

A PEDAGOGICAL ANALYSIS OF THE POST-GRADUATE PROGRAMME IN THE SCHOOL OF GOVERNMENT AT THE UNIVERSITY OF THE WESTERN CAPE (UWC) WITH SPECIAL REFERENCE TO THE SOUTH AFRICAN QUALIFICATION AUTHORITY

By

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**UNIVERSITY *of the*
WESTERN CAPE**

A mini-thesis submitted in partial fulfillment of the requirement of the degree of Masters in Public Administration in the School of Government, University of the Western Cape.

DEDICATION

Dedicated to Professor B. O'Connell, for his contribution towards Education in the post-apartheid South Africa.



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ACKNOWLEDGEMENTS

I would like to express my gratitude and sincere appreciation to God for lending me spiritual strength and for making this study a success.

Heartfelt thanks to my supervisor, Prof. JJ Williams, for his guidance and support.

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To Chrismar, Lizelle, and my mother for your sacrifices and unwavering support.

To Chloe for the joy and laughter.

::

ABSTRACT

¹ "The pedagogical situation

A friend who taught me right from wrong and weak from strong

That's a lot to learn, what can I give in return" (cited in Berube, 1995)

The "pedagogical situation" assesses the post-graduate programme of the School of Government at the University of the Western Cape during the transformation of higher education, regards education as one of the most powerful tools. This study seeks to explore the challenges of transformation with special references to its practical implication vis-a-vis higher education in the post-apartheid South Africa.

The study explores the concept "transformation" and bureaucratic relations of knowledge and power. It provides an overview of the restructuring of the post-graduate programme of the School of Government, and it concludes with recommendations on how to improve control of quality service delivery in line with the requirements of the South African Qualifications Authority.

The study is based on a systematic analysis of key policy documentation, an in depth review of the modular content of the post-graduate programme. (September 2001 until April 2003).

The findings points out constraints around the restructuring process. These constraints include communications gaps between different departments linked to the

¹ 'To sir with love', National Pedagogy in the Clinton Era --Judith Frank (1995) cited in Berube & Nelson

...

post-graduate programme in the School of Government, and knowledge and power struggles between colleagues. RPL is demanding new quality control on service delivery of the post-graduate programme for both students and lecturers.

The researcher recommends change of culture and an open line of communication for all relevant parties to ensure quality control on service delivery. The awareness of the importance of the role of ethical relations could contribute mayoral to the University and the School of Government. A change of the combination of curriculum of the post-graduate programme could enhance service delivery.

The researcher contends that the post-graduate programme is able to offer officials in public organizations the opportunity to equip themselves to be competent according to the new expectations of the Public Service.



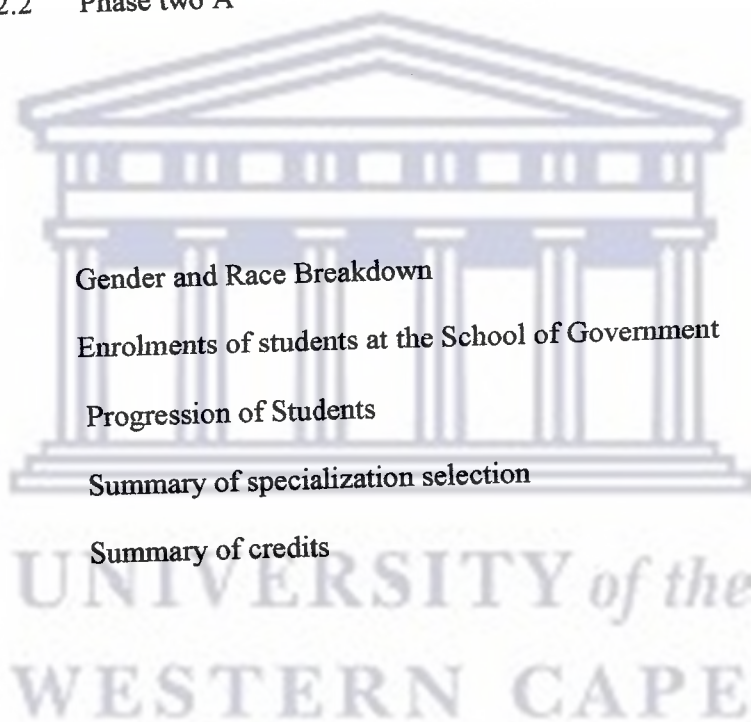
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LIST OF ACRONYMS

CHE	Council on Higher Education
EMS	Economic Management Science
ETQA	Education and Training Quality Assurance
HEQC	Higher Education Quality Committee
HRD	Human Resource Development Act
MPA	Masters in Public Administration
MME	Management Monitoring Evaluation
NSB	National Standard Body
NQF	National Qualifications Framework
RPL	Recognition of Prior Learning
SAQA	South African Qualifications Authority
SOG	School of Government

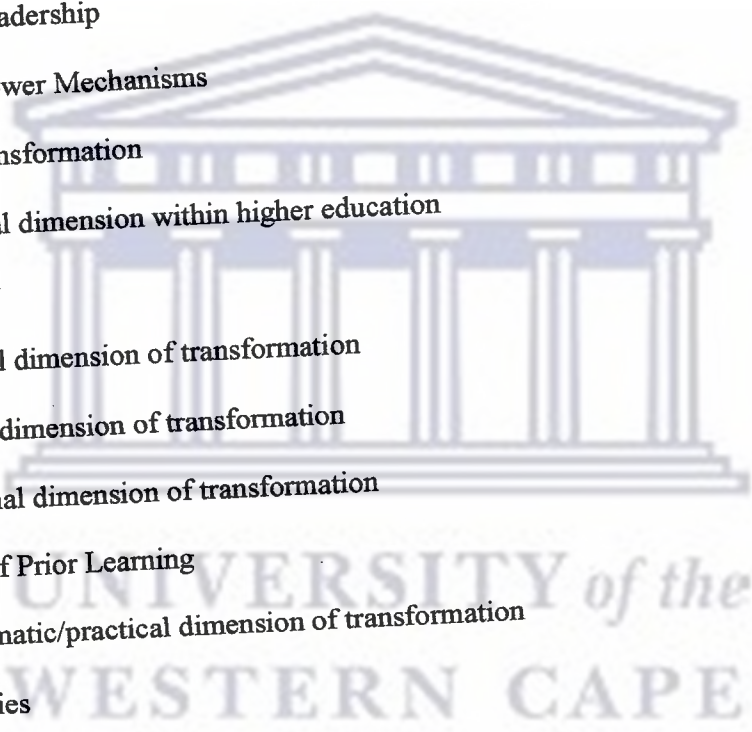


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CHAPTER ONE

PEDAGOGY OF THE POST-GRADUATE PROGRAMME

INTRODUCTION

This study explores the challenges of transformation within higher education and its impact on the post-graduate programmes such as the one that are available in the School of Government at the University of the Western Cape.

In the realm of higher education the university plays an important role as it influences large numbers of people. Not only in terms of what is taught and how one might locate oneself in context and content of specific forms of knowledge, but also in terms of large numbers of students who impact significantly on a variety of public institutions. In this regard the post-graduate programme fulfills a very significant pedagogical role within socio-historical context of South Africa.

PROBLEM STATEMENT

In view of the restructuring of higher education at large it is appropriate to investigate the nascent form and substance of transformation in higher education at the backdrop of the legacy of apartheid. The new educational policies do not necessarily imply that values and norms of the previous higher education system have disappeared from the system. Operation causes conflict with the new expectations of the transformation of higher education. Both students and lecturers could be within a difficult position on the post-graduate programme. The need for the development of a critical mass of intellectuals, especially black intellectuals and multi-skilled professionals during transformation within higher education is of utmost importance for the future. The

pedagogical analysis of the post-graduate programme could contribute towards the new role of intellectuals on the post-graduate programme as suggested by Giroux, (1998, p.xxiv).

“As intellectuals, they will combine reflection and action in the interest of empowering students with the skills and knowledge needed to address injustices and to be critical actors committed to developing a world free of oppressions and exploitations.”

OBJECTIVES

This study therefore seeks:

To examine the role of bureaucratic knowledge and power, impacting on the post-graduate programme.

To explore the challenges of transformation with special references to its practical implication for the post-graduate programme.

To assess quality control on service delivery of the post-graduate programme in terms of the requirements of the South African Qualifications Authority.

Background and context of the Post-graduate programme at UWC

The post-graduate programme, Masters in Public Administration (MPA) has to be viewed within the context of the early establishment of the School of Public Administration (SPA) at the University of the Western Cape, to address the problem situation within the Public Administration in South Africa. Relevant training, research and community service, which would cater for the civil service local government and public enterprise in a post- apartheid South Africa are provided. The university

broadened the concept of the School in 1993 and adopted the name of The School of Government (SOG). The focus was broadened to include public administration, public policy, public management, state and development, international relations, management of Non Governmental Organizations and Civic Based Organizations as well as other government related studies. (Report of the UWC SPA now SOG Project June 1993). The Masters of Administration degree offered in 1993 had preceded the Masters in Public Administration. The degree is a fully accredited professional training programme of the School of Government of the University of the Western Cape, over two years with a flexible entry process, allowing Recognition of Prior Learning (RPL). The Rating system of credits by the South African Qualifications Authority is applied.

There are different groups of students enrolled for the post-graduate programme. They are young full time students, with no employment experience and mature students from public organizations, locally and globally from Africa and Western countries. The timetables are exactly the same for part time and full time students.

¹The MPA programme commences in February or July. The minimum duration is two year for fast track students (to be completed in a maximum of three years), and three years for slow-track students (to be completed in a maximum of four years).

The MPA programme consists of a Part One with 110 credits and a Part Two with 130 credits. In Part One of the programme (year one for fast-track students), students follow the same core programme consisting of a module in Analytical and research Methods -SOG 826 (totaling 20 credits); seven core modules totaling 70 credits and

¹ School of Government, University of the Western Cape, Postgraduate Programmes, 2001.

an internship report or practical research project totalling 20 credits. Students with no prior practical experience in public service or related field take the internship, while those who do have prior experience undertake the practical research project.

There are four areas of specialisation offered in Part Two (year two for fast-track students) namely Public Policy and Management, Local Government Management, Development Management and South African Co-operation and Development.

Students who choose one of the first three of these for their area of specialization are required in the second year, to undertake: 3 core semester modules totaling 30 credits; 5 elective semester modules totalling 50 credits, chosen from their area of specialisation and a research report on their chosen area of specialization, totaling 50 credits.

Students who choose the Southern African Co-operation and Development stream as their area of specialization are required, in the second year, to undertake: 5 core semester modules totalling 50 credits; 3 elective semester modules totalling 30 credits, chosen from the South African stream and a research report on South African Co-operation and Development, totaling 50 credits.

The integration and interconnectedness of knowledge and skills, practice and theory is of utmost importance during the post-apartheid South Africa to allow students to develop holistically and not to only learn in compartments. They should understand that their own worlds consist of research and that an inquiring mind paves the way towards a broader perspective on society and its multiple challenges.

RESEARCH QUESTIONS

What is the role of the bureaucratic knowledge and power impacting on the post-graduate programme?

What are the challenges of transformation in Higher Education in relation to the post-graduate programme?

How could quality control of service delivery in the post-graduate programme be ensured in line with the requirement of the South African Qualification Authority?

SIGNIFICANCE OF THE STUDY

The study seeks to offer a contribution towards the transformation of higher education and the post-graduate programme of the School of Government at the University of the Western Cape. The study could complement the findings of the review completed by the policy unit of the university.

The critical analysis of the post-graduate programme will be the first by a post-graduate student on the programme, which could serve as an educational indicator to point out the importance of the training component and allow future reviews of the programmes by students.

The researcher has been part of the transformation within education within the General Education and Training and Further Education and Training bands and of the National Qualifications Framework, facilitating and implementing change for the Educational Department. Currently the researcher is a facilitator for the Writing

Centre and Ilwimi Centre at the University. The different platform for the researcher contributes to the specialization field of Development and towards transformation in education as a whole.

LIMITATIONS OF THE STUDY

Discussions with students of the different specialized streams were done, but students did not want to be quoted. Only three agreed. They were afraid of failing and being penalized for the sharing and had the concern if the researcher was not afraid of failing because of the study. It impacted on the study. The researcher had access to support programmes of post-graduates on campus, but could not include the summaries, because it could still expose students on the pot-graduate programme. It would have been unethical, according to the rule of confidentiality within the support structures. An interview with a senior executive was cancelled at the last minute in 2002 with the researcher and supervisor. The supervisor was available and prepared to offer additional guidance on the analysis of informal interviews and how to determine what is still needed for the study. The researcher had limited funding available for the post-graduate programme and no additional support for the research done.

Access to internal documentation was problematic and the analysis of 1999 and 2000 were not available. It was reported to the researcher in May 2003 that The School of Government is also in the process of restructuring and that access to the Evaluations by students are used, so it will not be available. The researcher planned the using of the documentation at the end of the study to entertain a concern raised by the course coordinator in 2001, regarding the sensitivity of the content and the possible

accessibility, to the supervisor of this study and a part time lecturer at that time. It would not be ethical and fair against the other lecturers. The delay was very costly and impacted to confirm the issues on the number of different first languages used by students on the programme, the number of students who completed the full programme and who still have the thesis outstanding.

METHODOLOGY

The study is based on a systematic analysis of key policy documents of the National Educational Department, Higher Education, The School of Government and the South African Qualifications Authority.

An in depth review of the modular content of the post-graduate programme by means of intensive observation performed by the researcher for one and a half year of the post-graduate programme on academic and administration level of the post-graduate programme was performed. The researcher served as student assistant at the reception of the School of Government where all the positives, problems and difficulties, registration of post-graduate students occur and are introduced. The evaluations of all modules by students during 2002 were analysed. Informal discussions with lecturers and staff at the School of Government and with one executive responsible for quality assurance were done. In 2001 mentoring were offered by the researcher to the post-graduate students. The researcher was a tutor as well in 2001 for the part time students in English, in the Faculty of Arts allowing exposure to the needs of students and service delivery thereof elsewhere on campus. The researcher served as a consultant at the Writing Centre of the University (2003, 2004) and is exposed to the insight and support of other post-graduate programmes at the University of the

Western Cape. The researcher served as a consultant for the PET (Post-graduate Enrolment Throughput) Project (2004) and Student Assistant at the Office of Student Development (2004).

This educational research activity required the analysis of documentary evidence, which has been used as a supplementary for other forms of information, which was difficult to obtain. The Constitution and various policy documents such as the Education White Paper 3 (1997), the National Plan for higher Education (2001), of the Department of Education, The Employment Equity Act, The Human Resource Development Act (HRD), the Skills Development Act, Transformation of Public Service and Administration and the South African Qualification Authority could be seen as a silent form of media, with many secrets to reveal and to unpack during the research.

The Annual Reports of the School of Government 1996 –2000, A Review by the Education Policy Unit of the University of the Western Cape, Evaluations of Lectures by Students, The history of the UWC, The History of the Post-graduate programme were used as part of the content analysis which according to Simon (1979) falls within the ‘realm of interpretive sociology’. The researcher had to take into account the situational context of the communication, speaking to whom and under what circumstances.’ The researcher had to scrutinized the data collection in terms of which data was analyzed and the following list of categories with references to higher education will be used as headings with suitable subheadings related towards it within each chapter: The Challenges of Transformation in Higher Education with specific

reference to Policies, Management, Administration, Curriculum, Quality Control on Service Delivery and Ethics.

OVERVIEW OF THE STUDY

Chapter One introduces the study, the problem statement and objectives, provides a brief history of the post-graduate programme. The significance of the study, research questions that will be answered, limitations to the research methodology and research methodology is introduced. An outline of the study concludes this chapter.

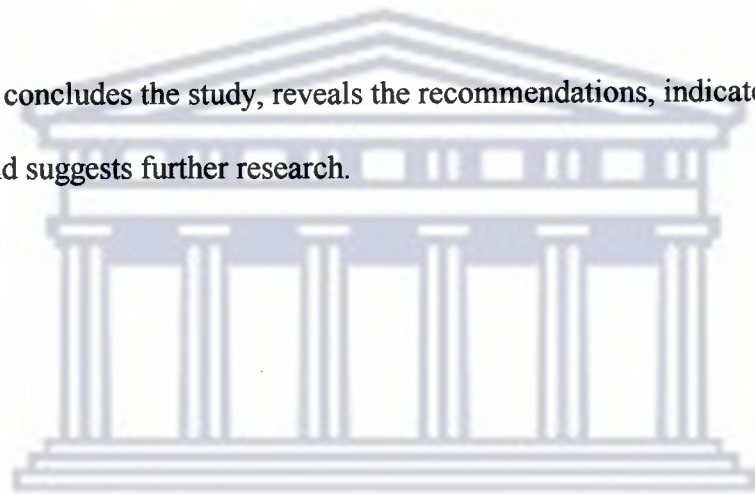
Chapter Two discusses literature that focuses on the challenges of transformation. It introduces the theories of Weber on bureaucracy, leadership and management. The interrelationship between Public Administration and Education are attended to and it does so against the background of a number of perspectives provided by existing literature and policies within Higher Education, the South African Qualifications Authority and the National Qualifications Framework. Gramscian theory is also introduced.

The notion of the concept of transformation at the backdrop of a number of perspectives provided by existing literature is introduced: 1) the dimensions of transformation; 2) Curriculum which in turn hinges on a particular understanding of Cultural studies and Critical Pedagogy; 3) Critically Sense-making skills; Machiavellian Theory will finally be referred to with the view to indicate the significance for transformation within higher education, especially the thought that “theory is an idea, not something identical with social reality”(Machiavelli, 1515) .

Chapter Three analyses the research findings from both the students and the lecturers during the observations of the research.

Chapter Four suggests proposals for the post-graduate programme based on the observations during the research, educational policy documentation, and transformation procedures within higher education and quality assurance in line with the South African Qualifications Authority.

Chapter five concludes the study, reveals the recommendations, indicates the limitations and suggests further research.



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CHAPTER 2

LITERATURE REVIEW ON THE CHALLENGES OF TRANSFORMATION OF HIGHER EDUCATION

INTRODUCTION

The previous chapter introduced the study as to explore the challenges of transformation within higher education and the improvement of quality control on service delivery on the post-graduate programme. This chapter focuses on the challenges of transformation attending to the theories of Weber on bureaucracy, leadership and management. The interrelationship between Public Administration and Education is attended to and it does so against the background of a number of perspectives provided by existing literature and policies within Higher Education, the South African Qualifications Authority and the National Qualifications Framework. Gramscian theory is also introduced.

