its Strategic Plan Document.

Collection of data

Of the 21 questionnaires distributed to the various administrative service sectors, 19 (90%) persons returned the questionnaire. In addition, 7 persons requested interviews to share their views on Training and Development at the university. The data obtained was analysed using the Standard Statistical Package for the Social Sciences .

Analysis of data

Although 80% of the respondents in middle-management positions indicated having a formal qualification, only 3.7.% have a formal academic qualification supported with a management training base. These qualifications include degrees such as B.Com. and B. Admin. Only 2.7.% had related professional qualifications such as B Sc and B Compt degrees. Despite this high percentage of formal qualifications, 40% of middle-managers responded positively, and 60% negatively to the question on whether they attended a basic management training courses since joining the university. Of the 40% who attended such basic management courses only

46% attended further management skills training courses. However, the further management training courses ranged from 1 to ½ day workshops and which included courses such as Communication Skills, Team Building, Computer Literacy, and Strategic Planning. Although 46% indicated that they could apply these skills to a limited degree within their working environment, no real opportunities were created to apply the skills learned in the absence of evaluation mechanisms such as a Performance Evaluation Management System. Of the respondents, 86% indicated that an Individual Development Programme (IDP) should be designed to suit their own training needs.

Table 2

	Response to	% Yes	% No
1.	Formal academic qualifications.	80	20
2.	Attended basic management courses.	40	60
3.	Attended further management skills training.	46	54
4.	Other training programmes attended.	40	60
5.	Training needs met.	46	54
6.	Applied skill in workplace.	45	55
7.	Shortcomingss in programmes	0	0
8.	Accept responsibility for T & D		
	Self	20	n/a
	The University	33	n/a
	Both	40	n/a
9.	Interest in Individual Development Programme.	86	14
		80	20
10.	GroupTraining Programmes to be developed.	100	
11.	Regional co-operation in T & D		

These respondents also indicated that the IDP programmes should be in line with UWC's strategic plan. The development of the individual can only be realized when the University has an adequate and relevant T& D programme that will enhance the acquiring of relevant managerial skills. 20% of the respondents indicated that they should personally accept responsibility for their T& D programme. They indicated that they are responsible for their own T&D and should take ownership & accountability for it. In contrast, 33% indicated the university should accept such responsibility, to ensure continuity of an official service. 40% indicated that both managers and the university should take responsibility for such T&D. One respondent stated that it is important that the individual attempts to improve, but the employer should also provide the incentive for training needed to perform these functions more effectively. The employer should invest in both in training and the human resources.

Managers also agreed that group training programmes should be offered to enhance internal managerial teamwork and that educational institutions within the region should establish joint training programmes. On the question of factors that hamper their T & D activities as managers, the responses may be summarised as follows:-

> Due to an entrenched culture of minimum effort and non-controversy, middle-management is viewed as passive, felt powerless, having limited space to initiate or, mediate the management of change . They were fairly critical about the lack of:-
>
> i)   performance and reward orientation activities;
>
> ii)   accountability at the various levels;

iii)   coordination across functional units, and

iv)   the absence of teamwork and lateral relations university wide. This can only be attributed to the lack of commitment by the university to develop and enhance the skills and abilities of its middle-managers in line with its SPD.

During interviews the managers also stated that the objectives of training and development should be to focus on, and to give them a much better understanding of the various cultures within the university setting. It would be useful to compare these cultures with others in terms of the autonomy they cede to the service sectors. It would also be necessary to impress upon Senior Management the need to take advantage of that autonomy if they are going to be successful within a university culture. They should use training and development as a vehicle for cultural change.

A number of managers referred explicitly to the role of T& D in changing the culture of the university, towards developing a more participative management style, and in improving quality of service. One of the interesting things envisaged for the university by middle-management is the downward decentralisation and devolving decision-making powers . The traditional way of training our managers should be replaced by one which trains them as businessmen. To be trained to think strategically and see things on a broad scale is absolutely vital. Another mentioned that:

> We need to come to terms with the up-grading of the calibre of our management workforce. Although we have already started at a slow pace , we still have some way to go. Sometimes, there exists a simple shortfall in basic management skills such as the low levels of

interpersonal skills in particular. Even if one sets up a system, people may not have the personal skills to carry it through. Talking through the management tasks in hand is foreign to some of the respondents. T & D should not be fragmented but rather integrated into the business strategy. If not, it raises all sorts of difficulties because it means middle-management have to think things through without having a pretty clear view of the optimal strategy of implications , and how it all hangs together.

Ranking of training needs

An analysis of column A in terms of the 11 major skills and knowledge areas that will be helpful to managers in comparison to that indicated on behalf of UWC is indicated in Table 3.