The general view on transformation in higher education acknowledges amongst others the critical role of: 1) the dimensions of transformation; 2) Curriculum which in turn hinges on a particular understanding of Cultural studies and Critical Pedagogy; 3) Critically Sense-making skills; Machiavellian Theory will finally be referred to because it shows the intimate connection between philosophical understanding and the good life proposed for the baseline framework to create a balance.

THE CHALLENGES

Too often though, as to Nightingale (1994: 58), there is a failure to recognize that the whole environment of teaching and learning affects students' academic progress. L

Grossberg, (1989), Cary Nelson (1991) and Stanley Aronowitz (1993) as cited in Nelson (1992) state that ‘ We need to organize, but the model of the high-status faculty member is that of individual entrepreneurship’. We need to talk to the public about the values we potentially share, but faculty are trained to instruct, those who do not know’, is matching the picture and experiences of the researcher within the higher educational spheres. It is questionable who are the “we” talking” and “whose values are shared”?

The researcher noticed the different platforms of interaction and service delivery during registration as a student in 2001, 2002 and the first block of 2003 in the School of Government at the University of the Western Cape. The administrators of the School of Government, the Faculty of Economic Management Sciences and the Administration of the University have managed registration. The administrators of the three units have shown different values, norms, expectations and service delivery regarding the same issue. Higher education directly affects students, whose work is significantly related to public issues and the renewal of civil society, which makes a reflection of the impact of the previous regime so vital to be alert of in order not to repeat the same mistakes of the past. In this regard the post-graduate programme fulfill a very significant pedagogical role. Even so it will have to be recognized that the university in general and the post-graduate programme particular are situated within socio-historical content.

Interrelationship between Public Administration and Education

Both the disciplines of Public Administration and Education are currently confronted with the new dilemmas of change during the democratic era. The South African Qualification Authority is dictating Education and Training. It determines what a public official will be able to do. The responsibilities of academics are high to develop programmes in line with these requirements for example the post-graduate programme of the School of Government. The target audiences for this programme are public officials from the old public service and new public officials within the new regime. Most of them are from deprived educational backgrounds. There are also international students from Africa, Europe and China on the programme. This indicates that the competency level of the programme has been designed to accommodate both international and local students. On the contrary, have the administration of the University, Faculty and the School the capacity to develop, accommodate and address the demands, which are accompanying the post-graduate programme? Has administrative staff been trained to respond effectively to the new norms?

All these differences could be considered and classified for a better understanding but according to Weber 'they are all bureaucracies'. He notes that a 'Bureaucratic administration is characterized by different features: Beetham, (1987) notes the four main features which could be linked with the administration system at the University the EMS Faculty and the School of Government. 'Hierarchy' where each official has a clear defined competence within a hierarchical division of labour and is answerable for its performance to a superior; 'continuity' where the office constitutes a; full-time salaried occupation; 'impersonality' is when the work is performed according to the

prescribed rules, with a written record of service delivered,' expertise' where officials are selected according to merit, are trained for their job, control access to the knowledge and stored it in files. These description matches the practice of service of the University's central administration system, as well as that of the EMS Faculty and the School of Government. It cannot be denied that the administrative system that is in operation is getting results, although it might show limitations according to "The required role of higher education, in facilitating social justice, through enhanced participation, opportunities in higher education for formerly disadvantaged constituencies, together with increased demands on higher education, to deliver knowledge resources and services, as well as high level skills and competencies for social and economical development", Founding Document, HEQC, (2001).

The South African Qualifications Authority

Simultaneously the National Qualifications Framework and the South African Qualifications Authority are quoted in connection with qualifications and quality within Higher Education. "Section 14 of SAQA makes provision for regulations governing the accreditation of Education and Training and Quality Assurance (ETQA)" RSA, (1995). ETQAs are part of the National Qualification Framework. The ETQAs recommend new standards or qualifications to the National Standard Bodies (NSB) for consideration or modifications to existing standards. This framework envisages an integrated system for the generation and quality assurance of qualifications as well as the accreditation of various bodies concerned. An administrative system that is unable to allow interaction and integration between subsystems could cause problems for the accommodation of these proposed changes.

Weber's Bureaucracy

A Bureaucratic system has the benefit that everybody is aware of their administrative responsibility. The cold atmosphere where an administrator only performs the expected duty has its benefits, because it is time-saving and contributes to a higher level of production or service delivery. It could be agreed with the idea of rationality of Weber's, 'implying the appropriateness of means to ends', Mouzellis, (1967). The administrators are used to their rules and therefore could they be put in an awkward position by the new amendments and/or requirements of the post-graduate programme, because it might seem that they are incompetent. The administrators at the School of Government might be acting according to the expectation. The lack of communication between the different units could then be shifted to the senior administrative officials, because according to Weber is 'functional rationality attained by the elaboration of rules, which try to direct from the top all behavior towards maximum efficiency', Mouzellis, (1967).

Higher education Quality Committee

Further the Higher Education Act (1997) makes provision for the Council on Higher Education (CHE) to establish, the Higher education Quality Committee (HEQC) with the mandate to promote quality assurance and accredit programmes within higher education. The quality assurance is primarily the responsibility of the higher institution, but according to the Higher Education Act the co-ordination of quality assurance will be through the Higher Education Quality Committee, which will be registered with The South African Qualifications Authority. "The HEQC is required to operate within the requirements of the South African Qualifications Authority

(SAQA) in its mandate of facilitating the development of the National Qualifications Framework (NQF) HEQC, (2001).

Presently discipline is needed to rule and regulate the different demands from all the spheres within higher education to try and reach the equilibrium. '*Verband*' had a special connotation for Weber. It signified an ordering of social relationships, the maintenance of which certain individuals took as their special tasks. The presence of a leader and usually also an administrative staff was the defining characteristic of an organization', Albrow, (1970). Weber regarded the fact that human behavior was regularly orientated to a set of rules (*Ordnung*) as basic to sociological analysis.

Without the existence of a distinctive set of rules it was impossible to say what was and what was not organizational behavior. The rules were termed the administrative order (*Verwaltungsordnung*) and the administrative staff the (*verwaltungsstab*). 'On the one hand its own behavior was regulated by them and on the other it had the task of seeing that the rest of the membership adhered to them'. The most important aspect of the administrative order was that it determined who was to give commands to whom. Administration and authority (*Herrschaft*) were intimately linked. Every form of authority expresses itself and functions as administrations, Albrow, (1970). Both the staff gave and received. Weber developed his famous distinction between power (*Macht*) and authority. For the structuring of human groups it was 'a special instance of power' which was authority. Weber was cautioning against 'automatically regarding every civil servant as a member of the ruling class', Albrow, (1970).

Whereas Weber was the first to write on bureaucracy in the 19th century, it seems if his foundations is still valuable within the 21st century in contrast with SAQA, which is the ruling body that provides the framework for quality and qualifications, but lacks

to provide a theory of practice for the development of public administration. It cannot be denied that the overall administration of the University needs to be able to absorb the different new responsibilities within the main system. This could not happen in the absence of a close channel of communication, because the smaller units have to inform the central system of the needs. It becomes clearer that if the administration are not changing at the same pace with the new requirements of policies and demands of the post-graduate programme, further frustration could be caused for all the participants whether students or staff.

Furthermore The National Plan (RSA, 2002) identifies five policy goals and strategic objectives, which are critical for the transformation of higher education. The policies and plans on the transformation within higher education is part of the South African democracy. All the role-players should be allowed to participate, which is different from the bureaucracy, where specific task were given to specific administrators or officials. These administrators or officials need to be able to interpret the democratic values accompanying these policies and documents, to build and expand the bureaucracy according to the need.

The academic and teaching staff of the University and the post-graduate programme could make valuable contributions if the diagnosis of bureaucracy is acknowledged and considered. The first is that the senior administrative officials could have acquired 'too much power', Albrow, (1970) and need to be brought back to their proper functions allowing the scope, and inputs of the academics that could enhance the service delivery of the post-graduate programme. Secondly, it might be that officials and administrators of the University administration system are having 'ever growing

power', Albrow, (1970) and thirdly, the task is to see that this is exercised wisely which could allow space for the ideas of academics, professionals, teaching expertise and students on the post-graduate programme.

On the other hand to allow the freedom to develop higher education programmes according to ones own vision and interpretation, might contributes towards confusion. Therefore it is important to reflect on the understanding of the concept of transformation and its role within higher education.

The concept of transformation has become complex in its application, because it is confused with the notion of “paradigms shifts, downsizing rightsizing, implementation of affirmative action... the meaning of transformation becomes blurred” S Nkomo, (pg. 44) (cited in Theron, 2000) which might be linked to the various activities of change that are noticeable on the campus of the University of the Western Cape. There are advertisements of internal positions for administrators on campus, mostly with the requirement of grade twelve and two years of a relevant qualification. Two of the administrators of the post-graduate programme have accepted other positions on campus. It is questionable whether they left with knowledge regarding the post-graduate programme, which might be important for effective service delivery. The Institute for Social Development presently engages the reception on the second level at the School of Government. Inquiries regarding the post-graduate programme are attended to and staff is either called or an appointment could be made. It is reported in the review document of the Education Policy Unit (2001) that “Administrative staff are not always accessible to students and that the

offices are closed during lunch times”. A book where students could record their concerns are available now, (2005) when nobody is present at the reception desk.

For Weber ‘administration means authority’, Albrow (1970). Some of the staff should only receive and never gave orders. The mode of organizing the administrative staff, which was called the bureaucracy, ‘involved no principles, which could not be applied in the structuring of the whole membership of an organization’. The “requirements professional qualification, full-time commitment, strict separation of the individual’s resources from those of his job, contractual employment etc., can be attached to any organizational position”, Albrow, (1970).

Bureaucratic Leadership

These cannot be attained or achieve without proper leadership. Lundstedt, (1965) as (cited in Gortner, (1981) notes that “Leadership is the ability to influence the behaviour of others in a group organization, to set goals for a group, formulate paths to the goals and create some social norms in the group.” It points out “the centrality of leadership to every activity of public agency”, Gortner, (1981). Weber used the term “authority”. He categorizes all organizations in three groups, which are based on the type of authority used by the leader at “top” of the organization Gortner, (1981). The first type is the ‘*Charismatic leader*’ who gains power through personal “*gifts of grace*”. These leaders are having “persuasive abilities in speaking”, or the ability to perform miracles. History is replete with charismatic leaders for example Gandhi and Mandela. It is not clear why these “particular” individuals became leaders, but it is “obvious that in each case that there were charismatic feature about the individual that led people to identify with them”, Gortner, (1981). The second type of leader ‘gains

authority” from “*tradition*”, whereby authority is granted to the leader by his followers, because of the history and tradition of the society or organization, Gortner, (1981). Tradition is a major source of power. Both the previous and present Directors of the School of Government are white males with international relations with other countries and their educational systems. Weber’s third type of leader is the “*bureaucratic*” official whose authority is based on written rules of the organization. The “ultimate power of the leader is based on laws, rules and regulations pertaining to the authority of specific officials”, Gortner, (1981). All the laws have been established by groups or individuals outside the organization, who have that authority, for example Senate at the University. The Course coordinator and the Higher Committees are examples of these. The rules and regulations are established as the laws are interpreted by public administrators, during the ongoing operation of the organization. It is written and codified in a manner that allows appeal to them whenever necessary, Gortner, (1981). Weber was uninterested in the relation between bureaucracy and democracy, but considered “a large number of mechanisms for limiting the scope of systems of authority generally and bureaucracy in particular”, Albrow, (1970) which is noticeable on the management of the post-graduate programme and will be analysed in the following chapter. These mechanisms were divided in five categories:

Bureaucratic Power Mechanisms

Collegality- “Bureaucracy for Weber meant that at each stage of the hierarchy, one person and one person only had the responsibility to take a decision. He thought that collegiality will always play in limiting bureaucracy”, Albrow, (1970). *The*

Separation of Powers - “Separation of powers meant dividing responsibility for the

same function between two or more bodies. For any decision to emerge a compromise between them had to be reached. Bureaucracy involved the division of tasks into relatively distinct functional spheres”, Albrow, (1970). *Amateur Administration* – is where there is no money to pay the administrators and then the organization is dependent on “unremunerated activity”. If professionals assisted amateurs, it was always the latter who made the real decisions, Albrow, (1970). *Direct Democracy* - Several devices for ensuring that officials were guided directly by and answerable to an assembly. *Representation* – Briefly Weber’s vision was on “finding able leaders than any concern for democratic values”. The existence of collegial representative bodies, whose members were selected by vote and were free to make decisions and share in authority over them who had elected them. Weber saw the greatest possibility of a check on bureaucracy, Albrow, (1970).

Whereas the academics have to do their planning and complete administrative tasks in line with the requirements of the university, it could be a positive contribution for administrators on the different levels to take note of what is important for the other group because ‘organization and bureaucracy are regarded as synonyms’, Albrow, (1970). Gramsci notes, “philosophy is a conception of the world and that philosophical activity is not to be conceived as the ‘individual’ elaboration of systematically coherent concepts. It is above all about the ‘cultural battle to transform the popular mentality’ and to diffuse the philosophical innovations, which will demonstrates themselves to be ‘historically true’ to the extent that they become ‘concretely, for example, historically and socially-universal’ (<http://www.2.coloradocollege.edu/Dept/finley/PS425/reading/Gramsc.html>).

Concepts of transformation

It could be linked with Makgoba (1997) cited in Williams (2000, pg.75) that *“universities should be trans-educating, trans-orientating, trans-socialising and harmonizing the various perceptions and paradigms from which the South African society has its roots, namely the African, European and Oriental. Consequently, what they should avoid is ‘imitation thinking’ or soft approach that they are simply extensions of Western culture located in Africa. Great nations are not built through imitation. (pg. 181)*

He further argues that:

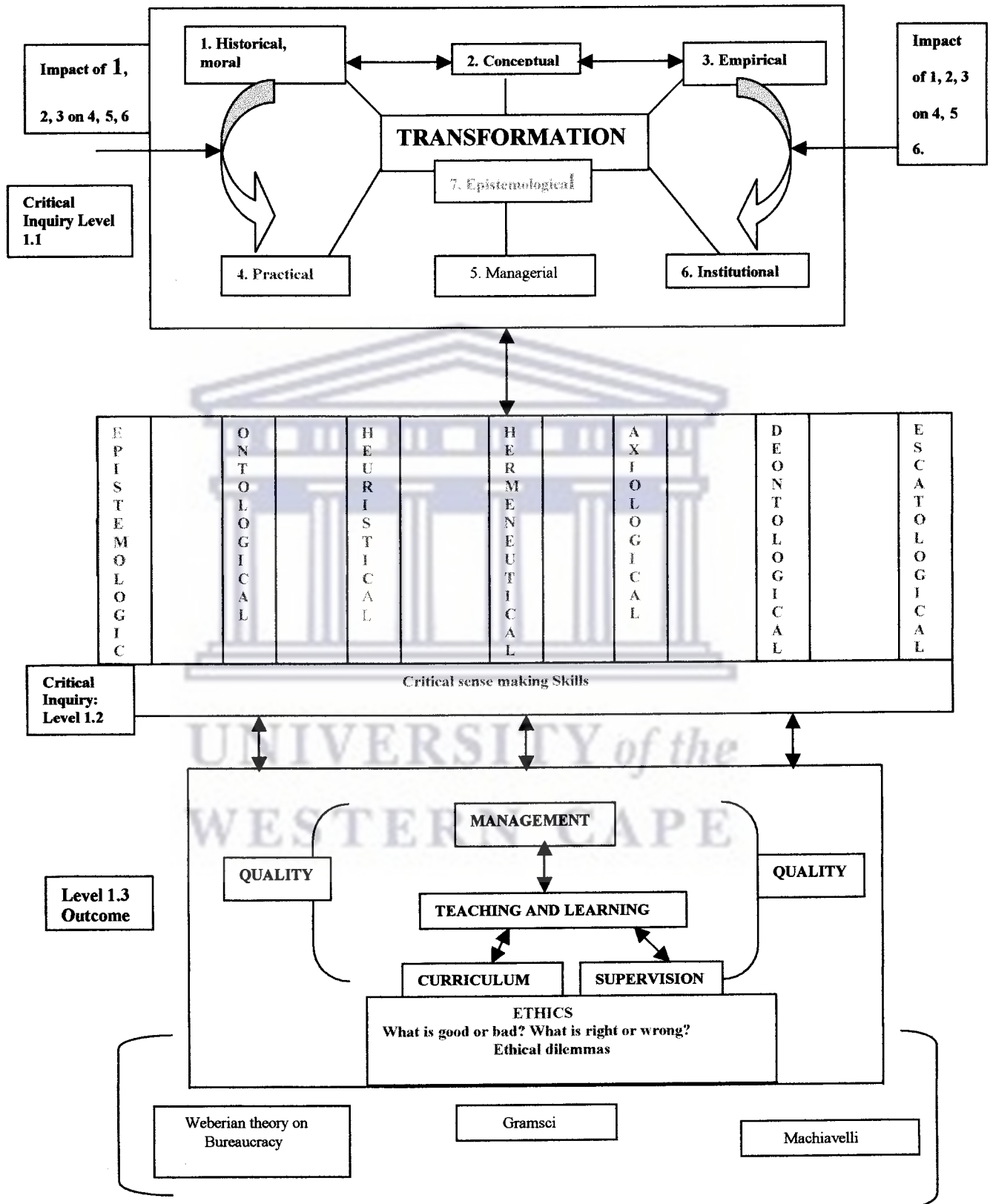
‘the transformation process is overarching and embraces a series of closely related, interlinked and interdependent themes. They are equity, governance, access, affirmative action, curricula change, effectiveness and development. These themes are complicated by race, gender and the cultural dimensions. Each of these has a structural and a functional component (pg.182).

It seems if the concept of transformation weigh heavily in practice because of the variety of areas that is referred to. Williams, (2000) describes

Transformation as a multi-dimensional concept to affect social change, meaning amongst other definitions that sectorally, its differentiated substance form and dimensions impact directly on the extent to which there is a structural shift from the dominant, exclusionary relations of power of successive colonial-cum-apartheid regimes to the more equitable, inclusive dispensation of the ‘new’ South Africa.

Therefore the researcher is introducing the different dimensions of transformation within higher education to focus on as demonstrated within diagramme 1. (Level 1.1) The critical inquiry (1.2) strengthens the previous level. The outcome and result of (1.1 and 1.2) could allow a deeper insight when dealing with quality service delivery of the post-graduate programme.