Table 3

Ranking of training needs (Middle- Management)

Training and skill development area.	Rank		%		%
	UWC	M/M	A	B	A&B
1. Goal setting and developing action plans.	1	1	86		86
2. Performance Appraisal and reviews.	5	2	76		76
3. Challenge and Motivation of staff.	4	3	73*		73*
4. Time management.	6	4	73*		73*
5. Face-to face communication.	7	5	53	12	65
6. Cost cutting measures.	2	6	47	6	53*
7. Budget management.	3	7	33	14	47*
8. Presentations.	11	8	27	20	47*
9. Selection Interviews.	9	9	20	4	24
10. Written communication.	10	10	13	40	53*
11. Coaching and training.	8	11	0	60	60

* Indicating a tie(s).

M/M = Middle-Management.

The first six skill areas indicated by both UWC and middle-management is comparable although the ranking differs. Both agreed that Goal-setting and Developing action plans are the first training priority. Performance Appraisal is ranked 2nd by middle-management and 5th by UWC. Budget management is ranked 3rd by UWC while it has been ranked 7th by middle-management . Cost cutting measures are again ranked 2nd by UWC and 6th by middle-management.

In column B managers were requested to indicate what other additional topics should also form part of a T&D programme . In comparison with the rankings in Column A, Training and Coaching scored 11th while it was ranked 1st in column B. Written communication scored 10th in column A and 2nd in column B.

An interesting fact emerged across the various service sectors during the analysis. There was consensus on the skills and abilities needed. The following skills area consistently appeared to be ranked most important: goal setting and the development of action plans, performance appraisal and reviews, challenging and motivating staff.

When the rankings in column A and B were combined selecting those additional programme not indicated in column A, the data initially presented changed the ranking order . Skills that were ranked least desirable in Column A, such as face-face and written communication, coaching and training becomes important skills required. Thus using the

combined responses in both columns, training areas devised should focus on the following areas of priority to implement the Strategic plan:

1. **Goal setting and the development of Action Plans**

   The focus of these programmes should be to:

   Teach middle- management the skill to setting realistic goals and standards, define performance requirements, and to develop action plans for achieving and controlling performance.

2. **Performance Appraisal and Reviews**

   The focus of this programme should:

   Teach middle- management the skill of appraising performance objectively and to conduct regular constructive performance reviews with subordinates.

3. **Challenge and Motivation of Staff**

   The focus of this programme should:

   Teach middle-management how they can challenge and motivate subordinates with the purpose of increasing their job satisfaction and develop a successful team spirit.

4. **Time Management**

   The focus of this programme should:

   Teach middle-management the skill to manage time of self and others effectively by prioritizing tasks, controlling interruptions, and measure time effectively.

5. **Communication: Face-face**

   The focus of the programme should :

   Teach middle-management the skill of communicating effectively in interface situations with subordinates, peers, superiors and clients.

6. **Cost cutting Measures**

   The focus of this programme should:

   Teach middle-management the skill of cutting costs through method improvement, work simplification or re-allocation, flow-charting and the analysis of procedures.

Furthermore, it does not mean that, since the other needs are not emphasized by the management corps of the university, they should be excluded from any training programme, but that they rather should be seen as complementary programmes to be included in the design of T & D courses.

Role perception

Mintzburg, (1973) argues that managers have three major functions that can be associated with several specific roles. These are managing interpersonal relationships that are associated with the roles of figureheads, liaison officers and supervisors . Managing information is associated with the roles of monitor, disseminator and spokesperson, while decision making is associated with the roles of innovator, disturbance handler, resource allocator and negotiator. Middle-management's perception of their roles is indicated in Table 4.

TABLE 4

Management Role Perception

Role perception	Rank	%
1. Leader	1	87
2. Entrepreneur	2	80
3. Information Disseminator	3	60
4. Liaison	4	57
5. Spokesperson	5	55
6. Monitor	6	53
7. Negotiator	7	33
8. Figurehead	8	29
9. Resource allocator	9	28
10. Disturbance Handler	10	25

Their role perceptions ranked in priority are:

1. **Leader**

    Motivating, guiding, and developing subordinates through training and coaching, and rewarding employees.

2. **Entrepreneur**

    Searching for new business opportunities and planning new activities for performance and method improvement.

3. **Information Disseminator**

    Transmitting information to subordinates through meetings, memoranda and reports.

4. **Liaison**

   Maintaining contacts with persons outside their chain of command through meetings, group discussions with peers, colleagues, clients and external suppliers.

5. **Spokesperson**

   Transmitting information to persons or groups outside the workgroup through meetings, and briefings on behalf of the work-unit.

However they do not perceive their roles to be:

1. **Monitoring**

   Seeking and obtaining information through verbal and written communication.