²DIAGRAMME 1 The Philosophical Framework of transformation on the post-graduate programme



² Diagramme 1 CD SAAVMAN OWN DESIGN 2002/ DIMENSIONS AND SKILLS JJ WILLIAMS 2000

Historical-moral dimension and Critical Theory

The historical-moral dimension examines the unequal relations of power within higher education. The values and norms that were inherited from the previous regime need to be acknowledged and addressed during the post-apartheid era. Academics, professionals, intellectuals lecturers and students should be aware that “Black universities were not meant to sharpen the critical skills of students as was the case at white universities; they were meant to train an African administrative corps to manage ethnic institutions” Rahletho, (1991 pg.104) (cited in Jansen, 1991). The University of the Western Cape has a dual responsibility of addressing the inequalities of the past and to accommodate the diverse cultures of the new South Africans. Gramsci is referring to “inequalities experienced between one association and another” which are valid if the ‘individual, people or group’ is conscious of them (<http://www.2.coloradocollege.edu/Dept/finley/PS425/reading/Gramsc.html>).

The Constitution in section 9 states in (2) that “Equality includes the full and equal enjoyment of all rights and freedom.” Legislation and other measures may be taken to promote the achievement of equality. Provision has been made to address the inequalities, but is very important for citizens to be knowledgeable regarding their rights as noted by Gramsci earlier. Gramsci further comments that the ‘educational relationship should not be restricted to the field of scholastic’ relationships by means of which the new generation comes into contact with the old and absorbs its experiences and its historically necessary values and ‘matures’ and develops a personality of its own which is historically and culturally superior”, (<http://www.2.coloradocollege.edu/Dept/finley/PS425/reading/Gramsc.html>).

The form of relationship is happening throughout the whole society and occurs not only within a nation but also globally. It is important to note that 'the historical personality of an individual philosopher is given by the active relationship, which exist between him and the cultural environment he is proposing to modify'. The environment is reacting back on the philosopher, imposing a "continual process of self-criticism. It is his teacher". The important demand made by intellectuals in the political fields is the 'freedom of thought and of the expression of thought', "freedom of the press and freedom of association". The political conditions should exist to get the new type of 'democratic philosopher'. It is now questionable if all citizens are recognised as 'democratic philosophers' according to the Constitution of the Republic of South Africa in Section 15, subsection 1 freedom of religion, belief and opinion, Section 16, subsection 1 freedom of expression. The researcher could agree with the 'master-pupil' educational relationship that could be applicable throughout society. On the contrary, if everybody is convinced that 'his personality is not limited to himself as a physical individual but as an active social relationship of modification of the cultural environment'

(<http://www.2.coloradocollege.edu/Dept/finley/PS425/reading/Gramsc.html>), is it giving freedom simultaneously for the justifications of millions of democratic philosophers to interpret to their own understanding with the protection of the Constitution? According to Gramsci "each individual is the synthesis not only of existing relations, but of the history of these relations'. The individual himself can change very little on its own depending on its strength. When associating with the other individuals 'who wants the same rational changes, the individual can be multiplied an impressive number of times and can obtain a change which is far more radical than at first sight ever seemed possible". If this should be related to the

previous historical situation then success of apartheid could be justified because of the amazing results that are still showing after the investment of similar interest with the unity being dialectical, not formal. Students were afraid to give their opinion to the researcher regarding the post-graduate programme, because they are not use to giving a critical opinion of the learning or teaching situation. They were taught to respect teachers or lecturers previously. The students are representative of the global and local society of which a breakdown will be given in Table 1 in Chapter 3. The different backgrounds could contribute towards the different types of responses and expectation of the post-graduate programme, although the programme was mainly designed to contribute positively towards the South African public administration.

³“People always desire what is good, but they do not always see what is good” could be linked towards the students, who are expecting what is best for them on the post-graduate programme. They will not necessarily question the given as long it addresses the need of attaining new knowledge. Lecturers on the contrary will not allow to be questioned, because they know what is good according to their previous knowledge and expertise.

The conceptual dimension of transformation

The conceptual dimension of transformation refers to the ‘non-racial, non-sexist and democratic’ and is also outlined in Education White Paper 3, July 1997. The Constitution and other policy documentation are advocating these dialectical terms but it only seems a utopia. It creates the picture of a perfect environment for the future, but for imperfect human beings as noted in

³ Modern History Sourcebook Rousseau: Social Contract 1763

[http:// www.users.erols.com/jonwil/utopiabook 3.htm](http://www.users.erols.com/jonwil/utopiabook3.htm). Documentation could condition the society regarding ‘non-racial, non-sexist and democratic’ but will be unable to change the inner of human beings. The accommodation of the different races on the post-graduate programme does not change the inequalities that were created during apartheid.

The appointments of females in managerial positions without giving them power to manage on the post-graduate programme are only creating new problems in practice and for the future of democracy. It is reported by B. Thaver, (pg. 40, 2001) “the position of the programme coordinator has limited institutional power and that there is a tendency for decisions to be taken at different levels”. According to Gramsci within www.charm.net/~vavirca/PNOverv.html Prison Notebooks, ‘to hold power, a ruling class must achieve hegemony’ over society meaning its political, intellectual and moral authority or leadership must be predominant. This is not possible for females to achieve this milestone on the same level with the male powers that has been established over the years within the spheres of higher education and which is noticeable on the post-graduate programme. It was not only apartheid that kept females out of senior positions and to operate powerful, but also a social value that males should take the lead, because they were expected to be the sole breadwinners. The strength of male power versus female power is noticeable on the post-graduate programme. The mindset of males could silently and secretly still be driven by either colonial or apartheid values and norms, because certain energy spaces were already opened for them in the past and they could be aware how to ⁴*divide it empera*.

⁴ Machiavelli and Republican edited by Bock 1990. ‘divide and rule’.

Female staff members on the post-graduate programme should be careful for this ruling, because this could be used to set up ⁵‘balance of power’. It can be used by individuals both to place the weak where they can do no harm and by the strong to eliminate others, where they may be of the benefit. Whereas the ‘non-racial, non-sexist and democratic’ is supposed to address the tensions and conflicts of the past it might create new struggles and contradictions during the transformation within higher education.

The empirical dimension of transformation

Thus the empirical dimension of transformation within higher education in South African context has a political content. The University of the Western Cape is a reminder of a ‘local’ institution allowing students from disadvantaged educational backgrounds on the post-graduate programme, which necessarily were not exposed to higher education study before. Gramsci is referring to schools that are the key institutions of the ‘hegemonic apparatus’. “Intellectual and moral reform is the struggle for cultural and political hegemony”. as noted by Gramsci in <http://www.charm.net/~vacir/Pngloss.html>. What exactly was the investment of the University of the Western Cape for future development regarding transformation within higher education? The struggle are ‘merely the illusory forms in which the real struggles of the different classes are fought out among one another according to Marx and Engels (as cited in Cunningham, pg. 512, 2000). It cannot be denied that every class which is struggling for mastery, even when its domination, as is the case with the proletariat, must first conquer for itself political power in order to represent its interest in turn as the general interest, which immediately it is forced to do. It could

⁵ The ethos of the republic and the reality of politics, Chapter 14 cited in Bock et al. 1990.

be agreed that individuals are seeking only their particular interest which not coincide with the communal interest of which “the latter will be imposed on them as an interest ‘alien’ to them and ‘independent’ of them, as in its turn a particular, peculiar ‘general’ interest. They themselves must remain within this discord, as in democracy. (Cunningham, pg. 512, 2000) which could make the practical intervention and control necessary in the form of the state.

Both staff and students within higher education should be sensitive and aware that the social power for example the ‘multiplied productive’ arises through the cooperation of the different individuals as the division of labour determines it. They are ignorant of the origin and goal of the alien force, which they cannot control. On the contrary “this development of productive forces itself implies the actual empirical existence of men in their ‘world-historical’ instead of local being, is an absolutely necessary practical premise” according to Marx and Engels (cited in Cunningham, pg. 512,1998). The class, which is the ruling material force of society, is simultaneously its ruling intellectual force, has control at the same time over the means of mental production. The individuals composing the ruling class possess consciousness among other things to rule as thinkers, as producers of ideas and regulate the production and distribution of the ideas’. The human nature is the ‘complex of social relationships’ because he ‘continuously change with the changing of social relations’.

(<http://www.2.coloradocollege.edu/Dept/finley/PS425/reading/Gramsc.html>).

The institutional dimension of transformation

The institutional dimension of transformation focuses on the 'structural constraint'.

There are a variety of policies that informs administrators, intellectuals, professionals, academics, lecturers and students on how to comply with the directives of transformative planning.

"To build institutional and organisational forms through restructuring the institutional landscape of the higher educational system." "To increase access and to produce graduates with the skills and competence necessary to meet the human resource needs of the country", (RSA, June 2002)

are evident of that one of the roles of government's HRD strategy for example is to ensure that those people who have suffered from discrimination in the past are put at the front of the queue in terms of the identified national priorities. In the review document of Thaver, 2001, it is stated that "there is a limited career progression for administrative staff" and therefore it is questionable whether there will be capital made available to train the administrators to serve according to the academic need of education?

Recognition of Prior Learning

The South African Qualifications Authority allow and recommends Recognition of Prior Learning on admission of students, which opens the avenues to revise the old form of service delivery to clients. M Hendricks, (pg.9, 2001) is reporting that

'School of Government is implementing Recognition of Prior Learning in a somewhat rough and ready form, largely with regard to the admission policy' of the university. 'The School's use of Recognition of Prior Learning is based on its philosophy of keeping admission requirements as open and flexible as possible, consistent with the maintenance of academic standards.'

The success of Recognition of Prior Learning requires definite values and norms that could entertain the students and not 'rough and ready forms' that could complicate

learning. It cannot be expected that the role of the intellectual, which is deeply pedagogical in an attempt to provide the conditions necessary for students to critically engage in the relationship between knowledge and authority, should be changed overnight without having a solid foundation and guidelines from the institution. That could ease the situation to define what issues are worth struggling over and how such struggles might be taken up collectively both within and outside the university which could be linked with the post-graduate programme and all the relationships on campus and outside the campus locally, nationally and globally. It is stated by Thaver, (pg.36, 2001) that the “MPA identity lends itself to one that is academic”, therefore the additional opportunities are needed to accommodate the different situations of Recognition of Prior Learning on the programme. It should be investigated and not be ignored.

The South African Qualifications Authority is also prescriptive regarding curriculum of post-graduate programmes concerning Fundamental, Core and Elective Learning and continuous assessment, which form a unity with Recognition of Prior Learning. This sets the foundation to continuously review the service delivery of the post-graduate programme. Outcomes should be clearly linked to the different activities of assessment of the modules of the post-graduate programme to demonstrate competencies according to the objectives of the National Qualifications Framework and South African Qualifications Authority. Simultaneously it is a demand for new knowledge regarding service delivery in line with the requirements of the South African Qualifications Authority. These responsibilities should not be left to the units, but the institution should be able to be the responsible provider and developer of these conditions for both the staff and students.

“To build high-level research capacity, including sustaining current research strength, as well as to promote research linked to national development needs”, (RSA, June 2002).

Whereas the master’s programme is about research, the university should acknowledge the need to create research opportunities. Students should understand that their own worlds also consist of research and that an enquiry mind could be for better. Students on the post-graduate programme should realize that “research and research skills remain firmly in white hands and that academia is likely to retain its racial character”, Webster, (1991, pg. 76) (cited in Jansen 1991). The different or specific requirements of Information skills and writing skills which forms an integral part of research needs to be examined, because of the inconsistency of the expectations of lectures. It seems that those having power, to define knowledge of others, to select appropriate problems for research or in choosing acceptable methods of investigation, have profound political consequences for the behaviour of those ‘others’ Harding (1986) (cited in Jansen1991). It is questionable whose ideas and whose perspectives counts? It cannot be denied that all these participants are equipped with knowledge and power depending on which role they occupy on the post-graduate programme or to a related department. The Constitution in Section 16 (d) is advocating that everybody has the right to academic freedom and freedom of scientific research”.

The programmatic/practical dimension of transformation

The programmatic/practical dimension of transformation therefore represents an important phase within higher education and on the post-graduate programme. It is suppose to create a “people friendly” learning environment whereas the process of transformation requires planning on all the levels of the institutions, of which the

different policy documentation on transformation in higher education is evident. The ‘programmatically orientated and practice-driven process aimed at visible, sustainable results of systematic change’ Williams, (pg.169, 2002) could be reach if the analysis of the other dimensions is considered within this dimension during transformation of higher education.

The programme/ practical dimension is very important, because it needs to absorb all the relevant information regarding other dimensions and policies to address the institutionalized forms of power relations economically, politically, ideologically, socially and culturally.

It is questionable how programme differentiation could be expanded and whether it should be limited to the present curriculum and ‘cosmetic changes’ as noted by Makgoba (1997), (cited in Williams, 2000)? What is the academic and educational role of teaching on the post-graduate programme? Will transformation within higher education allow intellectuals the scope they need and address the difficulties of the past as noted by Meszaros, (1989:99) (cited in Williams 1999) “intellectuals through their discourse and scholarship, legitimate the uneven development of power relations”? It might be that intellectuals do not have another option because of the social norm ruling the specific environment or institution, preferring the route of “analytical silences” which is described as follows:

some intellectuals appear to function as consensus specialist privileging specific development discourses at behest of the ruling elite with the apparent view to dissolve and explain away – in the spirit of peace, reconciliation and nation-building, existing material differences. Meszaros, (1989:99) (cited in Williams 1999).

On the contrary 'whoever challenges the dominant discourse could eventually end their intellectual careers, no matter how great their professional stature or scholarly integrity (cf. eg. Young, 1990; Washington, 1989). "Education, be it primary, secondary or tertiary, is fundamentally antidemocratic, we defend the illusion that our work occurs in a setting emblematic of democratic values' Stable, (pg. 120) (cited in Berube 1995) might be what is experiencing within transformation of higher education and the review of the post-graduate programme. On the contrary the Constitution in section 16 (b) and (d) allow space for 'freedom to receive or impart information or ideas'. Every individual whether student or staff should be aware of their 'affect on Humanity as a whole, because one's action have a ripple affect through society in the same way a splash ripples through a pond when a stone is thrown into the pond" as noted by <http://users.erols.com/jonwill/utopiabook.htm>. Therefore the inclusion of cultural studies on the post-graduate programme could perform two functions: first it keeps alive the 'importance of political work and it 'refuses to collapse a commitment to political work into the frozen theoretical winter of orthodoxy' Grossberg, (1989).

Cultural Studies

Those concerned with teaching and lecturing in higher education need to rethink the politics of literacy as part of a broader attempt to understand the importance of cultural work. This practice can enable students to engage in forms of cultural production that expand the purpose and meaning of literacy in the interest of 'greater freedom and human emancipation' Bennet, (1992, pp. 30). Literacy rewrites the discursive and institutional face of culture as part of a critical attempt to analyse 'how and where knowledge needs to surface and emerge in order to be consequential'

Bennet. (1992, pp.30). Students deserve an education that acknowledges its role in the preparation of critical political subjects, one that prepares to become agents capable of locating themselves in history while simultaneously being able to shape it which the post-graduate programme could allowed. Therefore Carey Nelson (1992) points out that, cultural studies need to be approached historically as a 'mix of founding moments, transformative challenges and, self-critical interrogations.' In this context, for Williams (1989), pedagogy deepens and extends the study of culture and power by not only addressing on how culture is 'shaped, produced, circulated and transformed' but also how it is also taken up by human beings within specific settings and circumstances. This could be linked with the philosopher and the cultural environment in which he has to work and from which he can draw the necessary problems for "formulations and resolutions"

<http://www.2.coloradocollege.edu/Dept/finley/PS425/reading/Gramsc.html>).

Therefore the importance of Pedagogy as an 'act of cultural production', a form of 'writing' in which the process whereby power is inscribed on the body and implicated in 'the desire and knowledge' is important. Values begin not with a particular claim to post-disciplinary knowledge, but with 'real people articulating and rewriting their lived experiences within rather than outside history' R Williams, (1989), which could become a reality within the post-graduate programme and could add new value and prestige to higher education. Makgoba (1997) (as cited in Williams, 2000) argues for "an interrogation of prevailing cultural forms, orientations and practices "(pg.218).

Freirean pedagogy

The contribution of Freirean pedagogy should not be ignored based on a “deep respect for students and teachers as readers of the worlds” Freire, (1972) but should be critically explored within South African context. The question might be what of a lecturer that does not agree to the lesson plan of Freire and who might be committed to a different social transformation plan than that or envisaged by the students as experienced on the post-graduate programme? It is crucial to explore with the different types of pedagogies as possibilities of inclusion for the curriculum review and therefore the oppositional pedagogy of Morton and Zavarzadech, (pg. 205) (cited in Berube 1995) might offer another opportunity. More frankly than Freirean pedagogy, the teacher “helps reveals the student to himself by showing him how his ideas and positions are effects of larger discourses, rather than simple, natural manifestations of his consciousness or mind” Graff and Jay, (cited in Berube, 1995). The question of ‘indoctrinating and intimidation’ of students, posed against the oppositional pedagogy on this mode of inquiry of rigor of conceptualization, the degree of meticulousness in attention to textual details, the complexity and nuancedness of the readings, will be responded to in Chapter three.

The managerial dimension of transformation

The managerial dimension will have to deal with the review of the accommodation of all the relevant policy documentation regarding change and transformation within higher education. The ethical relations of power impacting on the post-graduate programme and the complex interrelationships between values, means and ends advocated on the post-graduate programme need to be explored. In order to determine goals, means, ends, parameters, strategies and objectives in line with service delivery

of SAQA requirements “A high standard of professional ethics must be promoted and maintained. Public administration must be development orientated. Good human resource management and career-development practices to maximize human potential must be cultivated”(RSA, 1997),

Whereas every institution or organization has a code of conduct it might need to be reviewed or revised in order to accommodate all the new values and norms from the various policy documentation. How would it be to involve students, faculty and administrators to reinvigorate the curriculum and institute more rigorous intellectual standards for the post-graduate programme? From the professional point of view how ethical it would be to involve students in exercise of academic politics? Could it be wise to involve students in questions of knowledge and values if by definition ‘they must be ignorant of the weight and range of possible answers? Gross, (pg. 130) (cited in Berube 1995). These types of developments will not be enough to fulfill the vision and mission of supplementary policies to transformation in higher education and within this context it is important to examine the role of ethics relations on the post-graduate programme.

Ethics

Ethics could be defined as “an application of ethics to the corporate community, a way to determine responsibility in dealings, the identification of important social issues and a critique of the prevailing political order” Williams, (pg. 17, 2000). It seems if there is still a struggle between intellectuals, academics and administrators to operate simultaneously in the limited local space to lecture, manage and administer the post-graduate programme.

“Ethical excellence, in this respect like musical excellence, you become good by constant practice. The virtuous individual will have been trained from an early age to have the right kinds of desires and to behave in the right kind of way at the appropriate time” is noted by Aristotle whereas in Spinozan ethics, there is an intimate connection between philosophical understanding and good life (both cited in Cottingham, pg. 370, 2000) The person who is possessed of philosophical wisdom ‘will be aware of himself and of God and of all things by a kind of eternal necessity’ and hence ‘possesses true peace of mind. The clarification on what ethics is could cultivate strong teamwork and productivity on the post-graduate programme. It could help values associated with quality management and the different types of pedagogies that are needed to enhance service delivery on the post-graduate programme.

The epistemological dimension of transformation

The epistemological dimension requires a specific set of knowledge for a particular situation within all the dimensions of transformation within higher education.

Epistemology itself is eclectic and contains many views, definitions of knowledge.

⁶Whatever view of knowledge is encapsulated and assumed within, thereby determines the professional activities. Alternative views of knowledge entail alternative definitions of educational practice, which could have a direct bearing on the detailed structure and objective of professional practice.

The various knowledge types introduced through the various theories and philosophies are very important on the post-graduate programme. There is space for

⁶ Summary of a discussion of Epistemology during a supervision session with Dr Williams, September 2002.

it within the practice of the post-graduate programme and within the different dimensions of the analytical framework. Student profiles are different and not all have necessarily been fortunate to complete previous studies within a higher education institution.

Homo sapiens sapiens should be sensitive towards one another for the different levels of knowledge that could be present. It could be either students or lecturers. If students are not knowledgeable regarding a specific theory during a group discussion it could rob other students of valuable time and inputs towards the debate. The different theories introduced could lead students to a better understanding. Marxist theory is also playing a vital role within economics and should be taught within that manner on the post-graduate programme and not if philosophy is only for aliens to understand.

All the different modules and policy documentation introduces knowledge regarding the different practices, which are essential on the post-graduate programme.

“Knowledge is the cognition of truth, insight of justice, awareness of the best way and wisdom in behavior as noted by <http://users.erols.com/ionwill/utopiabook.htm> and knowledge is the key to reach the goal utopia. There are three basic ways interacting of with knowledge, which are so interconnected with the post-graduate programme and the higher education system. “The acquisition of new knowledge from research, experience or other avenues of discovery” is highly desirable as a comprehensive global effort and obviously locally during the transformation within higher education. Most of the new knowledge is discovered through research and development. It could be increased if funding could be invested within research and development even on the post-graduate programme to enhance the quality of research and new discoveries.

“Dissemination of knowledge” includes education from which everyone benefits both the individual taught and society. Yet to obtain higher education is very costly because of the increases oftenly. Human beings should be allowed access to knowledge to ‘increase their wisdom and their ability” to have positive instead of negative impacts of their actions.

If knowledge is power to people then cultural studies on the post-graduate programme could analyse ‘how and where knowledge needs to surface and emerge in order to be consequential’ as earlier noted by Bennet (1992, pp.30) Literacy as a politics of representation and a pedagogical practice is concerned with how social agents write and are written by culture and how they struggle to change it which could give new meaning to the content of certain modules and the post-graduate programme as a whole. It is important to note that literacy is more about than negotiating and translating the terrain of cultural and semiotic differences, it raises the haunting post-colonial question regarding who speaks, for whom and under what conditions. It could become visible how oppressive and dominating practices ‘mediate’ between the margins and centers of powers Spivak (1990), which is needed on the post-graduate programme to contribute that students on the post-graduate programme, would be able to analyse and enquire critically.

Philosophical tools

The application of philosophical tools could contribute in an orderly manner to unpack and lead the process of transformation within higher education by means of the different ⁷ dimensions of transformation as noted by Williams, (pg. 169, 2000). It could be agreed that 'the unexamined life is not worth living' of Socrates as (cited in Cottingham, pg. xxi, 2000). Therefore could ⁸ critical sensemaking skills as introduced by Williams (2000), be applied to strengthen the unpacking of this theoretical framework? Epistemological skills are needed for the selection of specific sets of knowledge on each dimension and strategic objectives to include it and make it part of the post-graduate programme. The ability to seriously question, interpret in a rigorous manner, the conceptual dimensions on certain truth claims on each objective regarding its impact, and inclusion on the post-graduate programme is the application of heuristical skills. Simultaneously it is also hermeneutical by the interpretation and understanding of the particular social interaction of the different goals on the post-graduate programme. When the lecturers, intellectuals and students consider and examine the fundamental nature of the conditions under which they work and study ontological skills are applied. Deontological skills are demonstrating what is supposed to happen more specifically in order to function as intellectuals, lecturers to create the ideology and structural conditions necessary for them to write, research and work with others in producing curricula and sharing power Giroux, (1988 p. xxiv.) Eschatological skills are the ability to calculate from known terms of series of other terms that lie outside the range of the known terms and future trends of transformation on the post-graduate programme. All the different dimensions of transformation could be an indication of axiological skills, indicating in a coherent logical manner the

⁸ Demonstrated as pillars (level 1.2) within Diagramme 1

overall nature, dimension and substance of particular societal weaknesses. It also includes the administration, management and service delivery of the post-graduate programme within the School of Government and the University of the Western Cape. Thus the researcher questions how the 'programmatically orientated and practice-driven process aimed at visible, sustainable results of systematic change' Williams, (pg.169, 2002,) could be reached during transformation of higher education and on the post-graduate programme?

Machiavellian theory

"Nonetheless we find that there is another world which lies beyond the range of these concepts. It is precisely this alien pole which seems at time to make Machiavelli look critically at the models and the values which has been transmitted by tradition, revealing weaknesses which although deep were hard to discern and sharpening Machiavelli's awareness of their crisis.

The different theories and philosophers are addressing different issues and should not be regarded as what is right or wrong best or better, but as part to form a vision of the whole. Machiavellian theory has been considered within this research, because it is described as "cunning, power seeking, unscrupulous and ruthless opportunism" as (cited in Williams, 2000). It could be associated with Apartheid of the previous regime. Machiavelli (1515) is stressing the importance of 'laying a solid foundation for future power' in the Prince as (cited in Mariott, 1999) referring to Alexander that had acquired so much power and reputation, that he could have stood by himself and no longer have to depend on the luck and forces of others, but solely on his own power and ability. The new demands accompanying transformation could be experienced in the form of 'dialectical relations of power of co-operation/resistance, compromise/intransigence, consensus/dissent, which could impact on the pace and scope of change in society as noted by Isandla Institute (1999) cited in Williams

(2000). This young democracy with mixed visions, expectations and a variety of policies have to build a strong foundation. The staff involved with the service delivery of the post-graduate programme should be able to consider many options whereas the programme is focusing on the redress of some of the limitations of the public. It is noted by <http://users.erols.com/jonwill/utopiabook.htm> "Any house is only as strong as its foundations". Machiavelli had the ability to seriously question ideas without fear or favour, which is the ⁹hallmark of authentic scholarship. It is reported that he did not respond immediately, because he needed time to thoroughly measure the objectives to ¹⁰"establish truth-claims and accuracy through intellectual honesty and integrity". Guarini, (pg. 17) (cited in Bock et al. 1991) highlights the 'pressure of events' that could be felt through his writings as evidence of how deeply he was linked to his circumstances."

Time is an important issue on the post-graduate programme. If Machiavelli timeously questioned before answering, is it then possible for the School of Government to deliver scholars within the advertised short period of time whom would be able to vigorously question their own worlds of research? Which framework and foundation of reasoning will be used by these South African students, from previous deprived educational backgrounds? The frame of mind set by the previous regime or the dialectical change form of democracy? Which place has the ongoing appeal for the development of the African Renaissance in the academic circles? Has all the theories been discovered by the Americans and Europeans already? Despite the research exposure what do new scholars really own and discover? Machiavelli (1515) as (cited in Mariott, 1999) states that "There are three classes of intellects: one which

⁹ Local Government Slides, JJ Williams, 31 March 2003

¹⁰ Local Government Slides, JJ Williams, 31 March 2003

comprehends by itself, another which appreciates what others comprehends and a third which neither comprehends by itself nor by the showing of others, the first is the most excellent, the second is good, the third useless". It is then questionable where the new South African scholar should be pitched during this 21st century, mastering theories of previous eras, imitating the thoughts and styles of other scholars?

Simultaneously when will students be allowed to develop and engage in thought patterns relevant to their experiences? Constructivist educational theory focuses on the concept development and deep understanding. The fundamental principle of constructivism is that knowledge is not transmitted directly from one known to another, but is actively built up by the learner, Amory (2003).

Seminars, long papers group discussions and presentations are contributing towards competency levels of the students on the post-graduate programme, but it is not necessarily the mastering of academic values, norms and writing skills. Part of the evaluation of students, on the post-graduate programme, is still performed in line with the previous academic system.

Quality

Last but not least, Quality will then stay a "slippery concept" Pheffer and Coote, (1991, pg.31) (cited in Sallis 1994). Quality is a dynamic idea and exact definitions are not particularly helpful. Things that exhibit quality are of the highest possible standard, which cannot be surpassed. 'Most of us admire it, many of us want it few of us can have it' Pheffer and Coote, (1991, p.4) (cited in Sallis 1994), meaning in educational context that only a few institutions are able to offer such 'high quality' educational experience which most students cannot afford. The relative definition of

quality has two aspects, the first “measuring up to specification” Sallis, (1994) in line with the South African Qualifications Authority and the second meeting the client’s requirement with a differentiated curriculum. Quality is demonstrated by having a system, “known as a quality assurance system which enables the consistent service delivery to a particular standard or specification” Sallis, (pg. 241994). Confusion on what quality could be during transformation within higher education and the post-graduate programme causes tensions between the expertise and experiences of staff and students leaving both parties with frustration.

Public opinion therefore deserves to be as much respected as despised – despised for its concrete expression and for the concrete consciousness it expresses, respected for its essential basis, a basis which only glimmers more or less dimly in that concrete Hegel (1821) as (cited in Cottingham 2000) expression.

It is questionable how a balance could be created to allow the practice of all simultaneously and the different knowledge types which is applicable academic/intellectual, administrative, managerial and whether is it going to be “representative, coherent transparent, efficient, effective accountable and responsive to the needs of all (RSA, 1998)? Despite the exposure and experiences of the struggle against apartheid, the intellectuals, professionals, academics, lecturers, historians were still unable to develop a solid theory or framework on how to address the conflicts and the tensions, contradictions within the political spheres of education.

CONCLUSION

The researcher has focus on the Weberian bureaucracy to demonstrate that the Administration of the University is established, but not necessarily suitable for the demands and pace of change of the post-graduate programme. The Administration of the School of Government has been implemented in 1996 and was not that autonomous to develop its identity and character, according towards the specific need of the target audience. There is an interrelationship between Public Administration and Education and both are currently confronted with the challenges of transformation. The Constitution, SAQA, the NQF and a variety of other policies in both departments are forcing transformation and therefore the importance of the concept of transformation.

The administrators and the educational professionals have a different focus of interest for the same target audience. A compromise is definitely needed and therefore the theory of Gramsci has been introduced. The different dimensions of transformation served as an example for administrators on what might be of importance for the intellectuals and students. The historical-moral, conceptual and empirical dimensions could impact on the service delivery of the institutional, managerial and practical/planning dimensions. A review of ethics could open new channels for intellectuals, academics, administrators, managers and students. The institution is responsible for certain changes and should be able to create that environment for example to establish the values and norms for RPL students and research opportunities. The goals of the National Plan (2002) and the requirements of SAQA have been incorporated with the relevant dimension to contribute towards effectiveness. The inclusion of critical theory is to strengthen the paradigm shift

within higher education whereas reality is constituted in and through language as discourse. The inclusion of cultural studies and an integration of the different critical pedagogies could open opportunities to accommodate the diverse needs of both students and lecturers on the post-graduate programme.

The epistemological dimension dealing with specific sets of knowledge regarding all the dimensions of the transformation within higher education is playing an important role towards the demand on the post-graduate programme. It allows the space for new knowledge regarding the theory and practice of administration, teaching, learning, supervision and the application of research skills on the post-graduate programme.

The critical sense-making skills contribute further towards vigorous inquiry.

Machiavellian theory is finally introduced to strengthen the possibility of the extraordinary impossibilities on the post-graduate programme.

The following chapter will introduce the analysis of the findings conducted during the research.

The logo of the University of the Western Cape, featuring a stylized classical building with columns and a pediment, positioned above the text "UNIVERSITY of the WESTERN CAPE".

UNIVERSITY of the
WESTERN CAPE

CHAPTER THREE

ANALYSIS OF THE RESEARCH OBSERVATIONS

INTRODUCTION

In the previous chapter the literature review covered the challenges of transformation for both public administration and education; and with special references to its practical implication vis-a-vis higher education in the post-apartheid South Africa. This Chapter introduces the analysis of the research findings from both the students and the lecturers during the observations and interviews conducted during the research.

Administration

The staff of the School of Government is helpful and offers their assistance, but it became clear that there is a lack of communication between the Administration of main campus, the Faculty of Economic and Management Sciences and the School of Government. There are always problems with the registration and amendments of the post-graduate programme. Staff on main campus interpreted the School of Government as being difficult causing problems to the main system and “wanting to do there their own thing”, quoting one of the officials during registration 2002.

Students lodged complaints on these issues with the administrators. Both sides are claiming their relations of power, which is inconvenient for the students, who have to deal with the problems that could have been solved between staff. Registration is a long exhausting exercise being sent back and front between administration and the School of Government. Thaver (2000) also referred to the dual way of registration.

Bureaucratic administration

This corresponds with the bureaucratic administration of Weber. According to Weber

“the machine might appear wasteful when compared with some ideal of maximum energy utilization, but it is vastly superior to a horse”, (as cited in Beetham 1987).

This form of administration still gives results presently, because Weber explained that a “ complex of values which included quality of performance, (for example speed, predictability), expansion of scope and cost-effectiveness of operation” is needed to meet the needs and criteria of efficiency. Therefore it cannot be denied that the service delivery that is offered produces results in line with the needs of the past, not necessarily in line with the changed demand. The administrative staff each was in a position to either give or receive orders, whether it is correct. On the other hand, some of the administrators operate in line with being ‘machine effective’. They evaluate the situation and if the circumstances do not match the rules, they will either ignore the importance of it or will say that they do not have an answer. Although we are having ten years of democracy already, it is not implying that public administration is organized according to that. The past influences are still playing a role with regards to the interpretation of policies. Public Administration had a cold atmosphere in the past, because the client could have only expected the required service without questioning the quality.

On the other hand, the office workers might only be performing their duties, being unable to give any further advice, unless the senior person has not approved it. For example the staff assisting students at the Student Credit Bureau cannot approved anything if the Financial Manager has not given his approval. The case is not treated on merits, but according to the general rule. At the School of Government where

administrators tried to 'act on behalf of' a lecturer or Course Coordinator, it ended occasionally in chaos for them, because the authority acts differently than what they predicted beforehand. Further according to Weber is the system of administration the 'coordination and execution of policy' with a strong distinction between the administrative and corporate group which employs it. This allows scope for the new policies of higher education, which is forcing for a dual understanding for quality clientele services.

The researcher is supporting Makgoba (1997) cited in Williams (2000, pg.75) that "the transformation process is overarching and embraces a series of closely related, interlinked and interdependent themes", as experienced with the research of the post-graduate programme. The different notions of transformation, "paradigms shifts, downsizing rightsizing, implementation of affirmative action..." as noted by S Nkomo (pg. 44) (cited in Theron, 2000) was noticeable during the research through the service delivery. Various staff members, lecturers and administrations, were added to the School of Government. Two administration positions became vacant with one being filled with an administrator on contract and the other being advertised only in December 2004. The appointed administrator who seems young and inexperienced, is trying her utmost best, but had to deal with the frustration of students at reception during 2002 and 2003. The Institute of Social Development presently manages the reception. The information pamphlets regarding the School of Government have not been changed yet to explain the transformation. Whereas the administrators are responsible for the frontline desk they should be informed by the senior officials of administration for the possible situations of confrontations. This will allow liaison between the different units of different departments and a platform for the application

of the 'scientific knowledge' of Weber's functional rationality. The theory of Weber allows scope for the different levels of administration to interact with one another and to be aware of whom practice the power or the authority, but it could be questioned if the 'inherent tendency of bureaucracy to accumulate power' is controlling the policy and action of the organization it was suppose to serve?

The office responsible for the quality assurance process, are equipped to provide information regarding the quality process, but quality assessors or monitoring and evaluation staff were not present or evident during the block sessions (2001-2003) of the post-graduate programme. The importance of the diagnosis of bureaucracy could be considered within this situation, where 'too much power' could have been acquired; or that officials and administrators of the University administration system are having 'ever growing power' and that it is time to see that this is exercised wisely, Albrow, (1970).

The researcher has discovered that the historical-moral, conceptual and empirical dimensions are playing an important role during the transformation within higher education. It seems if it is difficult to adapt to the new situation allowing the establishment of democratic values.

Non-racial, non-sexist and democratic values”

The University of the Western Cape has been declared “the intellectual home of the left” by Gerwel (1987) (cited in Jansen, (1991, pg.32). Training of public service administrators of high quality and to be competent in managing a “non-racial, non-sexist and democratic South Africa” is questionable in 2003. The lecturers on the

post-graduate programme consist of more males than females. The top structure of the post-graduate programme is still a representation of the previous privileged group within the country, but could be justified in line with the second type of leader who ‘gains authority’ from “*tradition*”, and whereby authority is granted to the leader by his followers, because of the history and tradition of the society or organization, Gortner, (1981)

The course-coordinator is a female, but the researcher is questioning how much power is connected towards the position? A module was cancelled on short notice in September 2002, because the responsible person had to go overseas, although students already registered during February and July for that specific module. Students were allowed to attend other modules, which were not part of the specialization stream. It is questionable whether the course coordinator is having the power to contest against situations like these for the interest of the post-graduate students? On the contrary this corresponds with the third type of leader of Weber, which is the “*bureaucratic*” official whose authority is based on written rules of the organization. The “ultimate power of the leader is based on laws, rules and regulations pertaining to the authority of specific officials”, Gortner, (1981). The behavior of the coordinator could then be understood, but it still leaves the students with inconvenience.

The learning environment should enable students to develop within it. The old values and norms of discrimination should be address because

(<http://www.2.coloradocollege.edu/Dept/finley/PS425/reading/Gramsc.html>) notes

It is important that ‘the historical personality of an individual philosopher is given by the active relationship, which exist between him and the cultural environment he is

proposing to modify”. The environment is reacting back on the philosopher, imposing a “continual process of self-criticism. It is his teacher”. Administrators and staff should guard that the post-graduate programme not only offers changes in a dialectical form.