2. **Negotiating**

   Negotiating with employees, clients, external suppliers, and the unions in terms of labour and salary negotiations,

3. **Figurehead**

   In activities that entail ceremonial or legal duties.

4. **Resource allocating**

   In deciding which unit gets what and how much of the resources.

5. **Disturbance-handler**

   In taking corrective actions on problems or pressures such as strikes, material shortages, personal conflict, and resolution.

The five perceived roles selected by middle-management include those of leader, entrepreneur, liaison, information disseminator and spokesperson.

As a result of their position and responsibilities, middle management performs several integrative roles. Each of the three functions inherent to the managerial role should be seen as complementary rather than in isolation of each other. What is disturbing in terms of role perspective is the low priority given to the roles of disturbance-handler, negotiator and resource allocator. It seems that the respondents do not want to become involved in disputes of any nature nor in human resource management. This could be attributed to the fact that human resource management, especially employee relations and conflict resolution activities, are viewed as a traditional staff function that should be performed by the Human Recources Department, not by the middle-managers themselves.

To show leadership and entrepreneurial skills, requires that middle-managers perform the decision -making roles during change management, non-routine disturbances and interpersonal conflict. Another decision-making role is that of resource allocator in which the managers parcel out the unit's resources through a series of decisions on how members of the unit will spend their time, materials and funds. Managers are also negotiators for important decisions on behalf of their units involving persons inside and outside those units.

This role perception was primarily given in terms of their own functional area and more data should be collected on how they perceive their roles in the larger systemic context of the university.

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CHAPTER 4

SUMMARY, RECOMMENDATIONS AND CONCLUSION

Summary

The purpose and scope of this study was to identify those training and development needs of middle-management which would nurture and lubricate administrative support services in facing the challenges within the university as visioned by UWC in its Strategic Plan Document (SPD). Middle Managers have a crucial role to play within educational institutions.

They have to ensure that activities within the institution are co-ordinated, employees act responsively and responsibly, and that the organisation is able to generate creative alternatives to the challenges it faces. UWC clearly states in its SPD the expectations they have for middle managers within the overall management of the institution. An important objective is the need for a well trained middle-management corps. However, strategies to reach this objective have not yet been worked out. The information obtained confirms that UWC has not yet created opportunities for staff development at the middle- management level, and has not yet structured a focused training and development programme for its middle-management corps. Some findings of this study carry relatively simple messages while others are indicative of the complexity of the total training and development needs at UWC. Thus one of the clearest messages coming across from the study is

that more T & D is needed over all topic areas in management but, particularly at middle-level management .

The main findings which have emerged are that :*

- A dire need exists for training and development activities ;

- The majority of managers have not attended even basic management skills training programmes since joining the institution.

- Managers do have technical and /or occupational skills that have brought them into managerial positions but, they now need broader managerial skills and vision to apply within the Strategic Planning Framework.

- There are blockages to be overcome or circumvented in the pursuit of a focused integrative T & D strategy.

- The managers need to have role clarity in terms of what is expected of them in their job environment. When managers perceives their role theoretically, whilst not appreciating managerial objectives, or its scope of responsibilities, role strain and ambiguity can be experienced. This can have a detrimental effect on the delivery of efficient services.

- Middle-management do not see themselves being limited to maintenance activities within their functional areas of planning, directing, coordinating, supervising and related activities.

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*Since this data has been analysed, Strategic Planning sessions and T & D needs analysis have been held. This report does not deviate from the findings and validates the data presented.(Compare T&D report submitted during December 1995)

They want to be involved in entrepreneurial activities that promote change, innovation, growth and matters relating to the implementation of growth and change. More specifically, they recognise that :

- The training and development process should be placed in a larger process of organisational development; Training and development should be integrative and there should be linkage between the institution,, and its managers in training and development.

- Training and development has the potential to affect organisational climate positively, to facilitate the creation of more participative structures, to devolve responsibility more effectively, and to enhance the capability to be effective in a changing environment.

- There is a need for recognising the importance of customised training of both the individual and the institution. This should be clearly linked to a clear preference for establishing personal and team development, regional cooperation plans, performance reviews, and appraisals.

- The overall needs of middle-management training and development can easily be matched with those skills and knowledge areas the university wishes its managers to master in terms of its SPD.

Recommendations

A model for management training and development

One of the aims of this investigation was to identify the type of training and development programmes UWC should undertake to implement its goals and objectives set out in its SPD for its middle-managers. Although there are various models to apply in designing training and development programmes, the choice of the model will be determined by the situation within the organisation , or it may be necessary to adapt these models to suit the organisation's needs.

From a historical perspective, change within the university was more focused within the academic sector than in its administrative structures . UWC has developed various stages of organisational growth without preparing and developing its managers for each stage of the growth. Therefore, the models as identified by Weathersby (1980), Burgoyne (1988) and Ashridge (1987) should be taken into consideration when designing a specific model at the university. Historically the training that was offered was more formalised, or fragmented without any true strategic focus on the demands generated by the academic sector of the institution. The university has now reached the development stage where there is 'strategic planning and development' of overall management and governance of the institution. However, without the necessary skills and competencies middle-managers will not be able to execute the various tasks expected of them in a competent manner. Due to the time and financial constraints accompanying T & D a more innovative model needs to be designed to enhance managerial training and development at UWC.

Therefore a fusion model for training and development is proposed as depicted in Diagram 5. The basis of this model is :

Fusion model of Training & Development

Diagram 5.
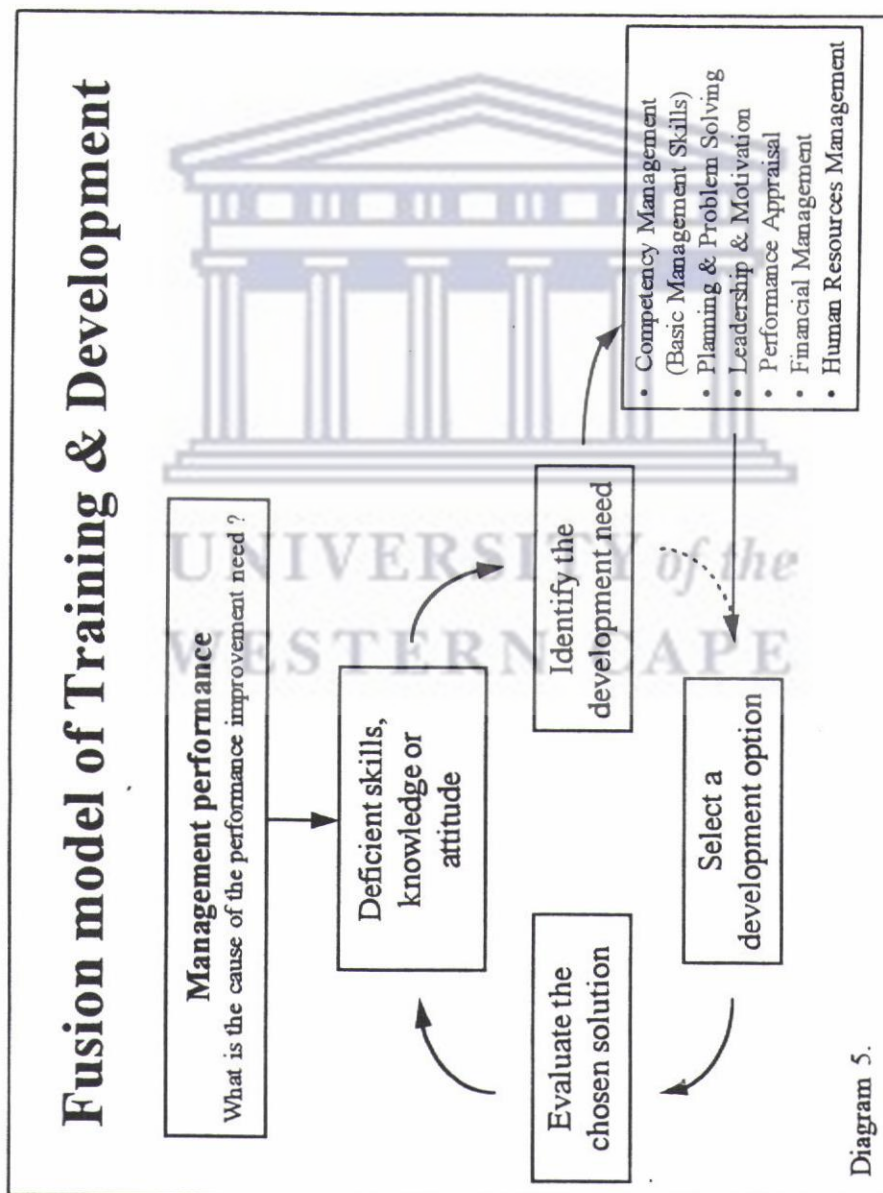
Source:Model adapted from HR Driven Performance Management. International Executive Communications. February 1995.

The development of functional skills and specific competencies

These are skills and competencies that have to do with general management and strategies, such as planning, goal setting, motivation, leadership, performance management , communication and consultation.

The promotion of self-understanding and self-actualization

To assist individual managers in increasing their level of awareness, autonomy, self-reliance, and to refine personal value systems.