Capitalism and racism

Capitalism and racism are major threats towards the mental health of South Africans and examples of historical concepts. One of the goals of the National Plan “To promote equity of access and outcomes and to redress past inequalities”, are questionable. Exchange students from western countries are always smoothly organised. They do have access to everything, buttons for the computer laboratory, whereas the system for local students on the programme was problematic. A button system for the computer laboratory did not work effectively during 2002. There was not perfect control and some of the buttons disappeared. The system has been adjusted in line with the access system of the university by activating students’ cards to allow access to the computer laboratory during 2003.

It has also been observed how lecturers will show concern for the comfort of the foreign students in classes, which is not the case with local students and other students from Africa. Whereas class participation plays an important role on the post-graduate programme, these students are not that participative in classes, but it does not seem a problem. This could match how the socialized space in its ‘colonised/ racialized/ ethnized’ form is influenced by the ‘economical/political/ ideological relations of power’ Williams, (2000). The redress of the historical/moral dimension of transformation seems costly and that it will be difficult to achieve a balance. Could it

be assumed that foreigners are put into different category than the South African students and citizens?

The race and gender breakdown of the students within Table 3 is a demonstration that only two white males and one female registered on the programme, while the rest were from the previous deprived educational groups. There are a higher number of males engaging in the post-graduate studies than females. It seems if females are still in the process of establishing a position for them to be empowered to compete within the men's world.

¹¹ Table 1 Gender and Race Breakdown

Year	Male	Female	Black Males	White Males	Black Females	White females	Total
1996	5	1	5	0	1	0	6
1997	7	4	6	1	3	1	11
1998	10	2	10	0	2	0	12
1999	10	8	10	0	8	0	18
2000	19	16	18	1	16	0	35
2001	37	19	37	0	19	0	56
2002	40	24	40	0	24	0	64
	128	74	126	2	73	1	202

During the research observation it became noticeable that the post-graduate programme was designed to accommodate and support the 'democratic ethos' during the post-apartheid South Africa. The programme has the potential that could expand students' awareness of themselves and the environment, their range of wants and interest, their sense of justice, their need to participate in decision-making activities. Students could be developed to think critically and reason rationally, their ability to create alternative courses of action in order to take control of forces and powers that

¹¹ Source: SOG Records 2002

affect them to empower them to interact within the new political situation in the country.

Students lodged complaints against the approach of one lecture on a core module during 2001, 2002 and 2003, yet a change was not made. Some of the students value the evaluation forms of modules as the medium of communication between them and the School where no identification is needed. They hope that the analyst will sense the seriousness of a problem through the evaluations. Others felt that the School is not taking their inputs seriously.

Financial support

The University of the Western Cape has been catering for students from disadvantaged educational backgrounds in the past and present of which Table 3 is evident. It is forced to act upon the present demand of an economic norm that students have to be able to pay for their studies or they will not be able to finish or start. Section 29 of the Constitution is adhered to, the opportunity of accessibility to the post-graduate programme, but with the limitation of the unequal distribution or accessibility of resources. Financial support is a problem on the post-graduate programme. Research activities are expensive and with a lack of finance it impacts on the methods of inquiry. Applications for bursaries are available, but are open for the whole campus. One of the NRF requirements is to have four referees from the post-graduate programme. Students (2003) had a problem of lecturers not being available and unable to assist all the students as referees. The financial barrier of the past has not been crossed yet.

If the University of the Western Cape has not opened the doors to allow students from educational disadvantaged backgrounds, the financial burden on the university might have been lower, but with lesser opportunity for those students to be equipped within higher education. It was observed how the announcements of unexpected additional expenses for books, course readers and other necessities for the post-graduate programme, upset students, because they have not been budgeting for it. In 2002-2003 an effort was made to prevent this by introducing another system, but simultaneously it was reversed again by making five sets of notes available in the resource centre only differing from the original agreements. It caused silent chaos for the students, because the sets arrived at the end of the modules and some students were from other provinces not having catered for additional copies to be made within a short period of time. The researcher appealed to the rector after other efforts failed with the administration during that specific week for the delivery of the course material. It also forced additional time to catch up with readings, which could not have been completed during the week and made impact on the personal time management of research for other modules.

The uncertainty of the time needed to finish the dissertation results in an unplanned extension of the post-graduate programme for students. The delay of appointment of supervisors to students impact on the research activity and is financially costly, because the post-graduate programme could then not be completed within the time frame as planned or advertised by the school. The researcher experienced the different modes of frustration while serving as post-graduate consultant within the Writing Centre (2003) and for the PET project (2004). It includes post-graduates

from other departments and faculties as well, which indicates that the problem needs attention on the institutional level.

Evaluations of Staff by students

It was reported to the researcher that access to the evaluation forms is not ethical because of the "confidentiality" thereof. The researcher is questioning whether the shortcoming of addressing the conflict between 'ethical, democratic and confidentiality' should become the problem of the students and if it should have been addressed on managerial level of the School of Government and the University of the Western Cape.

Evaluation forms and written reports do not always match the practice perfectly. This could be linked to the complaints of students on the post-graduate programme, but when analysing the evaluation forms at the end of a module there is no reason for concern. It seems if the post -graduate programme is "measuring up to specification" Sallis, (1994) but that there is still space for 'the client's requirement'. The post-graduate programme (Masters in Public Administration) might be an administrative degree, but it is still an academic and intellectual demand within the post-apartheid South Africa.

On the contrary the students are not allowed to fully demonstrate and build on the "democratic ethos' but they are allowed to evaluate lectures which are highly qualified and equipped. Where does that fit in from the professional point of view and how ethical it is to involve students in the exercise of academic politics? Could it be wise to involve students in questions of knowledge, when by definition 'they must be

ignorant of the weight and range of possible answers as noted earlier by Gross, (pg. 130) cited in Berube (1995).

Pedagogical, teaching and learning skills

Students on the post-graduate programme see themselves as having little input as to what courses address and what pedagogy is utilized. Neither is there a pedagogy that is exemplary of what one could expect of a post-graduate programme nor a pedagogy that respects the knowledge nor skills students bring to class, as adult learners and professionals.

The lack of interaction, consolidation between the content of the modules and the approaches of lecturers creates a situation of 'status quo' presentation or expectation from students. The approaches used are of utmost importance according to Entwistle (1991:673); the 'deep processing approach and the surface approach' will produce different results when used for learning by the students as experienced on the post-graduate programme. The former gave the students freedom to explore different approaches and combination that could be used to solve a problem with which many students had a problem on one of the modules, because they were not use to explore. Students were familiar to the latter, which only requires the student to reproduce or regurgitate factual information that has already been simplified. The researcher has attended additional modules from the other specialization streams. There were interesting sharing, group activities, seminars offered by the various lectures. Group activities are very interesting, but it sometimes creates conflict between group members, because of different interest or being knowledgeable regarding the topic of discussion.

It was said in chapter two that it is crucial to explore with the different types of pedagogies as possibilities of inclusion for the curriculum review and the oppositional pedagogy of (Morton and Zavarzadech, pg. 205) cited in (Berube 1995). The question of 'indoctrinating and intimidation' of students, posed against the oppositional pedagogue was experienced on the post-graduate programme during four interactions (2001 and 2002 and 2003). Students admitted that they were used to the ordinary teaching skills and once confronted with a different approach, there was no familiar framework to categorize the new exposure to. During the evaluations of lecturers by students, the students will score them according to the relevant and familiar experience, which according to their understanding would be 'excellent' performance, whereas the new exposure could be rated as 'strongly disagree'.

It is the norm that the lecturer drives the class, which is acceptable, but the diverse backgrounds of students from previous disadvantage educational might acquire differentiation or individualization. According to Table 1 only three students were from the advantaged group and the rest Blacks. The expectation is then that the student should adopt towards the preferred style of the lecturers, which might create a situation where a student needs to adapt to fifteen different situations depending on the choice of a specialization stream.

During the observation it became clear that there are no meetings between staff during the block sessions, to discuss their experiences with each other regarding the responses of students. A workshop on curriculum review on the post-graduate programme occurred in 2002, but it was only the lecturers that attended and speculated on what could be the best for future learning.

The post-graduate programme is catering to deliver according to the need of the students, which could be questioned. There are lecturers and guest lecturers on the programme that vary from planners' economist administrators' lawyers, consultants from Africa, Sweden and Germany. It cannot be denied that they are qualified within their field, but not all of them are equipped to deal and lecture within a South African context and are unable to relate the theories to the local practice. The students have to deal with many different expectations and demands during the block sessions. These differences result in the variety of expectations and norms from the different lecturers, which not yet address the needs of the students, but more to the extent of the expertise of the lecturers themselves.

The South African Qualifications Authority

The NQF and SAQA are playing leading roles regarding quality and qualifications during transformation within higher education. The admission requirements of the post-graduate programme, is flexible and allow students by the acknowledgements of Recognition of Prior Learning onto the post-graduate programme. Additional provision should be made to accommodate the diversity of students' backgrounds.

The Masters in Public Administration, Masters in Administration and the Diploma students were hosted together within the same classes with the same timetable. The different full-time or part-time lecturers with their different views and expectations on the post-graduate programme acquired students to continuously adapt or adhere to their expectations. Fast track learning does not perfectly match the programme, because the completion of the dissertation causes unplanned delays. On the contrary, if students take longer than the original planned time, it is not necessarily the slow

pace of the learner, but the unplanned dimension of the post-graduate programme, which does not allow students to complete or to perform according to their abilities.

Although SAQA and the NQF are the authorized bodies concerning quality and qualifications, tensions are still caused in practice. It could be assumed that quality control should play an important role here. Since 2001 till 2003 the researcher did not observe any University quality controller, to monitor the programme. In an informal interview with one of the executive officials, it was made clear that the integrated plan for the university will be introduced during 2004, hopefully to enhance the service delivery.

Assessments

Attention is needed regarding the following: Students might end up with four long papers to complete at the end of the block sessions of two weeks. They will still have to complete it within the same period of six weeks. If students are unable to deliver, the possibility that they might be penalized is there, but if lecturers and administrators are unable to deliver the mark sheets on time, then students only have to accept the apologies.

The exposure of the post-graduate students and the diploma students to the same classes and same activities is another indication that certain norms are just made applicable for everybody without taking into considering differentiation and addressing the different abilities of students on the programme. 6000 words for post-graduate students and 3000 words is the only distinction for essay writing on the course, which still does not allow the two groups to develop according to their

abilities. The critical inquiry varies amongst lecturers and students have to deliver according to the expectation of lecturers.

Students should be able to demonstrate their rights regarding a fair chance of demonstrating their capability of mastering the module or getting the opportunity for a re-evaluation, without repeating a module, being the only option. Lecturers should not have sole-right alone to decide whether a student should be given another opportunity.

The flexibility of the admission of students on the post-graduate programme unintentionally requires the continuation of the flexibility within service delivery throughout the post-graduate programme, including assessment. Uniformity within the assessment system is needed, which will allow differentiation and the accommodation of the different paces and abilities of students. The same timetables for part and full-time, slow and fast track students are not suitable, whereas it mainly entertains the availability of staff and not the diverse needs of students.

Feedback Reports

Students complete long papers on most of the modules, but with no feedback on it accept the final mark. Two lecturers within the South African stream of specialization made special appointments with students to comment on the long papers in 2002 as experienced by the researcher. It was very valuable and allowed students to reflect on their writing of academic papers. The interest to write academic papers and journal articles are not accommodated on the post-graduate programme. Long papers have the potential to be developed, but the lack of feedback on it makes it a dead end activity for students. The academic record does not equal the progress report, which

complements the new requirements of SAQA and the Education system of outcome-based. There is no feedback regarding the overall progress or performance from the School of Government. It is still the old system of adding marks and symbols that are recorded.

Difficulties on Modules Selection

There is no career path development for students on the post-graduate programme.

The orientation programme is partially misleading. Students only discover the difficulties and high expectations when starting a module. The assistance and guidance regarding the selection of suitable modules according to the time schedule is an important factor in planning the career path of post-graduate studies. There is a difference on the guidance of an administrator and a person who has experienced the different workloads of the different modules on the post-graduate programme. It is advisable for students to select their modules carefully.

Module 811 for example, could preferable been taken alone, because it needs additional readings and the study thereof. The description in the brochure of the different modules does not necessarily match it within the course outlines for example module 811, which is referring to Introduction to Governance and which has covered the theory of Marx (2001) and Slavery (2002, 2003). The importance of Module 816 on Research Methodology 1 and the related role thereof to the dissertation should be emphasis beforehand. It is expected that all the students are able to design and manage questionnaires and incorporate it within the research, which might not be the case. Module 818 which, deals with Communication, have space to entertain the different values and skills needed for academic writing. It is only the South African

Specialization Stream that offered core modules on the post-graduate programme to complement their elective modules. Whereas the entry level is flexible and Recognition of Prior Learning is considered on the post-graduate programme there is no Fundamental Learning within the curriculum to complement the Core and Elective Learning on the post-graduate programme.

Supervision and Research

Lecturing staff leaving the School of Government, contributes to the problem of a shortage of supervisors. It leaves students without a supervisor, which is costly for the students and other supervisors who have to take responsibility for those specific students. Whereas the supervision styles differ, it causes additional work for both the new supervisor and students as reported by a foreign student, who planned to finish off the programme at the end of 2002. The same situation was repeated at the beginning of 2003, leaving students in a situation with research to be started again and in line with the recommendation of the new supervisor. When a new supervisor took over, it is not without frustration for both parties. There is no official agreement between the supervisor and student to prevent situations like these. It is questionable what is the agreement between the School of Government and the supervisors and whether they are just free to leave without any further responsibility to the supervisee?

The researcher was investigating of how many students has completed their modules and left with the dissertation only, but the School of Government did not make the information available. The other information regarding the first languages of the students, the responses of students on the post-graduate programme were reported not

to be available. One of the administrators reported that the present course-coordinator has not been in that position for all the years and that the evaluation information before 2000 is not available. The researcher contacted the registrar of the university regarding this matter and it was referred back to the Dean of the faculty, which referred it back to the course-coordinator. The limited information received is not acceptable for the researcher because

‘The required role of higher education, in facilitating social justice, through enhanced participation, opportunities in higher education for formerly disadvantaged constituencies, together with increased demands on higher education, to deliver knowledge resources and services, as well as high level skills and competencies for social and economical development’

as stated in the Founding Document HEQC, 2001. The researcher had no other intention than to investigate and question rigorously. If the University of the Western Cape was historically established as one of the “ethnic institutions to manage an African administrative corps”, Rahletho, (1991) as (cited in Jansen (1991), does it has to stay within the old paradigm of service delivery?

The following numbers of enrolments were shared with the researcher on 6 March 2003.

Table 2 Enrolments

Year Of Enrolment	Number Of Students	MPA	M ADMIN	DIPLOMA	PHD	TOTAL
2002	69	38	18	7	6	
2001	69	40	20	9		
2000	51	39	8	4		
1999	35	19	13	2	1	
1998	27	27				
1997	29	29				
1996	22	22				
		214	59	22	7	302

¹² Source: SOG Records 2002

It is clear from the registration number that the Masters in Public Administration programme introduced since 1996 at the School of the Government is very popular.

The success of the programme could have not been determined, because the information shared were mixed as demonstrated within in the following table:

¹³Table 3 Progression of Students

Year Of Enrolment	Number Of Students	Progression	Graduated
2002	69	64 from 1 st to 2 nd year I	5
2001	69	56 from 2 nd to 3 rd year	13
2000	51	35 from 3 rd to 4 th year	16
1999	35	18 from 4 th to 5 th year	17
1998	27	12 from 5 th to 6 th year	15
1997	29	11 from 6 th year to 7 th year	18
1996	22	6 from 7 th year to 8 th year	16
		202	100

According to the tables 1 and 2, 302 students were registered since 1996 of which 202 showed progress with 100 that have been graduated. It is unknown how many of the graduates and students showing progress was on the Masters of Public Administration programme. It is also questionable whether the graduates within the different years are part of that year of enrolments and if it is possible for 16 students to graduate within the year of 1996. The number of students showing progress is then the outstanding number of students to the graduates to fill up the enrolment numbers. The enrolments did not state whether it is new students or the same students only progressing. The Administrator was unable to give the number of students that were idling in the system, because of their unfinished dissertation.

There is a lack of formal discipline to motivate students on the post-graduate

¹³ Source: SOG Records 2002

programme to finish the dissertation. It could be difficult to complete the activity, whenever students are back in their own environment with its own responsibilities. There is no specific monitoring and evaluation tool available for the dissertation, which could be an indication of the specific problems that needs attention. In (UWC, 2002) there is the referral to the “research culture”, which could be established by students on post-graduate studies, but the importance is the research environment need to be viable to operate within at the University of the Western Cape and the School of Government. The integration and interconnectedness of knowledge and skills, practice and theory is of utmost importance during research.

The lack of an agreement between the School of Government and students regarding the dissertation allow scope for slow pace of completion. Simultaneously it is costly for both the School of Government and the students. There is not enough time for the development of the sixty-page document for Research Methodology II, while still having the responsibility of completing other research papers in between. The different supervisors are not present with the presentation of that module and lack in giving inputs on the first research module regarding specific preferences or difficulties that may be encountered during the research.

The Education White Paper 3 (pg. 21, 1997) comments on Research and the concern thereof in post-graduate studies. There is a lack of continuity of the purpose of the research proposal, which is part of the entry requirements, and the further development of it on the post-graduate programme. The modules of the post-graduate programme could influence the idea on the topic of research to change it, because of another vision or understanding of the original problem. There is no ample space to

integrate the knowledge attained on the programme into the research project. The practical component is absent on the programme, although there is an internship available on the programme.

The supervisors have not been seen together in a meeting with students and other supervisors to share their visions and expectations on the research document. Other responsibilities of supervisors could make the continuous consultation with students difficult. The University and supervisors are expecting the same quality as for other post-graduate programmes, although contact time is very minimal.

Whereas the University of the Western Cape is part of the institutions to interact on local level to implement policies there is no provision made to allow interaction with the theory and practice on campus. The modules on Human Resource Management and Labour Relations opens up research opportunities with the Departments of Human Resource and Labour Relations on campus for students to explore and investigate the theory that has been advocated on the programme. It is still the limited vision of the past educational and administration norms that are noticed with the teaching or facilitation of modules with a lack of creativity. Hopefully in the future the post-graduate programme would be experienced and understood as being research-driven. Hence students will then understand that their own worlds consists of research and that an inquiring mind paves the way towards a broader perspective on society and its multiple challenges.

Moderation of dissertations

Nelson, (1992) states that ‘ We need to organize, but the model of the high-status faculty member is that of individual entrepreneurship’. We need to talk to the public about the values we potentially share, but faculty are trained to instruct, those who do not know’. The students on the post-graduate programme are employed in a variety of state departments, Public Administration, Public Health, Defense, Correctional Services, Labour, Education and for example directors in local and provincial governments, as well as working within NGOs. They are from all the provinces and neighbourhood countries. Students select their specialization field and elective modules in line with their field of interest.

The term students imply “those who do not know” because the administrator, instructor, facilitator, academic lecturer or professional knows. The brochure for the post-graduate programme of the School of Government (2001, pg.3) states, “the practical focus of the course is not achieved at the expense of academic excellence and theoretical understanding. A balanced and mutually reinforcing mix of practical and theoretical knowledge is one of the main aims of the degree. Students should then be trained properly during the block sessions or contact time with lecturers in order to make this focus a reality. Supervisors should not have the responsibility to teach the application of research methodologies during their contact time with the students. If so, lesser problems could be experienced during the moderation of the mini-thesis, for example, where a certain supervisor and moderator approved the work of their students (February, 2004) and then it was not accepted by the School.

How are the examiners really part of the post-graduate programme? Three examiners (an external, internal and the supervisor) evaluate the research report. The three different opinions need to be considered for the changes. Lecturing staff and administrators are still having problems to balance the system and complement each other, although working together daily. Should examiners stay distant and only communicate via modern technology? The researcher had comments from the examiner, which stated that, “the dissertation also represents an example of an all too familiar problem”. During the presentation of Research Methodology 1 the students were told that master studies are the demonstration, understanding and application of the different components of research and not about generating new knowledge. That is applicable for the doctorate level programme at the School. The examiner was also referring to the dissertation as ‘only a small part of the MPA as I understand ‘. Thus the only small part is the most expensive activity on the post –graduate programme. The School Of Government seriously needs to decide what they really require from students regarding their research activity. Certain terms such as ‘academic excellence’, post-graduate RPL student, students, and moderation need to be redefined on the post-graduate programme. As what does the experiences and exposures of the post-graduates count? Could it be that experience and insight could count as ‘being biased’, which also need to be redefined within the post-graduate circles of the School of Government. It corresponds with Makgoba (1997, pg. 181) cited in Williams (2000, pg.75) *what they should avoid is ‘imitation thinking’ or soft approach that they are simply extensions of Western culture located in Africa. Great nations are not built through imitation.* When will the South African students been able to develop their own theoretical frameworks, if they have to apply the theoretical frameworks of other theorist within other countries? The researcher will then agree

with Makgoba (1997) (cited in Williams, 2000) "*South Africans do not know who they are, they do not know what it means to be South African. The absence of self-knowledge, an affirmation of their cultural heritage and being problematises the transformation project*". They will allow to be conditioned according to the global rules and regulations and ignoring the call to 'trans educate, trans-orientate' trans-socialize and harmonize the various perceptions and paradigms from which the South African society has its roots" Makgoba (1997) (cited in Williams, 2000).

Mentoring and Additional Support

Whereas special educational needs are priority globally, one would assume that provision would be made for this on the programme, whether it is to accommodate students with dyslexia or exceptional abilities. The researcher has been speculating with the need of mentoring on the post-graduate programme as additional support. Most of the students had a problem with reading and critical analysis. Mentoring of students have shown how in need the students actually was for the qualities of "rigor, tightness, meticulousness and complexity" (Williams, 2001, 2002) when working on their own.

The Writing Centre

Whereas Formal education context are comparatively unfamiliar, when compared to real-life, as they often emphasise abstract, decontextualised knowledge, which is difficult to transfer to real life situations, Amory (2003). It is questionable how the staff pictured the mastering of academic skills by the students on the post-graduate programme? The term 'full-time student' is misleading, because it only allows contact time, mostly during the block sessions, which is the same for part-time students.

Otherwise the staff and supervisors are only available by appointments, because of their busy programme, which is acceptable and understood, but not appropriate and suitable for support and assistance on the post-graduate programme. The Writing Centre at the University offers support on academic reading and writing for staff and students. Post-graduate students of the School of Government and other units/departments, who visited the Writing Centre, showed the same need to read critically. The researcher facilitated two workshops for RPL students on critical reading during March and April 2004, as part of preparation for the submission of their applications as post-graduate students with the EMS Faculty and Health Sciences. The one group was for distant learning with students at the University of Pretoria and the other locally.

The Division of Lifelong Learning

The Division of Lifelong Learning is offering this exposure and planning, as part of the support to RPL students, for undergraduate and post-graduate studies. It is important to be aware that there are support structures in operation at the university, but that the responsible unit should establish the partnerships, to allow their students to grow. These students were all South Africans.

The PET Project

The PET (Post-graduate Enrolment Throughput project) also offers assistance to post-graduate students. A variety of workshops on academic writing, computer literacy, supervision and support are offered to students with their thesis writing. Five students on the post-graduate programme of School Of Government attended the different

workshops regularly. The international students attend these support programmes regularly.

Iilwimi Centre for Multilingualism

Iilwimi Centre for Multilingualism and the Language Professions presents short courses for English Second Language users during the year. Mostly international post-graduate are attending these courses. It also offers a service of editing for students and staff.

It was reported earlier that international students are always informed and guided regarding the activities and support at the University. It might be assumed that local students could discover for themselves. It is not considered that most of the post-graduates are employed full-time and are not on campus except during the block sessions.

Academic and Intellectual relationships

The admission requirements are flexible which allows students with a variety of backgrounds on the programme. Why would they have the same interest and why should only the majority rule as far as complaints? The importance of quality service delivery is to consider differentiation and individualization as learning methods, which is not always the case on the post-graduate programme.

This could be linked to the implications for knowledge of ¹⁴‘whose ideas and perspectives count?’ It is also an example of ‘managing, curbing and controlling of

¹⁴ Local Government Management module, (Williams 2003)

information flow'. The researcher noticed the diverse cultures and richness of knowledge of the lecturers, academics, administrators, professionals and students. The concern is how to create a balance on the post-graduate programme between learning and teaching?

The preference of knowledge types regarding the different theories and practices introduced on the post-graduate programme plays an important role in understanding Humanity and how to create hegemony as part of future investment. Within the sixteen different modules of core and electives, a massive number of theories are introduced, somewhat distanced, not always bringing together the theory and practice. The importance of philosophical theories has been introduced on one of the core modules, but with limited space for student insight and development. Students lodged complaints with the course coordinator, but the lecturer did not adapt or adjust according to the request of students. The practical application of the philosophical works have also been introduced within two specialization fields through three elective modules during 2001, 2002 and 2003 by another professional and within in a core module in 2002. Students lodged a complaint that the professional were 'too high' during 2002. The liaising of lecturers on the sharing of the similar or related knowledge types and information should not be ignored to the benefit of both staff and lecturers, during teaching. The researcher has discovered the importance of lecturers that allows controlled scope for teaching and learning on both the core and elective modules. The theoretical content is making sense and there is ample opportunity during the block sessions to speculate how it matches the practice.

“The transformation of common sense take time and organization and commitment, but it must make connections with people’s daily lives if they are to be widely successful” Apple, (1996). Curriculum change should not be only considered to the content of the different modules offered on the post-graduate programme. The role of the intellectual is deeply pedagogical in an attempt to provide the conditions necessary for students to critically engage in the relationship between knowledge and authority. Students are experiencing problems with the planning of long papers. Students make use of peer assistance, because there is no system of assistance to support students at the School of Government. If students could be guided to understand and interpret their own language and experience and those of the lecturers and where they could rethink the politics of their own location, this might not happen. This could hold students accountable for what they say without performing ‘pedagogical terrorism’ as pointed out by Roger Simon, (1992) and as a way of getting students ‘beyond the world they already know in order to challenge and provoke their existing views of the way things are and should be’.

Pedagogically intellectuals who wants to develop students could enable them to speak differently, so that their ‘narratives can be affirmed’ and analyzed with the ‘consistencies’ and contradictions that characterize such experiences, which could be so valuable to allow the ‘master-pupil’ educational relationship.

Quality Service Delivery

The different demands of policies and requirements of SAQA do not allow a stable pattern of quality service delivery of the post-graduate programme. The University and the School of Government are forced to review the ethical relationships between

Administration and Education. A course coordinator had the responsibility of being overall overseer during the previous educational system, but presently two persons might be suitable to monitor both the educational and administrative delivery and response. The abilities of the course coordinator is not questioned, but the observation corresponds with *The Separation of Powers* - of dividing responsibility for the same function between two or more bodies. For any decision to emerge a compromise between them had to be reached, Bureaucracy involved the division of tasks into relatively distinct functional spheres”, Albrow, (1970). Then having the responsibility of being course coordinator, lecturer and supervisor, which authority and powers will be applied within the different situations? The leaderships role of Weber seems to be very important, because it is questionable whether one person could fulfil all the leadership roles simultaneously, when the historical personality of an individual philosopher is given by the active relationship, which exist between him and the cultural environment he is proposing to modify”. The environment is reacting back on the philosopher, imposing a “continual process of self-criticism. It is his teacher” (<http://www.2.coloradocollege.edu/Dept/finley/PS425/reading/Gramsc.html>).

The Director of the School is also extremely busy, performing duties as supervisor and lecturer as well. The Weberian bureaucracy seems to have value, because although the tasks could be divided, is it possible to divide the human being in three parts simultaneously to attend to the different demands and request? Acting persons respond differently in the absence of managers. These situations impact on the management and quality service delivery of the post-graduate programme.

CONCLUSION

The different dimensions of the analytical framework regarding transformation within higher education were noticeable during the research. The impact of the different dimensions on another and the interrelatedness thereof cannot be denied. It is important for administrators, academics and intellectuals to establish a new relationship for themselves and students on the post-graduate programme in setting new values and norms for the participative democracy within higher education.

Space is needed for the requirements of the South African Qualifications Authority. Recognition of Prior Learning and continuous assessment could make a valuable contribution towards the quality service delivery of the post-graduate programme. The rearrangement of the timetable, review of the curriculum and the ethical relations could contribute towards a new dimension of service delivery on the post-graduate programme. New knowledge could be created within the practical dimension of transformation. Management and administration of the post-graduate studies should allow appropriate and quality teaching and learning skills on the post-graduate programme.

The following chapter will introduce proposals for the post-graduate programme based on the findings of the research.

CHAPTER 4

PROPOSALS FOR THE CHALLENGES OF TRANSFORMATION IN HIGHER EDUCATION ON LOCAL LEVEL

INTRODUCTION

The previous chapter hosted an analysis of the research findings, whereas this chapter introduces proposals for the post-graduate programme based on the Weberian framework of bureaucracy, observations during the research, educational policy documentation, and transformation procedures within higher education and quality assurance in line with the South African Qualifications Authority.

Change of Culture

A change of culture is needed. It requires a change of attitudes and working methods. The staff of the institution needs to understand and live the message to make an impact. It also requires a change in the way the institution are managed and led, with the understanding that 'people produce quality.' 'Services are directed deliver to people by people' Sallis (1994). The staff of the different units and faculty linked to the post-graduate programme is subject to control by rules regulations and laws. It is questionable in whose interest. Neither staff, nor students have prior learning on how to deal with issues in a democratic situation, despite their qualifications and experiences .We are all scholars concerning that, although we might be in different categories and levels.

Administration

The bureaucratic system of Weber allows scope for some of the limitations experienced on the post-graduate programme. It can be agreed that the administration system needs to be stable and that changes cannot be done overnight, but the following mechanism could make it happen:

Collegality- "Bureaucracy for Weber meant that at each stage of the hierarchy, one person and one person only had the responsibility to take a decision. He thought that collegiality will always play in limiting bureaucracy", Albrow, (1970). This could assist both the administrators and the professional staff, not to abuse authority and power. Everybody will know exactly what to do and to decide, especially when the professional staff is away to attend to other responsibilities off campus. "*The Separation of Powers*" - meaning dividing responsibility for the same function between two or more bodies, could be valuable, whereas the administrative and professional staff are serving the same target audience. For any decision to emerge a compromise between them had to be reached. Bureaucracy involved the division of tasks into relatively distinct functional spheres", Albrow, (1970). Funding is problematic and therefore could *Amateur Administration* partially serve a valuable purpose, for example when student assistants are used to assist with administrative duties. When there is no money to pay the administrators, then the organization is dependent on "unremunerated activity". If the professionals assisted the amateurs, it will always be the latter who made the real decisions, Albrow, (1970). *Direct Democracy* - allows several devices for ensuring that officials are guided directly by and answerable to an assembly show how easy democracy could work for the administration Albrow, (1970).

Representation – Briefly Weber’s vision was on ”finding able leaders than any concern for democratic values”. The existence of collegial representative bodies, whose members were selected by vote and were free to make decisions and share in authority over them who had elected them. Weber saw the greatest possibility of a check on bureaucracy, Albrow, (1970).

The School of Government, the Economic Management Science Faculty, the Administration of the University of the Western Cape could consider the following: Weber regarded the fact that human behavior was regularly orientated to a set of rules (*Ordnung*) The rules was termed the administrative order (*Verwaltungsordnung*) and the administrative staff the (*verwaltungsstab*). The most important aspect of the administrative order was that it determined who was to give commands to whom. Administration and authority (*Herrschaft*) were intimately linked. Every form of authority expresses itself and functions as administrations, Albrow, (1970). Weber developed his famous distinction between power (*Macht*) and authority. For the structuring of human groups it was ‘a special instance of power’ which was authority. The three units should not only see themselves as an institute of higher education, but should be able to demonstrate that they are part of local government management. All the policies introduced by National Government could not be successful if it is manage properly on local level to ensure that the implementation thereof does not develop in chaos. Weber has tested his theory within government, therefore it could be suitable to balance the administrative service delivery. A solid administrative framework will allow scope for the professionals to inform the system and to establish new relationships between them and their clients, contributing towards the effective management of the post-graduate programme.

Management, information flow and communication

Management has to deal with solutions as well, although other staff members might be capable of addressing the issue, they might lack the authority. Within education there could be common causes of poor quality that can arise from a variety of sources including poor curriculum design, unsuitable systems and procedures, insufficient resources, timetabling, and staff development. The importance here is that it is only the educational management that can rectify such problems. Educational managers are dependent on the overall policy of quality of the university and have to deliver accordingly. The review of ethics could make their task easier.

Ethical programmes and Quality

Clear guidance is needed for both staff and students regarding this. The ordinary code of conduct should be revised to accommodate HOW to deal with ethical dilemmas. Those values preferred by the leaders or management of the institution should be communicated to build openness, integrity and communication. Continuing attention to ethics in the workplace sensitises leaders and staff to how they want to act. All stakeholders need to have their views listened to and to be treated fairly. It could be easier to consider quality service delivery if a consensus has been reached between all the parties.

‘Quality is free. Its not a gift but free’ Crosby, (1979, pg. 1) (as cited in Sallis1994) together with Demming, Joseph Juran and W Edwards share the opinion that the failure of quality could be that managers do not take the demands of quality that seriously and which could be costly for both the staff and students of the post-

graduate programme. They need to investigate and explore further how to adapt the educational needs in line with the SAQA requirements and other policy documents.

Policy Challenges

The institution and the sub units, for example the School of Government are challenged by a variety of policy documentation. The Constitution and various policy documents such as the Education White Paper 3 (1997), the National Plan for higher Education (2001), of the Department of Education, The Employment Equity Act, The Human Resource Development Act (HRD), the Skills Development Act, Transformation of Public Service and Administration, the Strategic Plan of UWC and other relevant policies of the School of Government are contributing towards the challenges on the post-graduate programme.

The policy challenges to the post-graduate programme is an indication of the tremendous task to accommodate all the recommendations of the policies and to address the tensions, conflicts, contradictions and struggles accompanied by the possible strange. Machiavelli's pragmatist contribution compares to the 'notions of the pure and the virtuous' as (cited in Williams, 2000). The staff and students should be able to guide and be guided according to Gramsci's "complex of social relationships"

(<http://www.2.coloradocollege.edu/Dept/finley/PS425/reading/Gramsc.html>) and what is to the best interest of the post-graduate programme and the transformation within higher education. Gramsci notes that "Intellectual and moral reform is the struggle for cultural and political hegemony" which might be part of the balance needed during the transformation within higher education. Machiavellian thought

offers perspectives on ethical realities and ethics from ‘an angle of power’. “He referenced consequences rather than taking an absolute line on what is right or wrong” (cited in Williams, 2000)

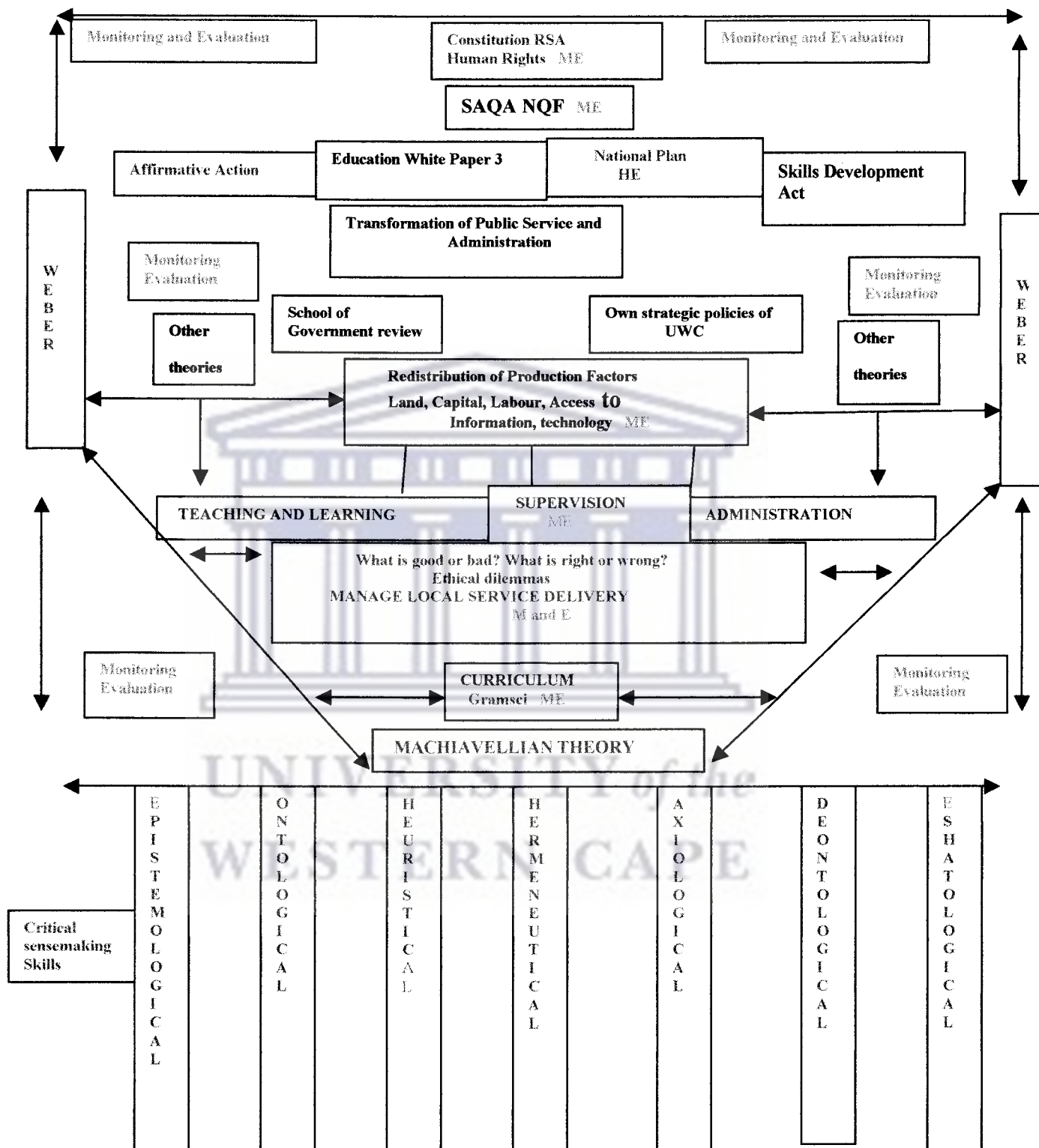
The lessons from Machiavelli are practical, empirical and not ‘abstract and unified philosophical’. It offers ‘generalizations from history’, experiences about the possibilities and limitations of political action. Gramsci is offering a critical framework questioning and investigating similar experiences on a different level and from another angle. Diagramme 2 is demonstrating the application of theory and practice as the final proposal to allow adult education as both a field of study and a field of practical activity. This could lead to the enhancement and improvement of practice and quality service delivery of the curriculum of the post-graduate programme for professional formation. The serious questioning and investigation is based on pragmatism to determine what could be the best way of addressing the tensions, conflicts, contradictions and struggles during the transformation within higher education and on the post-graduate programme. Machiavellian theory is an intimate connection between philosophical understanding and the good life proposed for the baseline framework to create a balance.