Facilitation of interaction with colleagues, peers, and associates

The exchange of ideas, team building and staff interdependence; giving and receiving feedback, promoting positive attitudes and sensitivity towards others, sharing information about the organisation, and enhancing internal communication.

Exposure to innovative training and development issues

Encouraging proactive service and programme development and active responses to university-wide issues.

Allowing for professional growth, development and renewal

Developing a professional style, enhancing commitment, accountability, and self -esteem; preventing burnout; offering new challenges as well as opportunity for reflection and reassessment.

Conveying theoretical and philosophical knowledge

This enhances understanding the total higher education sector through lectures and discussion of issues in the tertiary education sector and society by professional associations and consultants.

Advocacy for the model

Managerial development is an educative process that consists of a combination of training programmes and practical experience. It should cover a wide range of relevant knowledge, skills and attitudes through which a person is prepared over a long period. The application of this model is designed to serve long as well as short term training needs of middle-management.

The short term objective is to teach managers management skills, abilities and attitudes through practical experience and self-learning. The long term objectives in terms of the model would be to align managerial skills and capabilities in accordance with future business challenges facing the university. The content of managerial development programmes will have to relate specifically to the university's vision, its operating strategies as well as its immediate short and long-term objectives.

Immediate short term objectives for T & D

A core management training competency should be determined and for this purpose it should be Performance Management whereby key result areas are managed. Performance Management can play an

important part in managerial training and development and thereby create a combined opportunity to enhance the abilities, experience, and knowledge of middle-management.

Performance Management is about getting better results from the organisation, the teams and individuals by ensuring that every employee's contribution is directed towards achieving the aims of the business. Effective management performance is the key to the university's ability to gain and maintain competitive advantage. When guidelines for Performance Management are offered and evaluated the other management competency areas such as planning, goal-setting, motivation, coaching techniques (to rectify actions) should be fused into this core programme. These programmes become "windows" into the functional area of management. The learning activities can vary from lectures to competency based workshops. Lecture based activities can be developed by using available resources within the university. A series of lectures for each programme should be devised in such a way as to ensure that appropriate areas of knowledge development are not neglected. A learning contract should be developed in terms of Performance Management whereby managers apply some elements of certain lecture topic areas at greater depth and length within their organisational units.

In addition to the development of skills and knowledge that the learning contract process* itself has important implications for the development of participants' ability as managers to set and realize appropriate objectives.

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* The whole process and principles of adult learning should also be taken into
  consideration

It assists participants to develop skills in self-assessment and in manage-ment of their own learning and career development.

The workshop will facilitate team development through active member participation that provides support and resourcing to each other. Parti-cipants gather information from their workplace on specific topics or lecture related topics. This is discussed and analysed within the workshop setting. It is important that these activitites be designed in a way that provides opportunitiess for practice for managers to optimal develop their skills. Workshop activities should not only create awareness and understanding, but should develop competencies that are needed to fulfill managerial functions effectively. Bellis (1993. p 27.) confirms that:-

> Even the training programmes that claim to incorporate and sometimes provide learning opportunities, which apparently take place without specified formal instruction or set of pre-determined material, tend to end in a mechanistic and mandatory application process.

Limitations and constraints

The application of this model will only be successful if there is commitment by the managers in making the enterprise succeed. Anything less will create opportunity for members to develop a "wait and see" attitude. Studying their own processes and evaluating their own performance are two activities which for managers never end, but persist in team development. Team-building cannot occur without joint programmes. Face to face interactions amongst members is important to relate to each other as a group.

Participants should practise the output of workshops and lectures on a daily basis. A continuous process of diagnosis, action plans, implementation and evaluation, should be in place. The only way to overcome these constraints is to design and implement at the university a performance appraisal system to evaluate and adjust performance appropriately.

Advantages of the model

This model has the following potential advantages.

a) Raising managers' level of interpersonal and organisational effectiveness, and helping others to increase their awareness of the processes of communication, interpersonal feedback, problem solving, leadership styles, decision making and goal setting.

b) Clarify goals and defining role functions.

c) Improving managerial skills as effective managers, communicators, and organization facilitators.

d) Creating a system in which the needs and desires of individual managers can be realised in an organisational context.

e) Helping each other to consider, understand and manage change within a strategic plan.

f) Developing awareness of one's present state, of how attitudes affect behaviour, and experimenting with behaviours, learning new behaviour patterns appropriate to one's situation , and /or ensure consistency in managerial practice.

g) Managers may become effective "managers of change".

For both lecture and workshop activities the following six broad categories of programmes can be identified for managements training and development needs at the university:

- Competency Management (Basic Management Skills)
- Planning and Problem-solving
- Leadership and Motivation
- Performance appraisal
- Financial Management.
- Human Resource Management.