In support thereof the inclusion of critical pedagogical skills could be applied anywhere within the framework. The framework directly informs the Curriculum, the governance and management to satisfy clients need through service delivery. Policies and the framework guide the redistribution of the production factors. Teaching, learning, supervision and administration of the post-graduate programme are placed in

the middle to respond to the different levels. A monitoring and evaluation system is indicated for the responses to and from policies and post-graduate programme.



¹⁵DIAGRAMME 2: Application of theory and practice as the final proposal



¹⁵OWN DESIGN CDSAAYMAN MARCH 2003

The critical skills earlier introduced in chapter two and which are part of one of the modules presented to the researcher, could be applied to demonstrate the importance of making the theory practical on the post-graduate programme. Students and staff will have less to defend and minimize the fear for the unknown as experienced on the post-graduate programme. The importance that each intellectual determines why a specific or certain sets of views regarding their knowledge and power relations on the post-graduate programme is more important than others, will demonstrate the epistemological skills followed by determining what is the existing distinction or the social reality.

The series of questions posed, demonstrating the heuristic skills with the interpretations and understanding of the particular interactions, which is the hermeneutics. The particular weaknesses and shortcoming causing the tensions between them will be the application of the axiological skill, determining then the moral parameters or guidelines of what is suppose to happen to achieve balance within the system. Finally it is determining what the future trends against the human condition will be demonstrating the eschatological skills.

The analysis might serve a dual purpose as a problem solving methodology. It might be a reinforcement of skills that was introduced in one module to demonstrate to students that the lecturers are in cooperation on the post-graduate programme and that they are aware of the content of the different modules presented by their colleagues.

It could be assumed that the curriculum for the MPA programme intended to incorporate both relevance and rigour, however it seems there could be a question of

how teaching methods can be made congruent to both. Whereas relevance means making the content relate to the world of practice, where the concern is with the instrumental aims of helping the student through developing critical skills and capabilities and generally enhancing effectiveness in coping with practice.

Whereas relevance could have been the priority, it seems if there is a gap that need to be filled between theory and practice on this programme, not to make theory simpler, but the problem could be about the way that both theory and practice have been conceptualized. Students should be giving the opportunity to develop a “research culture” (UWC, 2002) and to develop research skills. Lecturers have to be seen not merely as actors, but as informed and committed actors.

The inclusion of cultural studies on the post-graduate programme should be used to accommodate this possibility and the module SOG 818 could be suitable to incorporate it. This could open up new possibilities for other modules as well and might lead to a better understanding of the present post-graduate curriculum. It could also set the perfect atmosphere of learning and adapting to the new policy documentation of the country, establishing new values and norms for the research and the establishment of new partnerships between students and the different communities. This should not be seen as a separate development, but as part of the whole post-graduate programme for improvement.

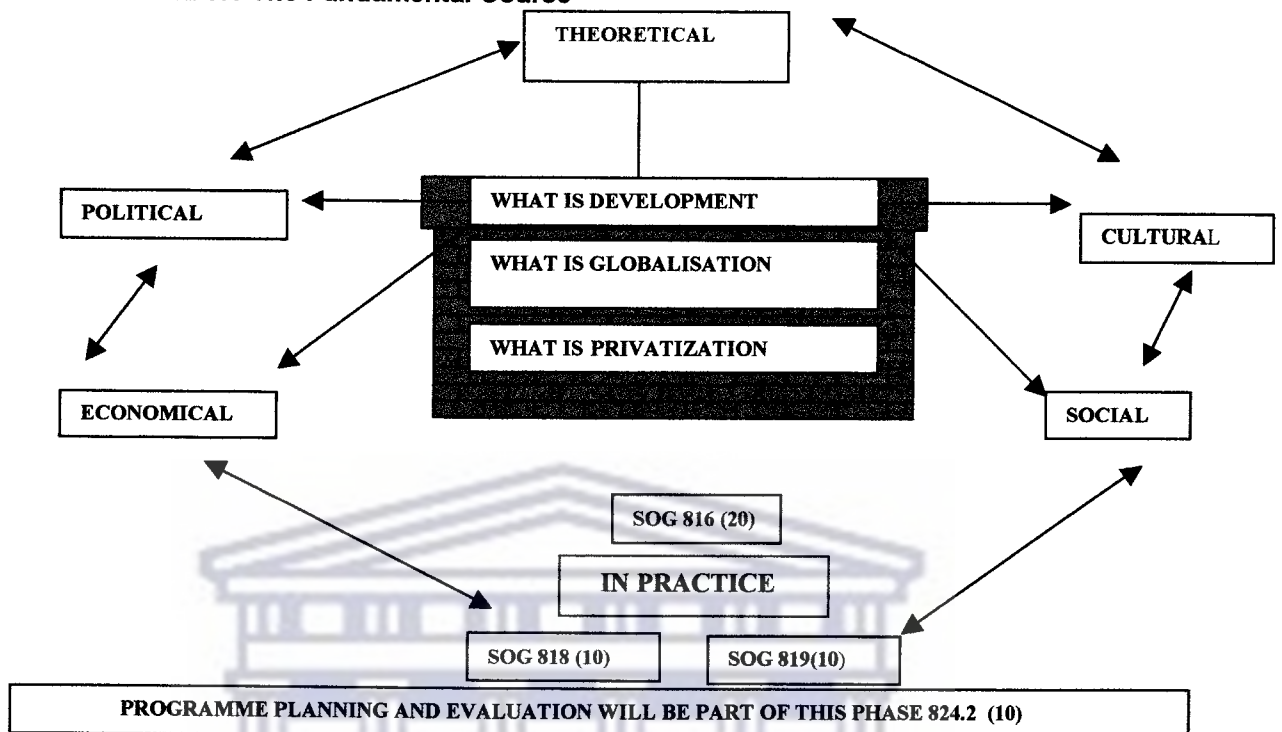
Fundamental, Core and Elective Learning

Fundamental, Core and elective learning is one of the requirements of SAQA concerning curriculum. Whereas the curriculum has been divided into Core and Elective learning, Fundamental learning could be committed to and added. Students need additional exposure to be critical thinkers. The development of pedagogical practices can enable students to engage in forms of cultural production that expand the purpose and meaning of literacy in the interest of 'greater freedom and human emancipation' Bennet, (pg. 30,1992).

Whereas SOG 818 is playing an important role on the programme and being successful, it could be use to introduce the formats on the different reports and documentation that will be used during the programme. The different or specific requirements of information skills and writing skills, which form an integral part of research, could address the inconsistency of the expectations of lecturers. This might be an opportunity to address learning difficulties of students, for example reading and long paper assignments of different modules as being identified by the researcher during the mentoring activity. The importance of the literature review and the system of scholarly communication, which are essential, could be accommodated here.

Whereas each discipline has its own structure of information students and the lecturers of the post-graduate programme will have the opportunity to introduce, determine, analyse, discuss and plan together regarding the requirements and expectations of both. The following is a proposal on a new speculation for the post-graduate programme to accommodate and include the diverse needs and sharing of knowledge of both students and lectures designed by the researcher.

¹⁶DIAGRAMME 3.1 The Fundamental Course

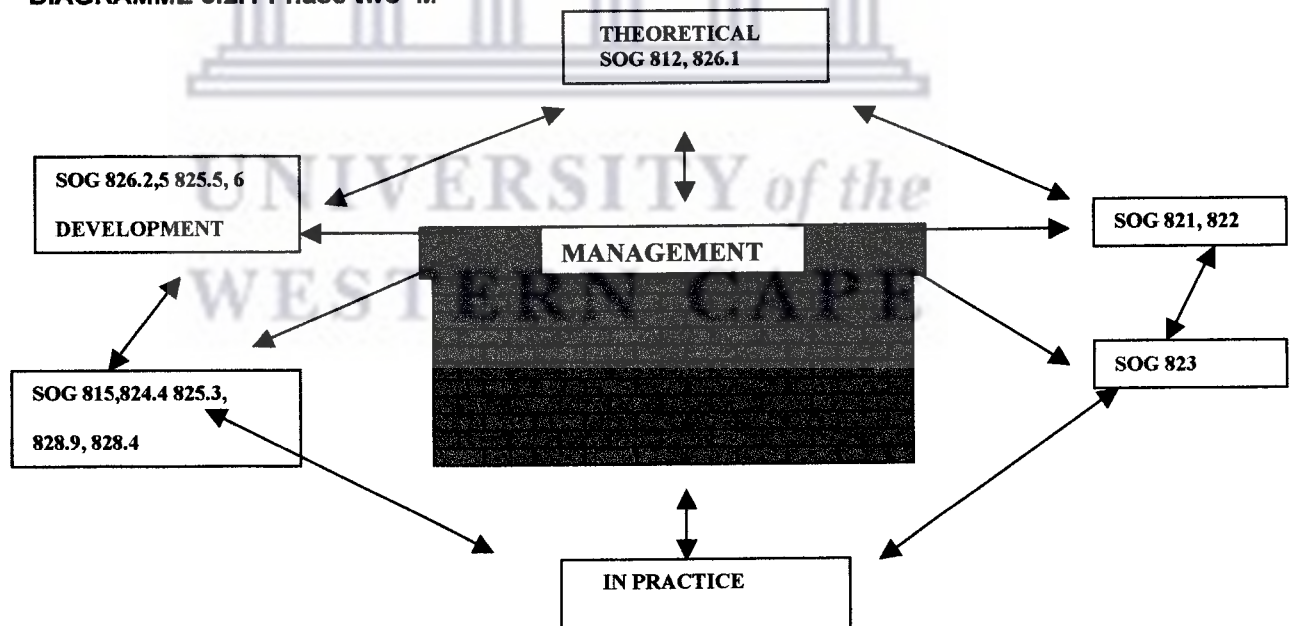


The inputs on development could be used within the module 816 to expose students to research methodologies. A report on the programme could be done to demonstrate skills attained from 818 and as part of Module 819 to introduce earlier and structured interaction on this module. Programme Planning and Evaluation is important generally and could be introduced to assist students with their own research and other practical tasks on the programme and personally. All the lectures could have an opportunity to participate in the **Fundamental phase**, which could enhance student and lecture interaction from an early stage. Students will have **fifty credits** after completing the introductory phase. The inclusion of critical pedagogical skills, Cultural Studies and the politics of Literacy as part of the **Fundamental phase** with the modules could be continued within the other phases of the proposal.

¹⁶ Own design –CD Saayman 2002

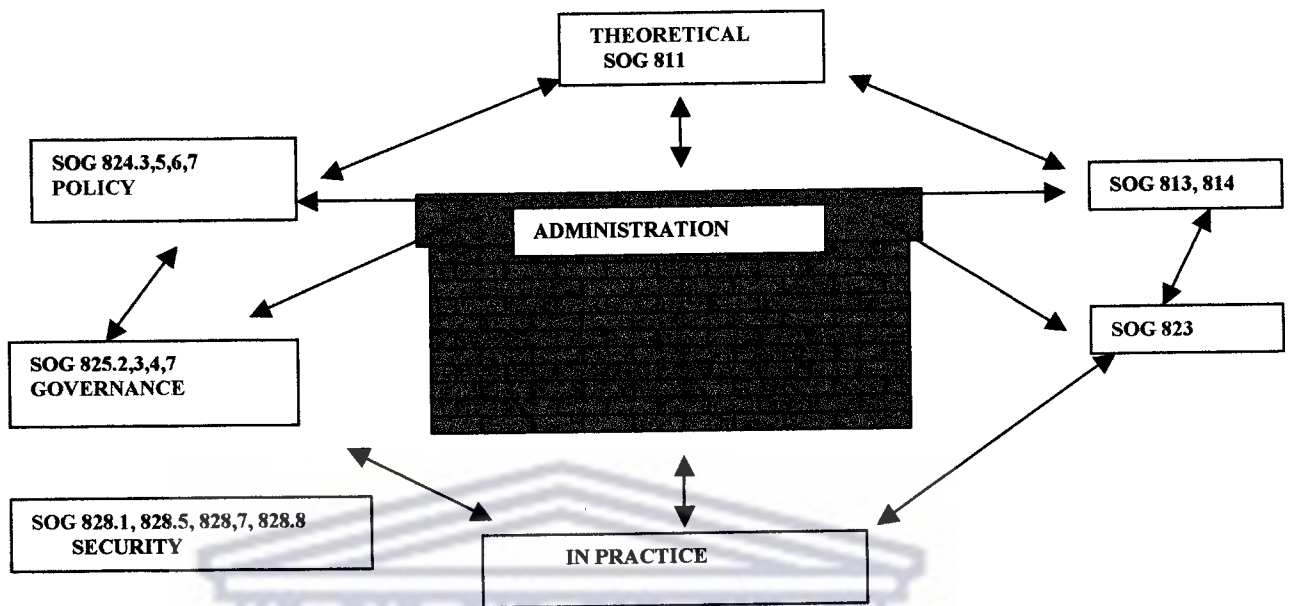
There could be ample space for the different relevant theories, introduction of the critical skills as noted in chapter two and discussed in chapter three with the development of research and research skills. The original modules are still in place, but have been reorganize to give differentiation a better chance in order to avoid duplication, but rather to create new streams with the same modules that are direct linked to the practice globally and not specially only to South Africa. A total new specialization is possible and the other modules could be used for the specialization in Management and Administration, which will fit in very easily. This proposal is an option for revisiting the master programme to be more accommodative towards the needs of students and sensitive for the diverse backgrounds and previous exposure of students to master the programme effectively.

¹⁷DIAGRAMME 3.2.1 Phase two M



¹⁷ Own Design – CD Saayman 2002

18 **DIAGRAMME 3.2.2 Phase two A**



Phase two is a combination of the core and elective learning. A closer relationship between students and lecturers, giving students the opportunity to grow into the programme could develop. This combination of the course structure could be more student or user friendly regarding selection and the potential to address the diverse needs of students. The exposure to development in an early stage could lead the students to a better understanding of the research and research topics could possible become easier to manage. It is important to acknowledge that we are contemplating a curriculum intended to meet the educational needs of adults.

The proposal will be in line with the objectives of the National Qualifications Framework to “create an integrated national framework for learning achievement, facilitating access to and mobility and progression within education, training and career paths by contributing to the full personal development of each student”. (RSA, 1995).

¹⁸ Own Design – CD Saayman 2002

Students could select the sixty credits from Management and Administration to justify the combination of the degree and then easily selects their specializing stream for fifty/ (50) credits. Table 5 and 6 are the summaries of the specialization selection and the credit combination of the post-graduate programme.

¹⁹TABLE 4 SUMMARY OF THE SPECIALIZATION SELECTION

MANAGEMENT	ADMINISTRATION
SOG 812, 821, 822, 823+ ANY TWO OF	SOG 811, 813, 814, 823 + ANY TWO OF
SOG 811, 813 OR 814	SOG 812, 821 or 822
STREAMS: (five electives/two could be out of stream)	STREAMS: (Five electives/ two could be out of stream)
DEVELOPMENT ECONOMIC DEVELOPMENT	POLICY GOVERNANCE SECURITY

²⁰TABLE 5 SUMMARY OF CREDITS:

DEVELOPMENT BRIDGING PROGRAMME	CORE PROGRAMMES	SPECIALIZATION
816 818 819 824.2	Management 812, 821, 822, 823+any two of 811, 813 or 814	Five electives modules 817, 819 and 827
50 credits	Administration 811, 813, 814, 823+ any two of 812, 821 or 822 60 credits	50+10+ 10+60 130 credits
Completion of degree: 50 + 60 + 130 = 240 credits.		

Mentoring

Mentoring is a timelessly process of guidance and could differ from students and courses. Humans are not infinitely plastic and remedial experience is not always fully effective. We need to know more than how human competence and human copying actually develops as self-organizing dynamic systems. We need to go move beyond these traditional dichotomies in order to generate a coherent understanding of developmental diversity that is methodologically rigorous empirically sound and practical useful for educational transformation.

¹⁹ Own Design CD Saayman 2002

²⁰ Own Design CD Saayman 2002

Students from deprived educational background on the post-graduate programme might need additional support on the programme and whereas the time-frame with consultation with the specific lecturers is limited, additional provision need to be made to accommodate students regarding educational and academic support.