These core fusion areas should address the common problems middle-managers face and give them the training necessary to be active participants in strategy implementation and to use these skills correctly to the benefit of the university. Through continuous feedback the value of the various programmes may be assessed.

Feedback is the crucial mechanism to alter or improve the training programmes. Various feedback mechanisms can be used to collect the necessary information required. Combining this with the proposed learning activities will lead to a better transfer of learning of organisational situations and to link actions with learning. Where managers do not perform effectively within their unit an individual development programme may be designed to fit the needs of the individual managers. A time-frame should be established by UWC to have the fusion model implemented.

Long term Objectives for T & D

Managerial competencies such as people (communication and supervision) and task (administrative and cognitive) handling can be developed through training programmes. Other managerial qualities such as leadership and values will be hard to modify through training programmes and coaching. Training and development need to be integrated with other intervention strategies such as organisation development. Managers need to keep up to date. Since progress may be rapid, training and development should be aligned accordingly. Continuous training and development should become an integral part of managerial working life. Further training and development programmes linked to specific and general strategic areas identified in terms of problems and challenges the university experiences, should be offered within a broader societal perspective. Areas such as performance improvement, preparing for changing task demands and roles, increasing knowledge, developing attitudes, and responding pro-actively to emerging technology and environmental changes are all challenges which the academic institution will have to face.

These core programmes could address:

- Challenges facing higher education (National and international).
- Managing human potential within IHE (Teamwork).
- Financial management within IHE.
- Managing information and technology within IHE.
- Managing change and development within IHE.

■ Managing for outcomes: strategic and institutional planning. (It should include aspects such as quality control, quality management and assessment.)

Other support programmes should include stress management, personal development, inter-group management, and other functions that need improvement over time. In comparison with other traditional models for management training and development the Fusion Model differs as follows.

Diagram 6

TRADITIONAL VERSUS FUSION MODEL FOR TRAINING AND DEVELOPMENT.

TRADITIONAL	FUSION.
1. Approach: Fragmented: Focus on Individual organisational units .	Approach: Focused. Institution wide in term of Strategic Plan.
2. Educational: need for well educated, broad based managers.	Consulting: need for managers who can deal with strategic or tactical issues.
3. Primary focus: Individual effectiveness.	Primary focus. Organisational and unit effectiveness.
4. Analysis of positions: Competencies required.	Analysis of current business issues in which competencies required are determined.
5. Training Programmes attended via Workshops	Training Programmes tied with lectures and Workshops with emphasis on Self Learning and enrichment
6. Attended by Individual Managers	Attended by Individuals and Management Teams.

Regional Co-operation

UWC is currently engaged in various cooperative strategies with educational institutions within the region on academic matters. Similar ones should be developed focusing on management training and development. Through participating in regional training programmes, managers will be able to exchange ideas and experiences with their peers, and through this interaction, gain enriched knowledge of diverse practices in the management of higher education institutions.

Conclusion

Institutions of Higher Education in South Africa are facing various challenges due to the changed polity in the country. The most important challenges facing IHE in general, and UWC specifically, are the demand for transforming the university system of governance to make it more representative, open and participative; the diverse student population demanding access, and the strain on its finances due to student demands to register all students who are academically sound irrespective of their outstanding debts.

The term administrator and manager within institutions of higher education are often used vaguely. It is argued that an administrator is someone who does not teach, and that his/her functions or roles consist of providing institutional leadership. Managing again is a set of activities distinct from those of an administrator. It entails the day-to-day operational management of the institution. The terms are synonymous, but it should be recognised that managers operate at various levels at IHE, and they do different things.

Middle-managers, especially at IHE with dual organisational structures, occupy very important positions and play a crucial role, although this is sometimes not sufficiently appreciated by the academic side. It is not expected that middle-managers take policy decisions. This is the prerogative of committees within IHE. The former provide information and advice to these committees and other academic officers. Although the principle of not taking or influencing decisions is central in the academic / non academic dichotomy, it is questionable whether absolute adherence to it is possible or proper. This view needs to change. Middle-managers occupy a linkpin position. They link supervisors and top management and, as such, should be able make an invaluable contribution to the way IHE is managed. They buffer the demands of the various stake-holders within the university community and the top management , and have an important role to play in nurturing change. It falls within their ambit to make policy suggestions, to examine critically the effects of policies, to question the effectiveness of decisions, and to provide policy implementation options. On the operational level, they are directly involved in the allocation and management of scarce resources and make an appreciable contribution to the optimal use of such resources.

The focus of this investigation was on the illumination of 'unmet needs' in terms of developing training and development programmes for middle-management at UWC to achieve high quality support services and to improve management capabilities. It is also believed that this investigation sheds some light on the processes and problems the university will have to face as it initiates training and development opportunities for its middle-managers. Clearly, it is possible to institute an 'integrated' or 'focused' development programme since the university itself has a clear sense of its

overall strategy. It is also apparant from the data collected that there are many barriers to overcome. Urgent attention needs to be given to revitalising the SPD into a general managerial objective within the university.

A well integrated and focused training and development programme needs to be implemented as a means to enhance the managerial capabilities of the university in terms of the present unmet needs . It is even more crucial to build on these skills and knowledge to meet the demands of future tasks. Training and development should be seen more as a strategic weapon rather than as a tactical tool. It should set its sights on sustaining characteristics, as well as competencies. It must revolve around a cluster of competencies needed instead of job duties. The former should stimulate the capacity for transformational behaviour rather than merely maintain equilibrium and sustain activity.

UWC has developed through various stages of 'organisation growth' without preparing and developing its managers for each phase of the growth. The training offered was more formalised and fragmented without true strategic focus on the demands generated from the academic sector of the institution. The university has now reached the development stage where there is strategic planning and development of the overall management and governance of the institution to which middle-management can make a contribution. However, without the necessary skills and competencies they will not be able fulfillthe expected functions in a competent manner. Due to these T& D challenges, the time and financial constraints involved, a more innovative model needs to be designed to enhance managerial expertise.

The proposed Fusion model for T&D based on Performance Management, if planned and implemented correctly, will be beneficial to both the university and its managers. The core concept of this model is the continuous provision of an appropriate range of managerial skills and competencies to ensure effective organisational performance. Rather than being treated in isolation, training and development should be integrated with OD activities that will not only benefit the administrative side of IHE, but the academic component as well, to produce a more effective and efficient service. UWC will have to accept responsibility for management development for a fixed period of time until such time that the competencies it requires from its managers are met. Before any plan of action can be instituted, T&D will encounter some potential and actual limitations and blockages but, where possible, attempts to mitigate or overcome deterrents. These limitations are, inter alia, the existing organisational structure and culture, decision-making, empowerment, role clarity, career planning and, most importantly, a management appraisal system. Training needs analysis, training delivery and performance appraisal are normally integrative. They closely and explicitly link the university and its managers with training and development. It can do this on the one hand through satisfying the development needs of the individual who is the university's key human resource and, on the other , through using management development strategically to increase the capacity of the university to engage, adapt to, and, indeed, to be proactive in meeting new challenges and circumstances.

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RESIDENTIAL UNIVERSITIES IN SOUTH AFRICA

* = date when these ethnic university colleges were granted full university status.

University of	Ethnic Group	Date founded	Succeeding
Cape Town	White- English	1916	S A College, 1829
Durban Westville	Indians:	1960 /1971*	Salisbury Island.University College.
Natal	White- English	1950	Natal University College,1909
Fort-Hare	Nguni	1951/1960*	S A Native College. 1951
North	N Sotho	1960/1970*	University College
Orange Free State	White-Afrikaans.	1950	Grey College, 1855
Port Elizabeth	White- Afrikaans/ English	1965	
Potchefstroom	White-Afrikaans	1951	Theological School,1869
Pretoria	White-Afrikaans	1930	Transvaal University College,1908
Randse Afrikaans.	White-Afrikaans	1966	
Rhodes	White- English	1951	St.Andrews College, 1855
Stellenbosch	White -Afrikaans	1916	Victoria College, 1866
Western Cape	Coloureds	1960/1970*	University College: 1960
Zululand	Zulu	1960/1970*	
Witwatersrand	English- White	1923	S A School of Mines and Technology
Medunsa	Africans	1980	
Bophutatswana	These universities were established by the various home-land governments separate to the other ethnic universities already in place. Since 1994 these universities are incorporated within the various provinces.		
Transkei			
Venda			

MANAGERIAL TRAINING AND DEVELOPMENT ASSESSMENT

NO.

PRIVATE AND CONFIDENTIAL

Dear Colleague.

1. I am a M. Admin. candidate in the School of Government at the university. This questionnaire is part of my thesis and its purpose is to collect data pertaining to the training and development needs of middle-management. The data will be used to determine the nature and scope of training needs at this level. I hope that this data will eventually be used as basis for designing management training and development programmes.

2. I therefore ask you to participate in this research by answering **all** the questions to the best of your knowledge.

3. If you are interested in the result of this study, please indicate at the end of the questionnaire and a summary of the findings will be mailed to you.

4. Please return this questionnaire by   31 October 1995.

Thank you for your cooperation.

Yours sincerely

Vincent Morta

SECTION A.

ACADEMIC QUALIFICATIONS ....·

PROFESSIONAL QUALIFICATIONS : ....··

LENGTH OF SERVICE IN CURRENT POSITION:...............................