Time

Time is a very important factor on the post-graduate programme for both the staff and students. The timetable is the indicator to students on their career path and how to arrange their leave when employed. Lecturers should plan their time to match their responsibilities on the post-graduate programme. Supervisors and supervision plays an important role on the post-graduate programme. Contracts of agreement between supervisors and students should be agreed upon to prevent delay of completion of dissertations. It could also protect the supervisor not allowing the students to impact on their private time.

The block sessions accommodates fast-track learning concerning the modules, but not regarding the completion of the dissertation. Uniformed values and norms are needed regarding this including the availability of supervisors to match the fast-track programme of the individual students. The contact and notional time of the post-graduate programme should be reviewed.

CONCLUSION

The proposals to address the challenges of higher education and on the post-graduate programme are divided in three phases. The application of Diagramme 1 could enable the administrators, academics, intellectuals, professionals and students to explore and determine the difficulties of the past through the investigating of the analytical framework of the different dimensions of transformation, related to curriculum, service delivery, learning and teaching and supervision. The usage of the critical sensemaking skills could allow the analysis to be rigorous and a limitation of possible missing factors contributing towards the challenges. A moral framework of ethics could guide the analysis of service delivery.

The high demand of policy responses within higher education is illustrated through diagramme 2 as the final stage of the application of the theory and the practice. Diagrammes 3.1, 3.2.1 and 3.1.2 are representing the Fundamental, Core and Elective phases of the post-graduate curriculum while Tables 4 and 5 present summaries of the specialization selection and credits.

The next chapter reveals the results and final recommendations of the research.

CHAPTER FIVE

RESULTS AND RECOMMENDATIONS OF THE STUDY

INTRODUCTION

The previous chapter has introduced the proposals for the post-graduate programme based on the observations during the research, theoretical and practice experiences on the post-graduate programme, educational policy documentation, and transformation procedures within higher education and quality assurance in line with the South African Qualifications Authority. This chapter indicates the results of the study, reveals the recommendations, limitations of the research, further research, summary and conclusion.

The challenges of transformation within higher education

The results of the study indicate that transformation in higher education will probably be the most difficult band within the National Qualification Band and the Department of Education to deal with. The interrelationship between Public Administration and Education should not be ignored. The historical heritage within the educational system of unequal distribution of resources and relations of power is still present. The historical-moral dimension is impacting on all the other dimensions of transformation as introduced in the study. Consequently the Administration, Teaching and Learning, Supervision and Curriculum of the post-graduate programme is faced with the demands of transformation and the impact of the different relations of power (political, economical, cultural, social and ideological), which cannot be denied and has been demonstrated through the conceptual, empirical, managerial, epistemological and institutional dimensions of transformation. The different domains of power

(individual, student or staff; household/ department; society/faculty and institution/the university is playing a vital role regarding the transformation within higher education and on the post-graduate programme.

The Weberian theory on bureaucracy was introduced to demonstrate that the Administration needs a solid framework to accommodate and entertain the new values and norms advocated within the policy documentation. The policy documentation related to transformation within higher education in conjunction with other relevant policies and the Constitution, offer a solid framework for redress, but do not offer a solution to think change attitudes and service delivery methods. The introduction or the implementation of the different policies cannot solely address these difficulties. It is unable to stand firm against the fruit bearing ideology of the past. The research has shown that the policies are powerful in enhancing the democratic values and norms, but that society still need to be educated on this. The post-graduate programme could play an important role regarding the new role of intellectuals. It was noticed that the idea of separate development of the past and fear to lose power within the different social relations are present with the service delivery of the post-graduate programme.

Capitalism and racism are threats towards transformation within higher education and on the post-graduate programme. Financial support to the post-graduate programme is essential, which is very difficult to obtain and is impacting on the quality of mainly the research dissertation, which is of utmost importance for development within in the country. There is a gap between the theory and the practice that could be addressed through the curriculum of the post-graduate programme.

Management and Ethics

The administrators and the professional academic staff are serving the same target audience with different objectives. The role of ethics and the implementation of ethical programmes need a review, to guide students and staff on 'what is right or wrong' 'or good or bad'. The expertise and knowledge between lecturers should no longer be seen as specialization alone, but should be combined together to strengthen the teaching skills and methodologies applied to equip the post-graduate students according to Gramsci.

Machiavelli offers generalizations from history, experiences about possibilities and limitations of political action, which is good for a proposed baseline to create a balance. The application of ethics could open up channels for quality service delivery regarding the Administration, teaching and learning, supervision and curriculum of the post-graduate programme. It could easily fit in with one of the definitions stating that the relative definition of quality has two aspects, the first 'measuring up to specification' and the second meeting the client's requirement.

Quality service delivery of the post-graduate programme

The South African Qualification Authority is responsible for sustaining the objectives of the National Qualification Framework regarding quality during the post-apartheid South Africa. The Higher Education Quality Committee in accordance with the Higher Education Act (1997) is committed to a quality driven higher education system. The primary responsibility for quality assurance rests with the higher education institutions and therefore should the School of Government and the

University of the Western Cape holistically build the quality system assuring the tensions and contradictions not to impact on the quality service delivery.

This research showed that quality in higher education should have a dual purpose, adhering to the National Authorities and in line to the need and identity of the specific institution, in this case the School of Government within the University of the Western Cape. Quality should not be experienced as a separate dimension, but should be develop integrated with every aspect impacting on the post-graduate programme. It should not be seen as an additional indicator comparing to the private sector where quality is the most important otherwise production could be influenced.

Thus striving for individuality during curriculum planning and delivery could have major implications for the success and continuation of the post-graduate programme and the transformation within higher education. It could be only a repetition of the past of separateness and could impact on discovering a new understanding of excellence, quality and standard within transformation of higher education, during the post-apartheid South Africa.

The post-graduate programme was partially designed to accommodate students on new values and norms regarding transformation within higher education for example the flexible entry level and Recognition of Prior Learning. Core and Elective learning form part of the post-graduate curriculum, but it still allows scope for Fundamental Learning to accommodate the different degrees of knowledge of students.

RECOMMENDATIONS

Governing of the post-graduate programme

The School of Government, the Faculty Economic Management Sciences, the Administration of the University should liaise together to fulfill the principle of democratization which requires that the “governance of the system of the higher education and of the individual institutions should be democratic, representative and participatory and it requires that decision making processes at the systemic, institutional and departmental levels are transparent and that those taking and implementing decisions are accountable for the manner in which they perform their duties and use resources.’ A strong system such as the Weberian bureaucracy could be considered to enable the development and inclusion of the additional sub-systems on the educational side of the post-graduate programme.

Change Culture

A change culture of attitudes and methods of approaches are necessary to make sense of the transformation. A critical investigation from staff and students are needed by incisive questioning to successfully contribute towards the change environment as outlined in diagramme 1 and 2. All relevant parties should be allowed to participate and contribute towards the planning and service delivery on the post-graduate programme Capacity building could be applied for both students and staff to implement the change culture.

Management

The acknowledgement and the awareness of the implications for social practice, for example managing human behaviour, time, ideological construct and confronting the unequal relations of power could contribute towards the need for 'accountable, democratic, visionary leadership, which are undergirded by humane policies, projects plans and programmes.

Ethics

The role of Ethics and ethical relations of power linked to the post-graduate programme need to be reviewed in order to strengthen governance and management on the post-graduate programme. Ethical programmes could help to manage values associated with quality management. It is also useful in managing diversity linked to different values and perspectives of both students and staff connected to the post-graduate programme.

Quality Service Delivery

A new ²¹Management Monitoring and Evaluation (MME) system is recommended, which could allow the goals of the policy documentation to be in effective operation. Management will have to consider the new ethical values, enabling the MME to accommodate the integrative and participative nature of the policy documentation within higher education and of other public organizations. The Administration system needs to be stable to accommodate the new recommendations from Education and the Academics.

²¹ Own Term CD Saayman

Curriculum and Continuous Assessment

The relevancy of MME will match the needs be the students' experiences.

The MME will enable the issue of learning styles and needs of the students required on the post-graduate programme. The strategies for individualization and differentiation in learning could be included.

There is need for the redress of the functionalist view of the National Party (1948) on delivering a curriculum that was based on an assuming need rather than the real as pointed out by students through continuous assessment and reviews on the curriculum of the post-graduate programme. Cultural Studies could be included to allow students to develop critical skills regarding culture and power. The 'notion that the struggle over meaning is primarily about the struggle over language and textuality' as introduced in previous chapters, could serve a valuable purpose to give new meaning to the Sections in the Constitution on Language and Culture, Access to information, Freedom of expression, Freedom of Religion, Belief and Opinion which could contribute towards meaningful Citizenship during the post-apartheid era and on the post-graduate programme.

The application of Management Monitoring and Evaluation (MME) will allow students to grow into the research activity and identify with it in order to successfully complete it.

Research and research development skills

Analytical and Research methodologies could be the responsibility of all lecturers and supervisors coordinated by the Course Coordinators (Administrative and Academic). Seminars and the writing of academic articles should be part of the research preparation, where students could present their work for discussion and critique.

Practice of theories

The importance of the inclusion of theories on all levels on the post-graduate programme could have a positive impact. The researcher has speculated with the interrelatedness of various theories as an example to be able to seek the 'common good' on the post-graduate programme. Weber, Machiavellian, and Gramscian theory offers the contrast politically and pedagogically for a possible result. It could contribute towards the balance between theory and practice and could lead to a new understanding of the value of the different knowledge types.

Student Representative Council

The students on the post-graduate programme attend block sessions and are not part of the daily programmes on main campus for example communication and interaction with Student Representative Council. Time does not allow these explorations. There is a need for this representation of students and to attend to problems experienced.

New roles of intellectuals

The inclusion of critical pedagogical skills could allow space for changed teaching and learning skills. New roles for the students and the lecturers could be explored. Probably the structural and analytical silences could be interrogated, allowing scope

for the development of “black intellectuals and multi-skilled professionals”(RSA 2002).

Limitations of the study

Fellow-students were not eager to be mentioned in interviews and were wondering if the researcher does not want to complete the programme by doing the pedagogical analysis of the post-graduate programme. Students are not available, except during the block sessions, but are engaged in other activities as well. The letter from the School of Government on assistance to access of documentation is questionable. It was handed to the researcher, but approval from higher authority was still needed for application to browse through documentation at the School of Government. All the modules could not be monitored directly and a sample of the evaluations by students, were taken which is not equivalent to direct observations. Access to documentation of the School of Government to justify the research was problematic at the end of the study. The transformation process is still in process and all the structures and policies are not in place to adhere to the recommendations and policies within higher education.

Further Research

To explore why students on the post-graduate programme do not complete the dissertation even if it is the only activity that needs to be completed to attain the post-graduate qualification. To examine the development need of black intellectuals and multi-skilled professionals within higher education. To develop the MME system for the post-graduate programme and the relevant units involved including all the grids needed for the different stages and levels. Further research on the following:

An evaluation tool on admission is needed to accurately guide and steer students and to develop their career path. A Progress Report for students. A review of the evaluation tools that is in practice at the end of modules should be designed. An evaluation tool for the progress of the dissertation should be developed for both students and supervisors to monitor the progress on the research and the effectiveness of supervision. There is a need for the design of an evaluation tool of the dissertation and an analysis tool to evaluate the discrepancies between the progresses of the different modules completed by students. There is a need to design a tool to analyse, evaluate or monitor whether the University would be able to host the demand of the research, especially if it is linked directly towards the institution or other departments, after approval by the Higher Committee. Monitoring and evaluation tools of the progress of policies requirements are needed because transformation within higher education is still in process.

The logo of the University of the Western Cape, featuring a stylized classical building with columns and a pediment.

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CONCLUSION

It is clear that the implementation of the post-graduate programme was relevant according to the need within the public administration since 1993 and that the curriculum that was introduced obviously matched the circumstances then. It is important to acknowledge the interrelationship between Public Administration and Education, because both are serving the same target audiences, but with different goals and objectives. Weberian theory on bureaucracy has been used to demonstrate the need of a stable theory that could allow the space for the incorporation of the different educational demands arising from the different policies.

The historical-moral dimension of transformation is impacting on all the other dimensions of transformation as introduced. The habits of the past could be the greatest enemy in the present and could play an enormous part in the review of the post-graduate programme for the future for the University of the Western Cape.

The dissertation has provided evidence that transformation within higher education in the School of Government at the University of the Western Cape is complex and intertwined with past academic values and norms. New relationships of knowledge and power could be established, if students, staff and intellectuals are prepared to challenge the structural and analytical silences in our midst, conquering the fear of being isolated and marginalized,

The South African Qualification Authority sets the national norm for quality, although it is unable to provide a framework to match the changes both for Public Administration and Education. It does not prescribe the content of the curriculum

within higher education and therefore allows scope for the development and reviews of the curriculum of the post-graduate programme, and to add Fundamental learning to the Core and Elective learning in line with the SAQA requirement.

This study has shown that the whole dimension of pedagogy is available to humans, because they can talk about absent events, as well as about past and future, which highlight the understanding of the past in order to implement successfully in the present to secure the future. If all the relevant participants are prepared to operate and acknowledged the implications of management for social relations and knowledge then the conflict, constraints, contradictions and tensions on the post-graduate programme regarding the curriculum, the academic, education, administration, knowledge and power relations between lecturers and students could change.

A change culture is needed for the establishment of new values and norms, and the acknowledgement of democratic authority for management of the post-graduate programme. The investigation of the role of ethics and the ethical relations present on the post-graduate programme could offer a new foundation for change. Trust among staff, performance, reliability, measurement and feedback are the basis for a sound ethics management programme and are in line with quality.

Management Monitoring and Evaluation is essential for quality to be competent in managing a 'non-racial, non-sexist and democratic South Africa' as noted by a previous rector "the cutting edge of training and new ideas and practices that would enable public administrators to shift from the old to the new order", (Gerwel: 1990).

The linkage between the different theories and practice should be interrogated to allow a better understanding of the present and the past. The contributions of Gramsci could be of value to the historical-moral dimension of higher education together with the Machiavellian thought of Pragmatism that ‘theory is an idea, not something identical with social reality. The opportunity for liberating knowledge is possible, which could give new value to the “The familiar rhetoric of standards, excellence, and quality” (Jansen, 1991), allowing new sense making of quality service delivery within higher education and on the post-graduate programme.

The research questions were answered and the researcher intends to explore them further regarding issues in higher education and to become part of the lifelong learning chain that post-graduate studies offers because, ‘Each person is important to all other persons and living beings, which means that each must rise above his own selfish interests and do his duty to others regardless of consequences (M Gandhi cited in Sharma 1988).

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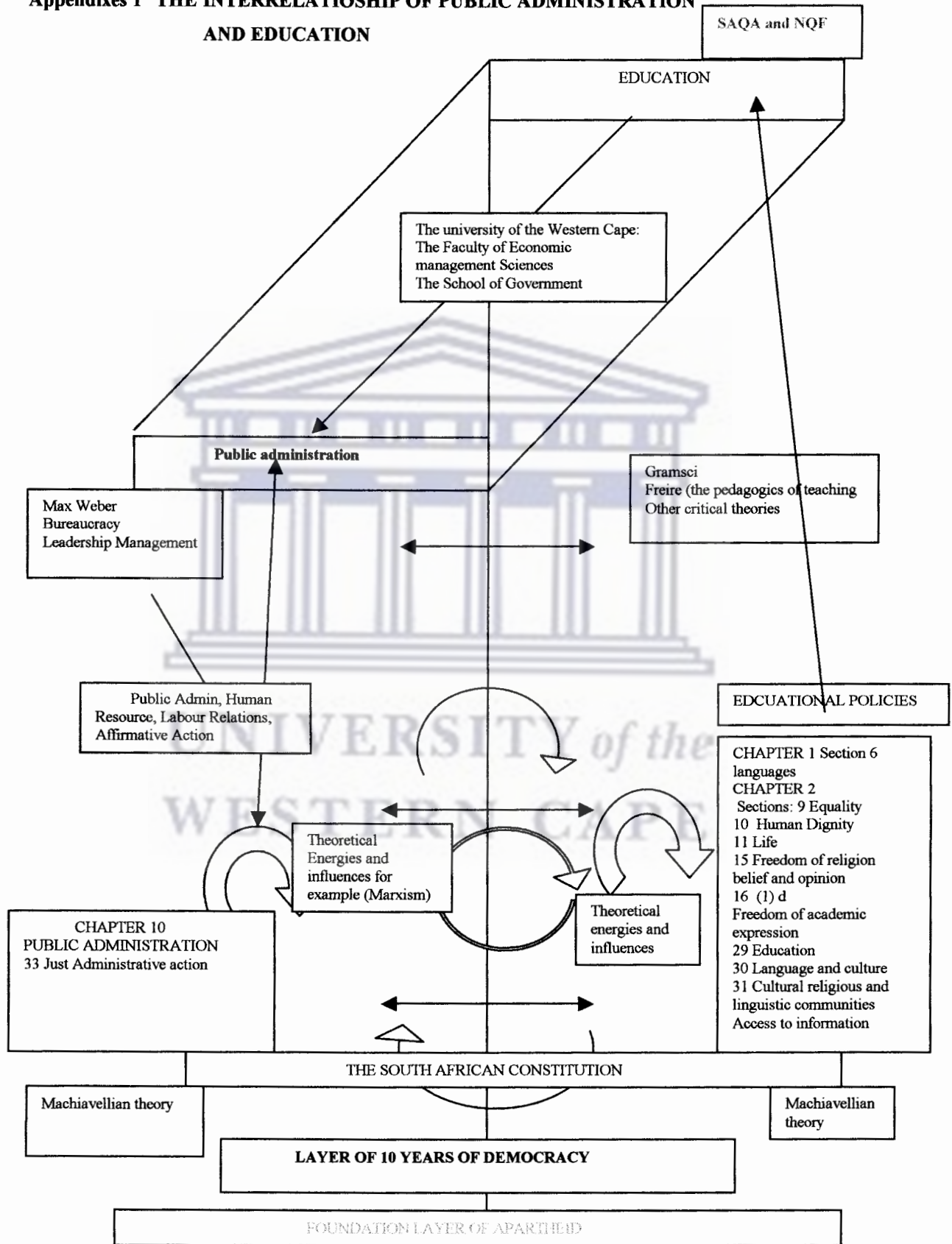
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APPENDIXES

Appendix 1²² THE INTERRELATIONSHIP OF PUBLIC ADMINISTRATION AND EDUCATION



²² Own Design CD Saayman 2004