SECTION B

Indicate which of the major skills and knowledge areas will training be most helpful to you. Select only five major areas and rank them in order of priority from 1 (most desirable) to 5 (least desirable) in Column A.
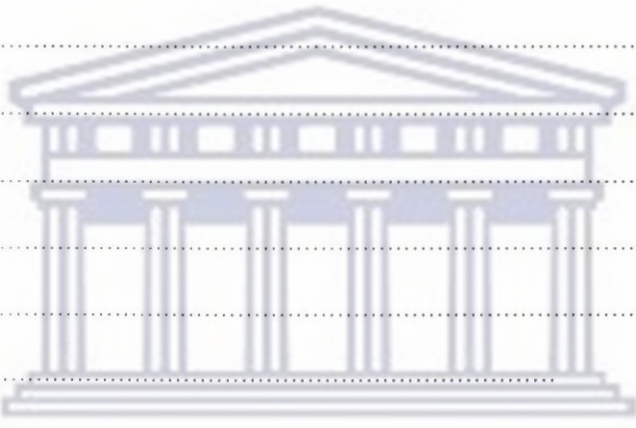
In column B indicate which other additional program topics would you like to see to be included in a Training and Development programme.

Skills/Knowledge   A B

	Skill/Knowledge	A	B
A.	skill in communicating effectively in face-to-face situations-with subordinates, peers, superiors, clients.		
B.	ability to set realistic goals and standards, define performance requirements, and develop action for achieving and controlling performance.		
C.	ability to conduct selection interviews in a way that produces the information needed to make sound hiring decisions consistent with institutional policy.		
D.	ability to challenge and motivate subordinates, thereby increasing their job satisfaction and developing a team of "turned on" employees.		
E.	skill in giving on-the-job training and coaching to subordinates.		
F.	ability to appraise performance objectively and to conduct regular, constructive performance reviews with your subordinates.		
G.	skill in written communication.		
H.	ability to manage time (of self and others) effectively by prioritizing, controlling interruptions, measuring cost effectiveness, etc.		
I.	skill in cutting costs through methods improvement, work simplification or reallocation, flow charting, analysis of procedures, etc.		
J.	ability to make effective presentations and to sell ideas in a persuasive manner - to management, to subordinates and to users.		
K.	ability to manage budgets more effectively within the total financial planning of the institution.		

2.	Did you attend any basic management training courses since joining the university?	Yes	No
3.	Did you attend any further management-skills training courses?	Yes	No
3.1.	**If Yes,** Indicate the training programmes you attended since joining the university.		
	3.1.1.		
	3.1.2.		
	3.1.3..		
3.2.	Did the training programme(s) meet your needs?	Yes	No
3.3.	Were you able to apply the skill you have learned in your working environment.?	Yes	No
4.	Were there any shortcomings in the programmes that you have attended?	Yes	No
5.	Who should accept responsibility for your training and development?		
	6.1. Yourself		
	6.2. The university		
Briefly explain your response on the above.			
7. Should an Individual Development Programme (IDP) be designed to suit your own training and development needs?		Yes	No

		Yes	No
8.	Should group training programs be offered to enhance managerial teamwork.	Yes	No
9.	Should educational institutions in this region join forces to establish joint training programs directed at specific areas.	Yes	No

10. Indicate any relevant factor(s) that hampers management training and development at the university

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SECTION C

YOUR MANAGERIAL ROLE

How do you understand your own role within the list of categories indicated below. Select and rank any **five roles** in order of priority in terms of how you see your managerial role.

MANAGERIAL ROLES

RANK.

Role	Description	Rank
Figurehead: :	Using formal authority to implement goals and institutional decisions	
Leader:	Motivating, guiding and developing sub-ordinates (training, coaching and rewarding employees)	
Liaison:	Maintaining contacts with people outside of your unit (meeting with peers, and clients).	
Monitor:	Seeking and obtaining information through verbal and written communication media (meetings, memos, reports.)	
Disseminator:	Transmitting information to subordinates through meetings and briefings.	
Spokesperson: and	Transmitting information to people out-side your work group (speaking to groups, reporting to clients , briefing senior management and other stake-holders)	
Entrepreneur:	Searching for and creating new opportunities for planning and performance improvement.	
Disturbance handler :	Taking corrective actions on problems or pressures (IR and operational problems, as well as personal and staff conflict resolutions).	
Resource allocator:	Deciding which units get what and how much resources should be allocated. (budgeting,decisions	
Negotiator:	Representing your unit or organisation at major negotiations with clients and staff members..	
End of Questionnaire. Thank You.		

Should a copy of the findings be mailed to your department.   Yes/ No.